Certificate of Appropriateness Case Report

HEARING DATE: SEPTEMBER 17, 2014

Filing Date: February 5, 2013

Case No.: 2014.0677A

Project Address: 1164 Fulton Street

Historic Landmark: Alamo Square Landmark District

Zoning: RH-3 (Residential, House, Three-Family)

40-X Height and Bulk District

Block/Lot: 0777/011

Applicant: Emily Gosack, Jensen Architects

833 Market Street

San Francisco, CA 94117

Staff Contact: Shelley Caltagirone - (415) 558-6625

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Reviewed By: Tim Frye – (415) 575-6822

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PROPERTY DESCRIPTION

1164 FULTON STREET, north side between Scott and Pierce Streets. Assessor's Block 0777, Lot 011. The subject lot is approximately 25 feet wide and 100 feet deep with a four-unit, two-story-over-basement residence. The subject property contains a "potentially compatible" building within the Alamo Square Landmark District, designated in 1984. The building at 1164 Fulton Street was designed in the Stick style by architect J.C. Robinson and constructed in 1888. The building was altered several times in the 20th century such that it retained very few original features at the front facade. The facade is currently being restored to its original condition based upon historic photographs and building evidence (Case No. 2013.0126A). The property is zoned RH-3 (Residential, House, Three-Family) District and is in a 40-X Height and Bulk District.

The Alamo Square Landmark District contains buildings in a variety of architectural styles, approximately half of which are Victorian and one-third of which are Edwardian. The typical building height is two to three stories; however, the district contains a number of apartment buildings reaching up to 6 stories in height that are also included as contributing buildings. The Alamo Square Landmark District designation report describes the area as "unified in its residential character, relatively small scale, construction type, materials (principally wood), intense ornamentation (especially at entry and cornice), and use of basements and retaining walls to adjust for hillside sites." Historically, the Alamo Square neighborhood was first established as an enclave for primarily upper-middle class residents, often business men and their families. As a result, the area contains a higher than average percentage of architect-designed homes. Later, from about 1912 to 1934, new construction in the neighborhood consisted primarily of apartment blocks, usually replacing earlier large dwellings. During the latter half of the period of significance, the district increased in density and attracted a growing number of renters. Physical development of the area essentially ended with the Great Depression.

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PROJECT DESCRIPTION

The proposal includes three components: (1) the addition of an elevator penthouse at the roof level; (2) an infill addition at the northeast corner of the third floor that does not alter the building footprint; (3) the replacement of the wood cladding and mostly non-historic windows at the rear facade with glass panels shaded by aluminum screens. The rear facade would be composed of both fixed and sliding windows and screens. None of the alterations would be visible from the public right-of-way.

Please note that the following scope of work was approved under Case No. 2013.0126A and is currently under construction: (1) modification of the existing garage opening at the basement level of the front façade to create a 8'-wide by 7'-tall opening flush with the main wall; (2) restoration of the primary façade by recreating and reinstalling horizontal wood siding, wood double-hung windows, window trim and hoods, cornice brackets and panels, the raised entry porch and stair, and other ornamental woodwork based upon historic photographs and physical evidence; (3) replacement of the paired windows at the second and third floors on the side (east) façade with tripled windows, salvaging and modifying the historic trim-work to fit the new width; and, (4) construction of a 10'-tall stair penthouse and roof deck with a 42"-tall glass or cable railing at the rear of the building.

OTHER ACTIONS REQUIRED

The Project Sponsor is still subject to conditions of approval for the previously approved project regarding the ongoing restoration work.

COMPLIANCE WITH THE PLANNING CODE PROVISIONS

The proposed project is in compliance with all provisions of the Planning Code.

APPLICABLE PRESERVATION STANDARDS

ARTICLE 10

Pursuant to Section 1006.2 of the Planning Code, unless exempt from the Certificate of Appropriateness requirements or delegated to Planning Department Preservation staff through the Administrative Certificate Appropriateness process, the Historic Preservation Commission is required to review any applications for the construction, alteration, removal, or demolition of any designated Landmark for which a City permit is required. Section 1006.6 states that in evaluating a request for a Certificate of Appropriateness for an individual landmark or a contributing building within a historic district, the Historic Preservation Commission must find that the proposed work is in compliance with the Secretary of the Interior's Standards for the Treatment of Historic Properties, as well as the designating Ordinance and any applicable guidelines, local interpretations, bulletins, related appendices, or other policies.

ARTICLE 10 - Appendix E - The Alamo Square Historic District

In reviewing an application for a Certificate of Appropriateness, the Historic Preservation Commission must consider whether the proposed work would be compatible with the character of the Alamo Square Historic District as described in Appendix E of Article 10 of the Planning Code and the character-defining features specifically outlined in the designating ordinance.

THE SECRETARY OF THE INTERIOR'S STANDARDS

Rehabilitation is the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features that convey its historical, cultural, or architectural values. The Rehabilitation Standards provide, in relevant part(s):

Standard 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.

The project would retain the residential use on the lot while altering the building at the rear, non-character-defining facade and flat roof to accommodate modern architectural and mechanical features. The proposed elevator penthouse and rear facade alterations would not be visible from the public right-of-way due to their location and the tall historic parapet. For these reasons, the project would cause minimal or no change to the distinctive materials, features, spaces, and spatial relationships of the property.

Standard 2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.

The historic character of the building's front façade is in the process of being restored using historic photographs and physical evidence to replicate the original details. The work at the primary façade includes recreating and reinstalling horizontal wood siding, wood double-hung windows, window trim and hoods, cornice brackets and panels, the raised entry porch and stair, and other ornamental woodwork. This work has improved the overall integrity of the historic building such that it now contributes to the district. The proposed work is not visible from anywhere within the district and would not affect its historic character. Moreover, the work will not remove any features that contribute to the historical significance of the building. The rear facade is composed of simple horizontal siding with no ornamental trim-work and only a few remaining original double-hung sash windows. The removal of these would not harm the building or district.

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.

The proposed elevator penthouse and rear facade would be designed in a contemporary style that is clearly distinct from the original Victorian style.

Standard 5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.

No distinctive materials, features, finishes, or construction or craftsmanship examples would be removed by the project. The rear facade and roof are devoid of special features.

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 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.

The proposed elevator penthouse and rear facade alterations would not destroy historic materials, features, or spatial relationships that characterized the property. They would only affect materials at the roof and rear facade, which are not viewed from the public right-of-way. The design of the rear facade, while contemporary in design, would demarcate the original floor plates, roof level, and side walls so that the original structure would continue to be read at the rear facade. The proposed window and screen composition would also be designed in a tall vertical module that is consistent with the Victorian components of the building. Lastly, the massing of the building would not be substantially altered by either the elevator penthouse or the third floor infill.

Standard 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.

The proposed additions and alterations could be removed in the future without harming the integrity of the historic building.

PUBLIC/NEIGHBORHOOD INPUT

The Department has received no public input on the project at the date of this report.

STAFF ANALYSIS

Based on the requirements of Article 10 and the Secretary of Interior's Standards, staff has determined that the proposed work is compatible with the character-defining features of the subject building and with the Alamo Square Landmark District.

The project would retain the residential use on the lot while altering the building at the rear, non-character-defining facade and flat roof to accommodate modern architectural and mechanical features. The proposed elevator penthouse and rear facade alterations would not be visible from the public right-of-way due to their location and the tall historic parapet. For these reasons, the project would cause minimal or no change to the distinctive materials, features, spaces, and spatial relationships of the property or of the Alamo Square Landmark District. A similar rear facade design composed primarily of glass was recently approved by the Commission for three new buildings proposed on Steiner Street.

Furthermore, the historic character of the building's front façade is in the process of being restored using historic photographs and physical evidence to replicate the original details. This work has improved the overall integrity of the historic building such that it now contributes to the district. The proposed work is not visible from anywhere within the district and would not affect its historic character. Moreover, the work at the rear of the property will not remove any features that contribute to the historical significance of the building. The rear facade is composed of simple horizontal siding with no ornamental trim-work

and only a few remaining original double-hung sash windows. The removal of these would not harm the building and it would continue to contribute to the district once the restoration is complete.

Lastly, the proposed elevator penthouse and rear facade would be designed in a contemporary style that is clearly distinct from the original Victorian style. The design of the rear facade, while contemporary in design, would demarcate the original floor plates, roof level, and side walls so that the original structure would continue to be read at the rear facade. The proposed window and screen composition would also be designed in a tall vertical module that is consistent with the Victorian components of the building. The massing of the building would not be substantially altered by either the elevator penthouse or the third floor infill.

As a reminder, the following Conditions of Approval were adopted for the previous Certificate of Appropriateness and will remain in effect.

- 1. That the original paired windows on the secondary east façade be retained without modification.
- 2. That, as part of the Building Permit, the Project Sponsor shall submit additional information about the historic wood siding on the primary façade, including information on any scarring or shadow lines that denote removed trim and/or decorative details. Department Preservation staff shall conduct a site visit upon removal of the non-historic wood shingle siding. Upon removal of the siding and additional research, the Project Sponsor shall submit a revised façade elevation documenting to Department Preservation Staff for review and approval of the proposed window trim and details. New window trim and millwork shall be based upon documentary evidence from original wood siding, and shall accurate reflect the physical evidence, the subject property's original construction and the district's period of significance.
- 3. That, as part of the Building Permit, architectural drawings shall clearly denote that any existing horizontal wood siding shall be retained and repaired rather than replaced.
- 4. That, as part of the Building Permit, the Project Sponsor shall provide product specifications for the proposed new front door for review and approval by Planning Department Preservation Staff. The new door shall be of a design that is compatible with the character of subject building and historic district.

ENVIRONMENTAL REVIEW STATUS

The Planning Department has determined that the proposed project is exempt/excluded from environmental review, pursuant to CEQA Guideline Sections 15301 (Class One - Minor Alteration of Existing Structure) because the project includes a minor alteration of an existing structure that meets the Secretary of the Interior's Standards.

PLANNING DEPARTMENT RECOMMENDATION

Planning Department staff recommends APPROVAL WITH CONDITIONS of the proposed project as it appears to meet the Secretary of the Interior Standards for Rehabilitation. Staff recommends the following condition:

1. That the Project Sponsor shall continue to comply with the conditions of approval set for the restoration work approved under Case No. 2013.0126A.

ATTACHMENTS

Draft Motion Parcel Map 1998 Sanborn Map Aerial Photograph Plans

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Historic Preservation Commission Motion No.

HEARING DATE: SEPTEMBER 17, 2014

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Reception: 415.558.6378

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Filing Date: April, 7, 2014 Case No.: 2014.0677A *Project Address:* 1164 Fulton Street

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ADOPTING FINDINGS FOR A CERTIFICATE OF APPROPRIATENESS FOR PROPOSED WORK DETERMINED TO BE APPROPRIATE FOR AND CONSISTENT WITH THE PURPOSES OF ARTICLE 10, TO MEET THE STANDARDS OF ARTICLE 10 AND TO MEET THE SECRETARY OF INTERIOR'S STANDARDS FOR REHABILITATION, FOR THE PROPERTY LOCATED ON LOT 0011 IN ASSESSOR'S BLOCK 0777, WITHIN AN RH-3 (RESIDENTIAL, HOUSE, THREE-FAMILY) ZONING DISTRICT AND A 40-X HEIGHT AND BULK DISTRICT.

PREAMBLE

WHEREAS, on April, 7, 2014, Jensen Architects, (Project Sponsor) filed an application with the San Francisco Planning Department (hereinafter "Department") for a Certificate of Appropriateness to (1) add an elevator penthouse at the roof level; (2) to infill the northeast corner of the third floor; and, (3) replace the wood cladding and mostly non-historic windows at the rear facade with glass panels shaded by aluminum screens.

WHEREAS, the Project was determined by the Department to be categorically exempt from environmental review. The Historic Preservation Commission (hereinafter "Commission") has reviewed and concurs with said determination.

WHEREAS, on September 17, 2014, the Commission conducted a duly noticed public hearing on the current project, Case No. 2014.0677A ("Project") for its appropriateness.

Motion No. ####
Hearing Date: September 17, 2014

WHEREAS, in reviewing the Application, the Commission has had available for its review and consideration case reports, plans, and other materials pertaining to the Project contained in the Department's case files, has reviewed and heard testimony and received materials from interested parties during the public hearing on the Project.

MOVED, that the Commission hereby grants the Certificate of Appropriateness, in conformance with the architectural plans labeled Exhibit A on file in the docket for Case No. 2014.0677A based on the following condition and findings:

CONDITION OF APPROVAL

1. That the Project Sponsor shall continue to comply with the conditions of approval set for the restoration work approved under Case No. 2013.0126A.

FINDINGS

Having reviewed all the materials identified in the recitals above and having heard oral testimony and arguments, this Commission finds, concludes, and determines as follows:

- 1. The above recitals are accurate and also constitute findings of the Commission.
- 2. Findings pursuant to Article 10:

The Historical Preservation Commission has determined that the proposed work is compatible with the character of the landmark district as described in the designation report.

- The project would retain the residential use on the lot while altering the building at the rear, non-character-defining facade and flat roof to accommodate modern architectural and mechanical features.
- The proposed elevator penthouse and rear facade alterations would not be visible from the public right-of-way due to their location and the tall historic parapet.
- The proposed work is not visible from anywhere within the district and would not affect its historic character. Moreover, the work will not remove any features that contribute to the historical significance of the building.
- The proposed elevator penthouse and rear facade would be designed in a contemporary style that is clearly distinct from the original Victorian style.
- No distinctive materials, features, finishes, or construction or craftsmanship examples would be removed by the project. The rear facade and roof are devoid of special features.
- The design of the rear facade, while contemporary in design, would demarcate the original floor plates, roof level, and side walls so that the original structure would continue to be read at the rear facade.

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PLANNING DEPARTMENT

CASE NO 2014.0677A 1164 Fulton Street

Motion No. ####
Hearing Date: September 17, 2014

- The proposed window and screen composition would also be designed in a tall vertical module that is consistent with the Victorian components of the building.
- The massing of the building would not be substantially altered by either the elevator penthouse or the third floor infill.
- The proposed additions and alterations could be removed in the future without harming the integrity of the historic building.
- The proposed project meets the requirements of Article 10, Appendix E of the Planning Code.
- The proposed project meets the following *Secretary of the Interior's Standards for Rehabilitation*:
 - **Standard 1.** A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
 - **Standard 2.** The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall 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 architectural elements from other buildings, shall not be undertaken.
 - **Standard 5.** Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
 - **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 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.
 - **Standard 10.** New additions and adjacent or related new construction shall 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.
- 3. **General Plan Compliance.** The proposed Certificate of Appropriateness is, on balance, consistent with the following Objectives and Policies of the General Plan:

I. URBAN DESIGN ELEMENT

THE URBAN DESIGN ELEMENT CONCERNS THE PHYSICAL CHARACTER AND ORDER OF THE CITY, AND THE RELATIONSHIP BETWEEN PEOPLE AND THEIR ENVIRONMENT.

GOALS

SAN FRANCISCO
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CASE NO 2014.0677A 1164 Fulton Street

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The Urban Design Element is concerned both with development and with preservation. It is a concerted effort to recognize the positive attributes of the city, to enhance and conserve those attributes, and to improve the living environment where it is less than satisfactory. The Plan is a definition of quality, a definition based upon human needs.

OBJECTIVE 1

EMPHASIS OF THE CHARACTERISTIC PATTERN WHICH GIVES TO THE CITY AND ITS NEIGHBORHOODS AN IMAGE, A SENSE OF PURPOSE, AND A MEANS OF ORIENTATION.

POLICY 1.3

Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.

OBJECTIVE 2

CONSERVATION OF RESOURCES WHICH PROVIDE A SENSE OF NATURE, CONTINUITY WITH THE PAST, AND FREEDOM FROM OVERCROWDING.

POLICY 2.4

Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

POLICY 2.5

Use care in remodeling of older buildings, in order to enhance rather than weaken the original character of such buildings.

POLICY 2.7

Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character.

The goal of a Certificate of Appropriateness is to provide additional oversight for buildings and districts that are architecturally or culturally significant to the City in order to protect the qualities that are associated with that significance.

The proposed project qualifies for a Certificate of Appropriateness and therefore furthers these policies and objectives by maintaining and preserving the character-defining features of the landmark for the future enjoyment and education of San Francisco residents and visitors.

- 4. The proposed project is generally consistent with the eight General Plan priority policies set forth in Section 101.1 in that:
 - A) The existing neighborhood-serving retail uses will be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses will be enhanced:

Motion No. #### CASE NO 2014.0677A Hearing Date: September 17, 2014 1164 Fulton Street

The proposed project is for the rehabilitation of a residential property and will not have any impact on neighborhood serving retail uses.

B) The existing housing and neighborhood character will be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods:

The proposed project will strengthen neighborhood character by respecting the character-defining features of the building in conformance with the Secretary of the Interior's Standards.

C) The City's supply of affordable housing will be preserved and enhanced:

The project will not reduce the affordable housing supply as the existing unit will be retained.

D) The commuter traffic will not impede MUNI transit service or overburden our streets or neighborhood parking:

The proposed project will not result in commuter traffic impeding MUNI transit service or overburdening the streets or neighborhood parking.

E) A diverse economic base will be maintained by protecting our industrial and service sectors from displacement due to commercial office development. And future opportunities for resident employment and ownership in these sectors will be enhanced:

The proposed will not have any impact on industrial and service sector jobs.

F) The City will achieve the greatest possible preparedness to protect against injury and loss of life in an earthquake.

Preparedness against injury and loss of life in an earthquake is improved by the proposed work. The work will be executed in compliance with all applicable construction and safety measures.

G) That landmark and historic buildings will be preserved:

The proposed project is in conformance with Article 10 of the Planning Code and the Secretary of the Interior's Standards.

H) Parks and open space and their access to sunlight and vistas will be protected from development:

The proposed project will not impact the access to sunlight or vistas for the parks and open space.

5. For these reasons, the proposal overall, is appropriate for and consistent with the purposes of Article 10, meets the standards of Article 10, and the Secretary of Interior's Standards for Rehabilitation, General Plan and Prop M findings of the Planning Code.

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PLANNING DEPARTMENT

Motion No. #### CASE NO 2014.0677A Hearing Date: September 17, 2014 1164 Fulton Street

DECISION

That based upon the Record, the submissions by the Applicant, the staff of the Department and other interested parties, the oral testimony presented to this Commission at the public hearings, and all other written materials submitted by all parties, the Commission hereby **GRANTS a Certificate of Appropriateness** for the property located at Lot 011 in Assessor's Block 0777 for proposed work in conformance with the renderings and architectural plans labeled Exhibit A on file in the docket for Case No. 2014.0677A.

APPEAL AND EFFECTIVE DATE OF MOTION: The Commission's decision on a Certificate of Appropriateness shall be final unless appealed within thirty (30) days. Any appeal shall be made to the Board of Appeals, unless the proposed project requires Board of Supervisors approval or is appealed to the Board of Supervisors as a conditional use, in which case any appeal shall be made to the Board of Supervisors (see Charter Section 4.135).

Duration of this Certificate of Appropriateness: This Certificate of Appropriateness is issued pursuant to Article 10 of the Planning Code and is valid for a period of three (3) years from the effective date of approval by the Historic Preservation Commission. The authorization and right vested by virtue of this action shall be deemed void and canceled if, within 3 years of the date of this Motion, a site permit or building permit for the Project has not been secured by Project Sponsor.

THIS IS NOT A PERMIT TO COMMENCE ANY WORK OR CHANGE OF OCCUPANCY UNLESS NO BUILDING PERMIT IS REQUIRED. PERMITS FROM THE DEPARTMENT OF BUILDING INSPECTION (and any other appropriate agencies) MUST BE SECURED BEFORE WORK IS STARTED OR OCCUPANCY IS CHANGED.

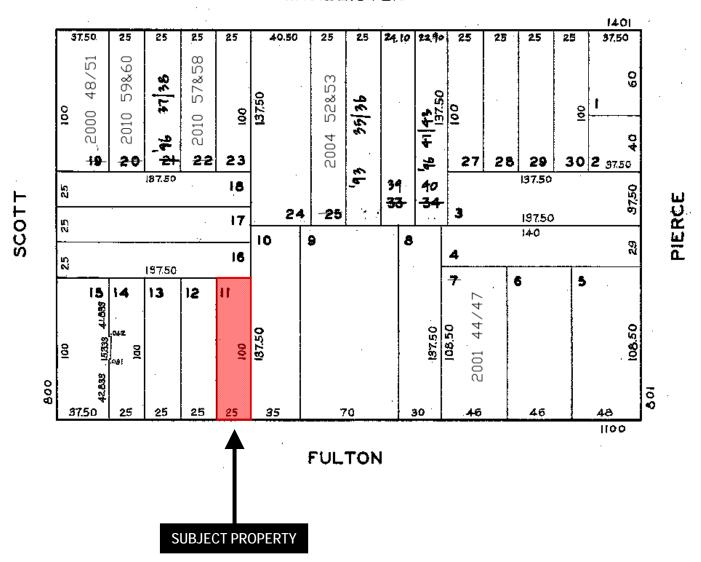
I hereby certify that the Historical Preservation Commission ADOPTED the foregoing Motion on September 17, 2014.

Jonas P. Ionin Acting Commission Secretary

AYES:	
NAYS:	
ABSENT:	
ADOPTED:	

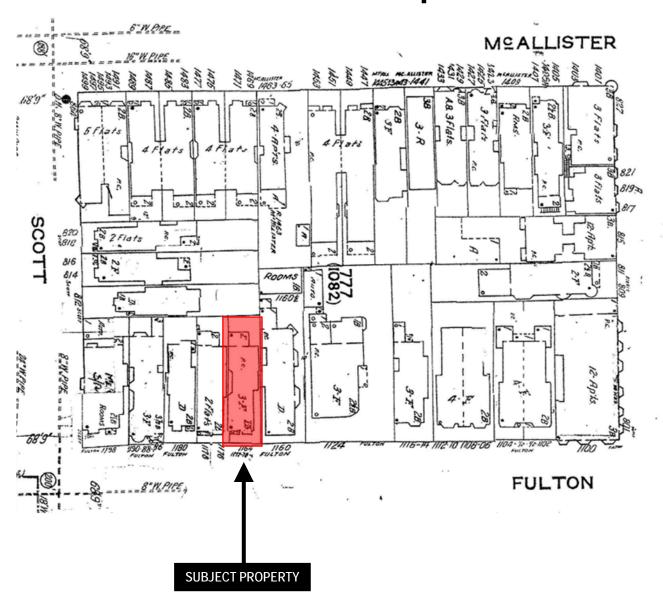
Parcel Map

MCALLISTER





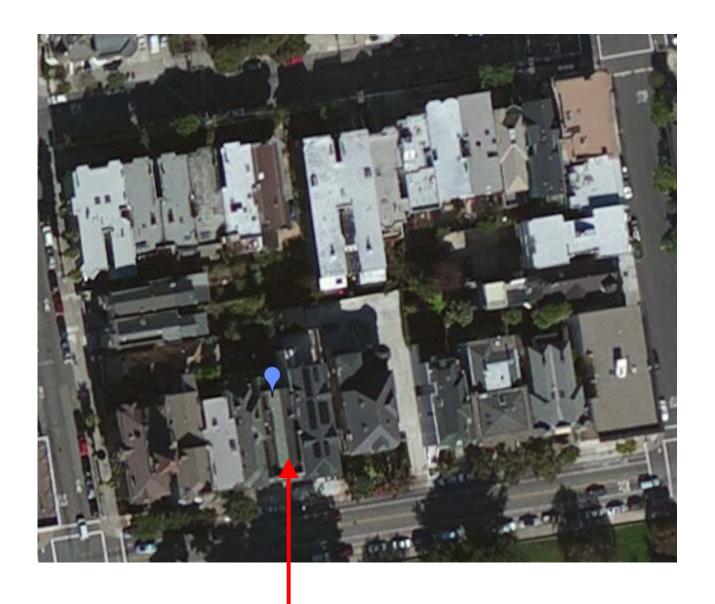
Sanborn Map*



*The Sanborn Maps in San Francisco have not been updated since 1998, and this map may not accurately reflect existing conditions.



Aerial Photo



SUBJECT PROPERTY



Certificate of Appropriateness Ca**se Number 2014.0677A** 1164 Fulton Street Alamo Square Landmark District

1164 Fulton

Ewa Robinson, Janice and John Conomos | JENSEN ARCHITECTS



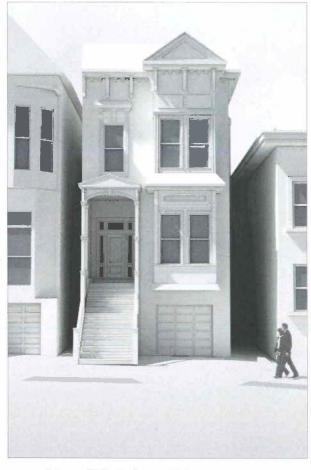
Certificate of Appropriateness

August 11, 2014

TABLE OF CONTENTS

1164 Fulton

- Project Overview
- 3 Neighborhood Context
- 4 Existing Site Photos
- **6** Historic Photos
- **7** Existing Conditions
- 8 Site Plan
- **9** Site Section
- 10 Proposed Roof Plan
- Proposed Elevations
- 14 Rendered Views



RENDERING OF PREVIOUSLY APPROVED FACADE RESTORATION.



PHOTO OF EXISTING BUILDING AT 1164 FULTON.

1164 Fulton

The proposed project consists of the addition of an elevator penthouse and rear facade modifications to an existing residential building. The historic restoration of the facade, new stair penthouse, and interior improvements were submitted under separate permit which was reviewed and approved by the Historic Preservation Commission in 2013 (permit #2013-05-3108304S).

The goal of this project is to rehabilitate the rear of the building which has undergone severe alteration over the years, while increasing access to views and daylight from the interior. Accessibility to all levels of the building will be enabled by the elevator penthouse.

The existing building is generally considered a non-contributor to the Alamo Square Historic District due to lack of historical integrity. The previously approved front (Fulton St.) facade design will bring the building into greater visual conformity with the surrounding context. New nonhistoric features described in this application are greatly obscured or concealed from the street and sidewalk, and are clearly distinguished from the chearacteristic historic building.

NEIGHBORHOOD CONTEXT



AERIAL VIEW OF SITE

1164 Fulton Street | August 11, 2014

JENSEN ARCHITECTS | 03

EXISTING SITE PHOTOS

SCOTT STREET - FACING WEST



	707 SCOTT	709 SCOTT	711 SCOTT	715 SCOTT	717 SCOTT	719 SCOTT	(1207 FULTON)	FULTON ST.	(1200 FULTON)	809 SCOTT	825 SCOTT	833 SCOTT	841 SCOTT	
- 15														

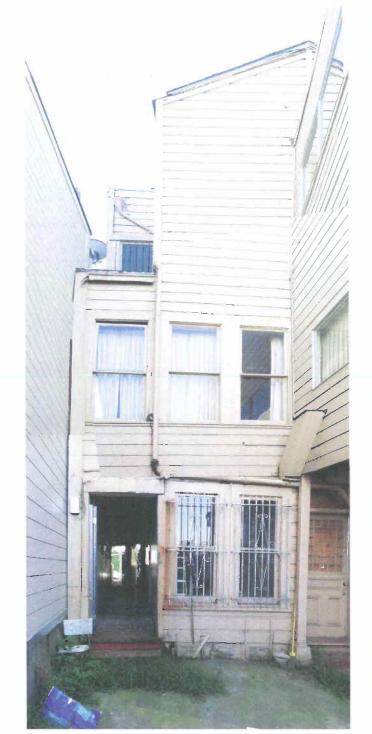
EXISTING CONDITIONS- REAR FACADE

Existing rear facade is in a dilapidated condition and has been severely altered over the years.

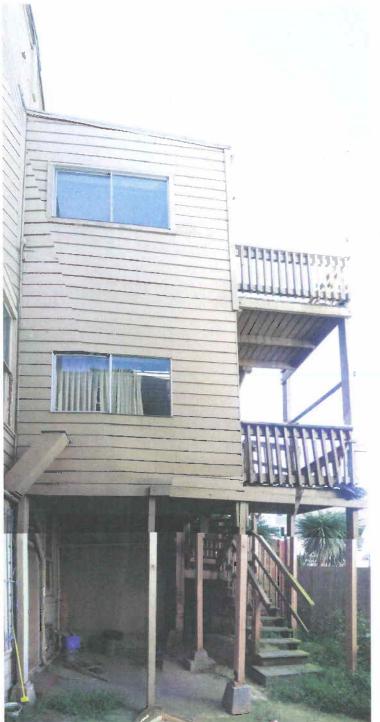




EXISTING REAR STAIR



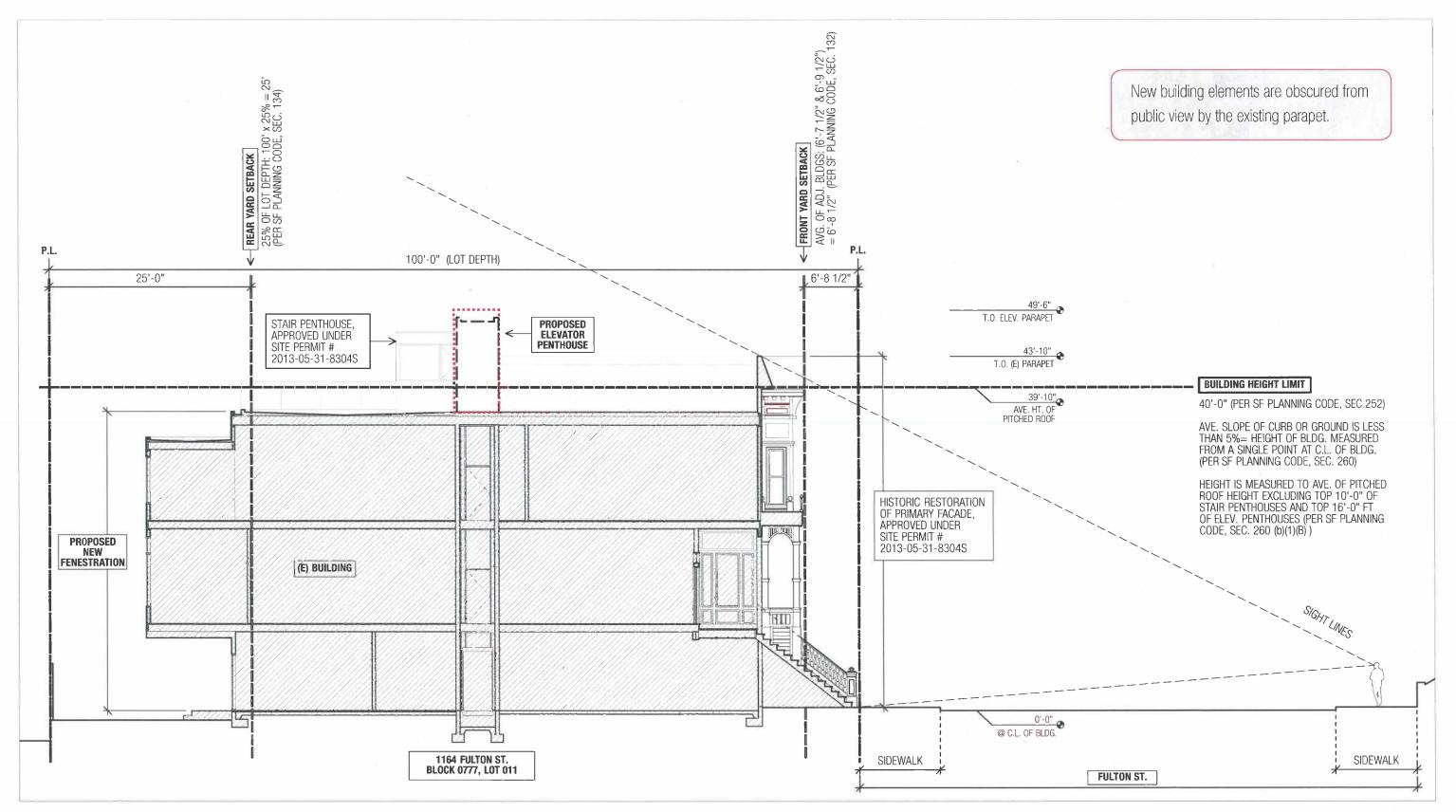
EXISTING NORTH FACADE FROM REAR YARD



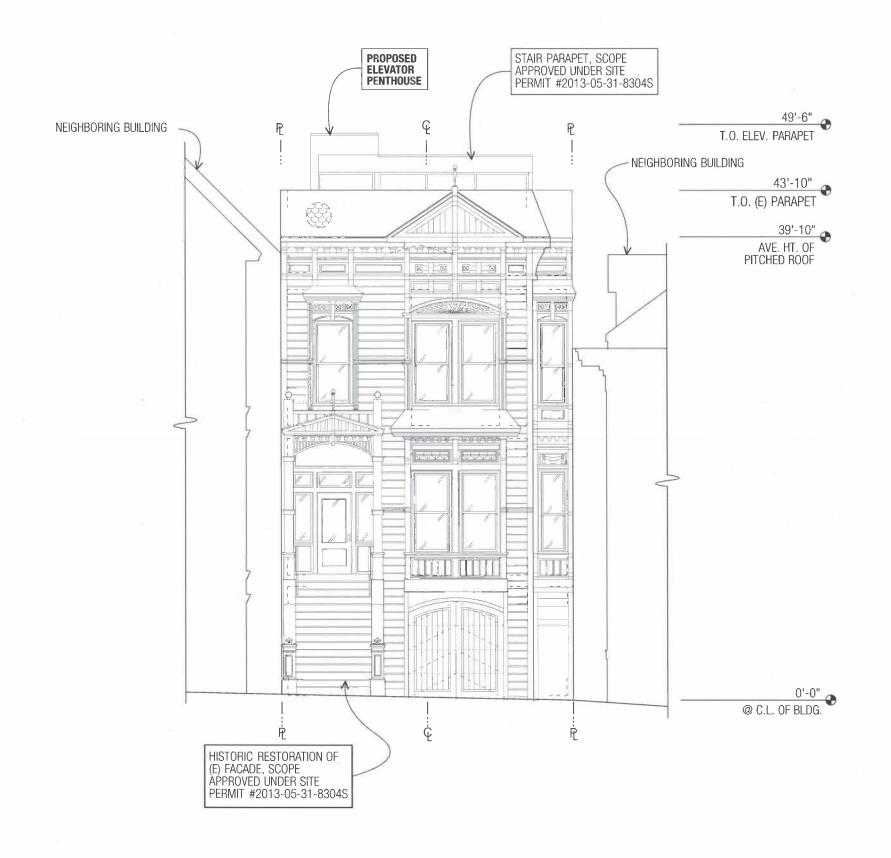
EXISTING EAST FACADE FROM REAR YARD

SITE SECTION

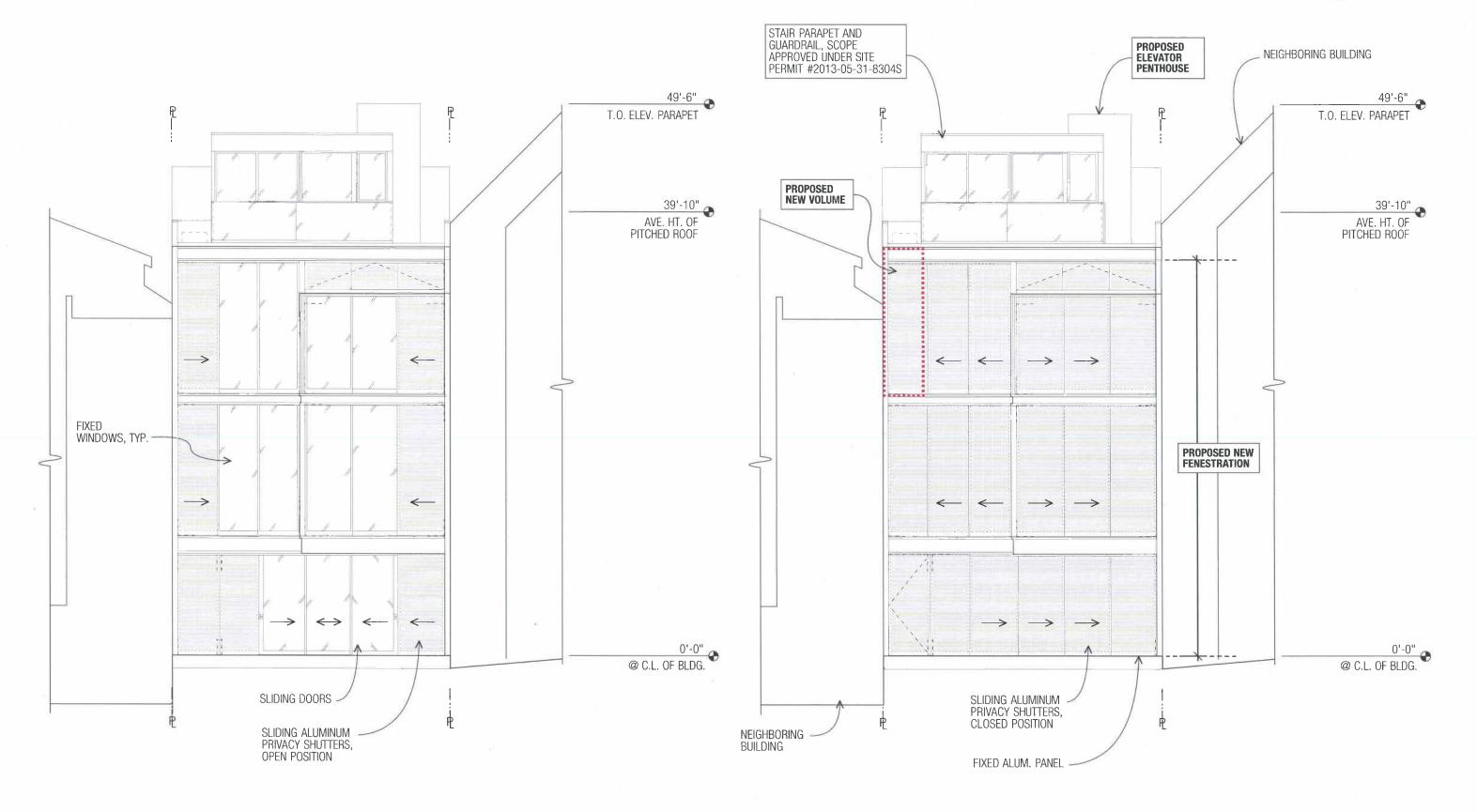
PROPOSED SITE SECTION LOOKING EAST



FULTON STREET ELEVATION



REAR YARD ELEVATION



RENDERED VIEWS



RENDERED VIEWS

