

City of Alexandria, Virginia

MEMORANDUM

DATE: OCTOBER 24, 2012

TO: CHAIRMAN AND MEMBERS OF THE
PARKER-GRAY BOARD OF ARCHITECTURAL REVIEW

FROM: BAR STAFF

SUBJECT: PARKER-GRAY BAR AD-HOC DESIGN GUIDELINES WORK GROUP
RECOMMENDATIONS

The attached spreadsheet (Appendix A) represents ten months of hard work and dedication by the nine-member Parker-Gray Ad Hoc Design Guidelines Work Group. The spreadsheet includes the detailed recommendations of the group, which will require comprehensive changes to the Design Guidelines and BAR policies, as well as the existing BAR zoning regulations and BAR review process. As you will see, the recommendations represent a fundamental change in the way that the residential buildings in the locally regulated Parker-Gray Historic District are regulated and reviewed, and will necessitate the creation of a different set of Guidelines and policies (including substantial changes to the Zoning Ordinance) for the Parker-Gray District. As a way of background, see Appendix B for a draft history of the Parker-Gray neighborhood and the creation of the Parker-Gray Historic District in 1984.

ESTABLISHMENT OF THE WORK GROUP

The Parker-Gray Ad Hoc Design Guidelines Work Group came to fruition, in part, to respond to concerns expressed by some residents living in the Parker-Gray Historic District regarding the use of modern materials, the demolition of chain link fences, and what some perceived as excessive BAR fees and overreaching BAR regulation. Some of these same residents are owners of mid-20th century brick townhouses, and they have questioned whether their homes should be held to the same standards as older, more architecturally significant buildings. On November 30, 2011, the Parker-Gray BAR established the Parker-Gray Ad-Hoc Design Guidelines Work Group. The creation of this work group also responds, in part, to the previous direction of City Council and the BAR that the Ad-Hoc Modern and Sustainable Materials Work Group (created in Marcy 2010) be reconvened, when necessary, in order to continue to refine and clarify the BAR's guidelines, policies and process. The Modern Materials Work Group initiated significant new policies in roofing, windows and other minor architectural elements, which were adopted by both Boards of Architectural Review in early 2011. These additional policies and the delegation of many BAR approvals to staff have been very well received—a majority of BAR cases are now handled by administrative review.

WORK GROUP COMPOSITION AND PROCESS

The Parker-Gray Work Group was composed of nine members who live or work in the District:

- Two members from the Parker Gray BAR (Bill Conkey and Phil Moffat)
- Two member representatives from the West Old Town Civic Association (Leslie Zupan and Heath Wells)
- Two member representatives from the Braddock Station Civic Association (Bradley King and Matt Slowick – who is also a PG BAR member)
- One local builder/developer (Bill Cromley)
- One representative recommended by the Black History Museum (Lovell Lee or Louis Hicks)
- One sustainable design expert/architect (Joe McCoy)

The group met seven times over ten months and 19 hours, often with complex and spirited debate. One of the first items that the group discussed was the reduction of the BAR fees; and, in June 2012, City Council adopted the work group's recommended changes to the BAR fee schedule. These reduced fees have already resulted in significant savings for residents and applicants in both historic districts.

The same public process that was used for the Modern and Sustainable Materials Work Group will be followed for the Parker-Gray Work Group. That is, the recommendations of the Work Group will be considered by the BAR and an action will be taken. Following that, the BAR action will be presented to both the Planning Commission and City Council, as is necessary in order to obtain amendments to the Zoning Ordinance and City Code.

SUMMARY OF WORK GROUP RECOMMENDATIONS

The majority of the work group's meetings were devoted to evaluating improvements to the existing Design Guidelines – building feature by building feature - and BAR policies. Because there were a variety of participants in the work group representing a number of different interests, some of the resulting recommendations are complex and interconnected, and evolved over time.

The group quickly realized that due to the various opinions, its recommendations needed to be documented as they applied to each particular architectural feature or BAR action. The most effective way to accomplish this task was put the actions and recommendations into a spreadsheet format. The attached spreadsheet represents the finished product. The first column identifies the existing purview of the BAR as defined in the Zoning Ordinance or the BAR Design Guidelines; the second column summarizes the work group's discussion and vote; and, the third column contains the work group's recommended changes listed in order of most regulated (BAR hearing required) to the least restrictive, which may require no BAR review of any kind.

The work group's final recommendations represent a fundamental change to how the Zoning Ordinance, Design Guidelines and BAR policies are applied in the local Parker-Gray Historic District. As is currently written, Section 10 of the Zoning Ordinance states that:

No building or structure shall be erected, reconstructed, altered or restored within the Parker-Gray District unless and until an application for a certificate of appropriateness shall have been approved by the Parker-Gray District board of architectural review or the city council on appeal as to exterior architectural features, including signs, which are subject to public view from a public street, way or place.

In general, the group recommended three major changes:

1. Hierarchy of Elevations

Early on, some members of the work group discussed the desire for little or no BAR regulation for modifications in the rear yards or on the rear elevations of houses. Currently, the threshold for BAR or BAR staff review is whether a proposed project is visible from the public right-of-way. Unlike blocks in the core of the Old & Historic Alexandria District, many Parker-Gray blocks have public alleys, meaning that many more projects – from large (a rear addition) to small (a new fence) – are evaluated by the Parker-Gray BAR or staff than are reviewed in the Old & Historic Alexandria District.

The work group instead suggested evaluating properties based on whether the location of the given proposal was located on a street-facing elevation (i.e. the most visible) or non-street-facing elevations (which may be minimally visible or not visible at all from a public street). See Figure 1 for a map of a Parker-Gray block showing the street-facing elevations and the non-street facing (side and rear) elevations. They generally agreed that the preservation of the street-facing elevations of historic buildings is imperative to the integrity of the Parker-Gray Historic District, and that these elevations should use either existing authentic historic materials, or, if necessary, new historically appropriate materials. Effectively, this created a hierarchy of elevations, with street-facing facades being the most important, followed by side (non-street-facing) and rear facing elevations, which by virtue of their location warrant significantly less review or regulation. On the non-street-facing elevations property owners will have more flexibility to use modern, lower maintenance materials, such as fiber cement siding and aluminum clad windows.

In the rear yards, the work group recommends the most dramatic departure from the current regulations, in part because the group felt that the fact that any buildings in the district had rear additions and alterations in the 20th century, there was a less compelling case for the historic preservation of these elements. Their reasoning was also that the alley yards and elevations are often not visible from the street and these projects would likely have a minimal impact on adjacent property owners because many buildings have 6 foot fences in the rear yard.

The recommendation is to allow the following without the need for a Certificate of Appropriateness (or any BAR or BAR staff review):

- A small one-story, maximum 250 gross square foot addition on the rear elevation, provided it is no taller than the second floor window sills.
- A small, one story accessory structure containing no more than 250 gross square feet and 11.5 feet in height, as determined by the Zoning Ordinance.
- Alterations to the rear elevation of the property, provided the alterations are located below the second floor window sill.

In all cases the proposed project must meet Zoning Ordinance requirements for setbacks, open space and floor area ratio (FAR).

The workgroup also made an associated recommendation to allow for the necessary demolition and capsulation for the projects mentioned above, without the necessity of obtaining a Permit to Demolish/Capsulate.



Figure 1: Typical block illustrating street-facing, side and rear building elevations

Corner buildings

During the discussion of siding, the group debated where fiber cement siding could be used on corner buildings, with some feeling that corner building owners were at a disadvantage because they had a significant amount of street-facing siding. They discussed whether the current zoning interpretation for corner lots should be applied: corner houses have two front yards (both street-facing), two side yards and no rear yard. By contrast, interior block lots have a front, side and rear yards. The majority of the group (4-3) agreed that the street-facing facades of corner houses should be prioritized. They then clarified by saying that only the *primary* street façade, which they defined as the façade with the most decorative cornice, should be required to have wood siding, while the other street-facing elevation could have fiber cement siding.

2. Architectural Classification

When the work group first met they decided to discuss each building feature or BAR regulation without regard to the age of buildings. However, it ultimately became clear that it was necessary to define which buildings had more local architectural significance for the community and were the most character defining buildings in the Parker-Gray Historic District. This discussion came about primarily with regard to the mid-20th century brick townhouses that are located throughout the historic district but primarily west of North West Street. Many thought that these buildings deserved a lighter regulatory touch. A threshold date of 1931 was agreed upon - buildings constructed before 1932 were considered architecturally significant “early” buildings, versus the later, less architecturally significant, but still culturally significant, “recent” buildings constructed after 1931.

The mid-1930s was a time of significant change and growth in the City of Alexandria, as the Great Depression had ended and the Federal Government was becoming a significant employer in the Washington region. Due to the population increases in the region and the close proximity of Alexandria to Washington, DC, significant numbers of utilitarian housing units constructed utilizing mass produced materials that were assembled without the architectural detailing and hand craftsmanship of the earlier periods. The early 1930s was also a significant time in Alexandria’s history as the country celebrated the Bi-Centennial of George Washington’s birth. Both the George Washington Memorial Parkway, which ran through Alexandria as Washington Street, and the George Washington Masonic Memorial were dedicated in 1932.

3. BAR Regulation

The group also discussed significant changes to the existing BAR process and BAR regulatory authority, and made specific recommendations to drastically limit the BAR’s purview. Where many improvements now require a full BAR hearing, the group proposes to allow many alterations and additions with either a BAR Staff review through the \$75, 1-2 day, administrative approval process, or with no BAR review of any kind. Regardless of the recommendations of the work group related to BAR review, projects must meet all Zoning Ordinance requirements and many will still require a building permit through the Department of Code Administration.

At the Work Group’s direction, staff has reorganized the spreadsheet to provide greater clarification as to what level of BAR review each feature requires. Staff intends to provide a summary sheet at the BAR meeting showing a bulleted list of the work group’s

recommendations, organized by BAR approval required (B), BAR Staff review (S), and no BAR review of any kind (N).

STAFF ANALYSIS

Staff strongly supports the great majority of the recommendations of the Parker-Gray Ad Hoc Design Guidelines Work Group. The recommended changes are generally consistent with contemporary preservation philosophy – which recommends the preservation of historic fabric first, repairs of historic materials when feasible, and replacement with material matching the original fabric when necessary. Furthermore, the recommendations – if adopted – will give both homeowners and the BAR and BAR staff, greater certainty about the BAR process and BAR priorities within the local Parker-Gray Historic District.

The two locally regulated historic districts in Alexandria are relatively unusual in that all buildings are reviewed using the same Design Guidelines, with no little to no differentiation between 18th century buildings and 1970s buildings. The proposed use of a hierarchy of elevations, architectural classification system and hierarchy of BAR regulation and review is consistent with many historic preservation programs throughout the country.

Most historic districts classify their individual resources. Charleston, South Carolina, for example, assigns an architectural significance ranking to all of the buildings in the historic district, using a scale of 1 to 4, with number one being “Exceptional” and number four being “Contributory”. Others, such as Chicago, Illinois, simply assign a color code designation based on the age of the buildings. In New Orleans, Louisiana, they have recently completed new Design Guidelines and for each proposed alteration, they identify the level of review based on the classification of the resource (see figure 1). Using the example below, if a homeowner of a Significant (S), Contributing (C), or Non-Contributing (N) building were to replace an existing door with a new, historically appropriate door, then historic preservation staff has the authority to approve the replacement. However, if the proposed replacement door is not historically appropriate, the level of review depends upon how the building is classified, with Significant and Contributing buildings (S & C) requiring a full Commission hearing, versus staff review for Non-Contributing buildings.

Replacement Door Review	
<i>Dimensioned drawings of proposed doors including all details and finish of non-wood doors must be submitted and approved by the HDLC Staff prior to any installation</i>	
Install historically appropriate wood doors	S C N HDLC Staff review.
Replace existing wood doors with inappropriate doors; or modify or install new non-historic door opening	S C Commission appeal. N HDLC Staff review.

Figure 2: From the New Orleans, Louisiana Design Guidelines.

Other historic district review boards go a step further by prioritizing building facades and establishing different criteria for street-facing versus non-street-facing elevations. In Washington, DC, for example, the window replacement preservation brief (similar to the BAR's recently adopted Window Policy) outlines that if the proposed replacement windows are on a street-fronting elevation or are highly visible from a public street, the replacement windows must "...match the visual qualities of the original windows including profiles, dimensions, operability, light configuration (the number and layout of glass panes), and finish." Their standards for replacement windows on less prominent elevations, such as those "...facing onto a rear yard, internal courtyard or light well that are not visible from a public street" are much more flexible and typically do not require that the same visual characteristics of a traditional window be replicated.

Given the fundamental changes recommended by the work group, substantial changes must be made to the Design Guidelines for the Parker-Gray District, effectively creating a separate set of guidelines for the local Parker-Gray Historic District than will be used for the Old and Historic Alexandria District. In addition, Section 10 of the Zoning Ordinance will need to be amended to reflect the majority of the changes recommended by the Work Group. A change to the City Code is also necessary to address the subject of fences and low retaining walls which may encroach into the public right-of-way.

STAFF RECOMMENDATION

Staff commends the Work Group for covering a vast amount of detailed subject matter in a relatively short period of time. The addition of the architectural classification halfway through the groups' work, as well as staff's continued refinement of the group's recommendations, has uncovered some inconsistencies and questions. One example of an area of inconsistency regards fences. The group's recommendation is for BAR staff approval of fences in rear yards. However, after making that motion, the group subsequently recommended that property owners be allowed to construct rear additions and accessory structures in the rear yard with no BAR or BAR staff review. There are other areas where the group discussed a building feature early on and recommended no change to an existing guideline or policy, but after the creation of the architectural classification, it seems to staff that the existing policy should be changed to reflect this action. There are still other instances where staff believes that it may be necessary to make the distinction between street-facing and non-street-facing elevations.

Staff's only fundamental concern is about the application of modern materials on the secondary street facing façade of corner houses. During siding discussions the group recommended that wood siding only be required on the primary front façade of corner buildings (where the most decorative cornice is located), but allowed for the use of fiber cement siding on the secondary front façade. Historically, the front door, which is often where the most decorative cornice is located, is on the shorter end of a corner building. Therefore, in many cases, the secondary street facing façade has significantly more street frontage. It is difficult to argue the importance of the preserving the street-facing facades and the use of historic or authentic materials when often the larger, and very prominent, façade of corner buildings does not have to use the same high quality materials. Furthermore, the installation of different materials immediately adjacent to one another on these prominent houses – where you can touch and feel them due to their location immediately adjacent to the sidewalk—is inconsistent with the group's main arguments about preserving the street-facing facades of pre-1932 corner buildings. Some owners of corner

properties have argued that they are at a significant disadvantage by owning a corner house. Staff notes that these property owners are also afforded the benefit of additional windows and greater visibility, a fact often reflected in the higher market value of corner houses.

As the Board can see, the changes recommended by the work group are complex. Staff is looking forward to hearing the Board's feedback, as well as public comment, and would like to reflect on any recommended BAR modifications and conduct additional research and fieldwork, and then respond as necessary at the next meeting. **Therefore, Staff recommends deferral of formal action on the proposed recommendations of the Parker-Gray Ad Hoc Design Guidelines Work Group until the November 28, 2012 public hearing.**

ATTACHMENTS:

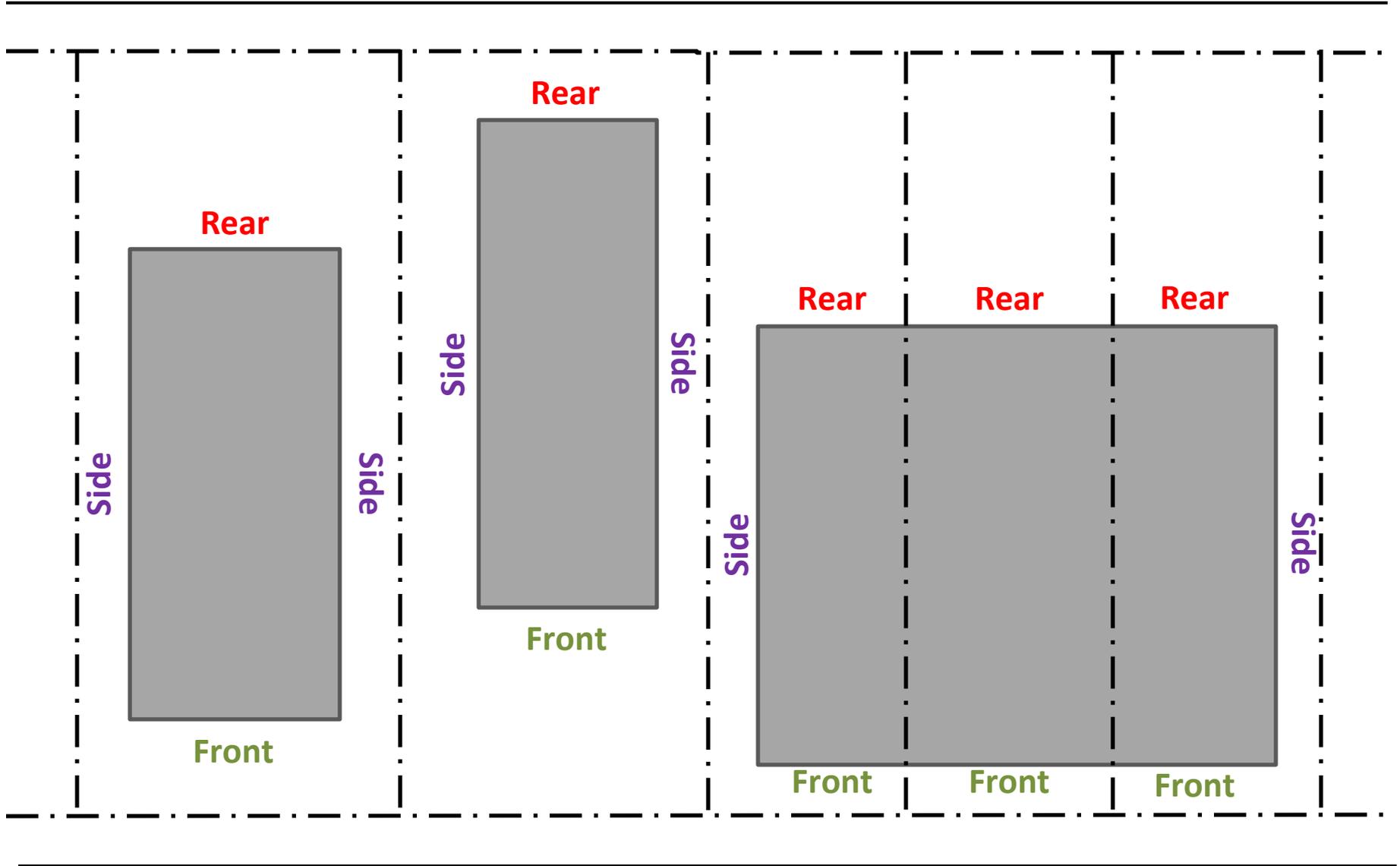
Attachment 1: Illustrative Graphics
Mid-Block Houses
Corner Houses
Rear Elevation

Attachment 2: History of the Establishment of the Parker Gray District (*DRAFT*)

Attachment 3: Parker-Gray BAR Ad hoc Design Guidelines Workgroup: *Recommended Changed for Residential Buildings Spreadsheet*

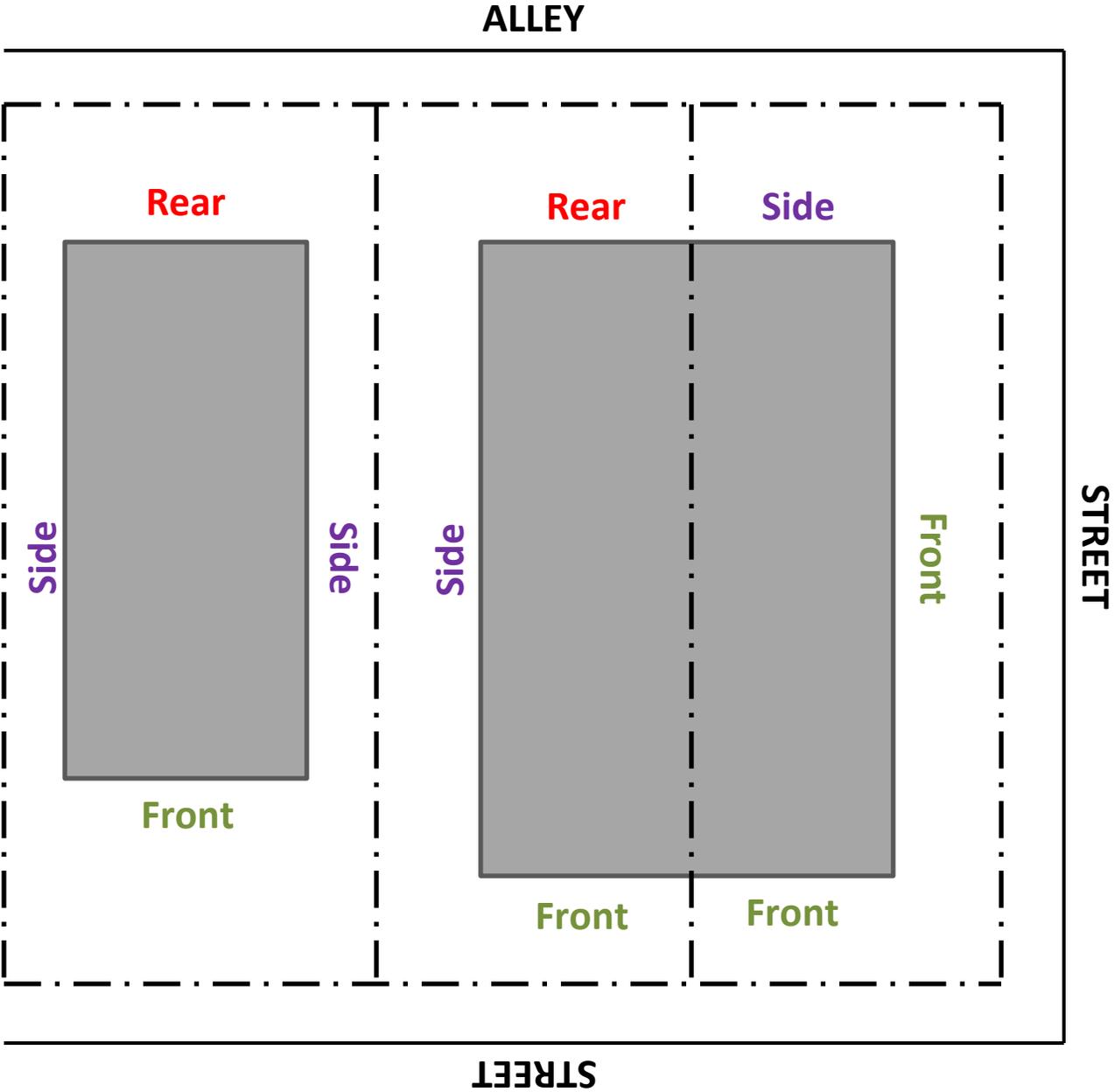
Mid-Block Houses

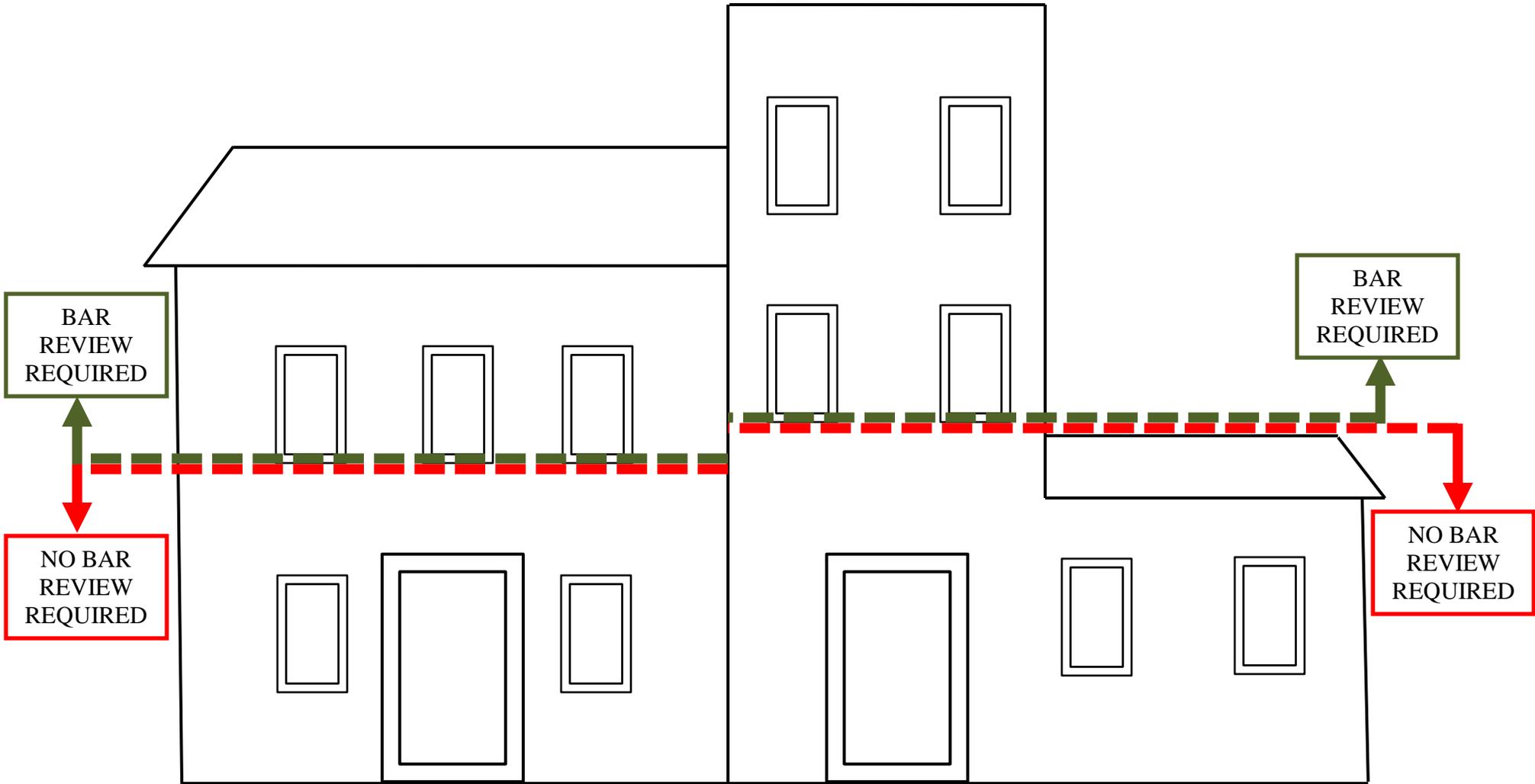
ALLEY



STREET

Corner Houses





REAR ELEVATION

History of the Establishment of the Parker-Gray District (DRAFT) October 2012

Introduction

The story of the establishment of the Parker-Gray District represents the search for a common ground that would allow for the preservation of historic resources and the conservation of low and middle-income housing stock at a time when the neighborhood experienced development pressures from the economic development and gentrification of Old Town and growth associated with the arrival of two Metro stations. Parker-Gray has a complex and rich history as the northwest quadrant of Old Town, Alexandria. It was a place where both white and African-American residents lived and it was also a key area in the City where many developments related to the Civil Rights Movement occurred.

Settlement Patterns

African Americans have lived throughout Old Town since the 18th-century. During the 19th-century, as the population of Alexandria grew, African-American enclaves and neighborhoods were found in every quadrant of the City. Prior to the Civil War, “free Blacks and slaves lived on almost every block in the city, either in houses with White families or in separate buildings on their master’s or employer’s property.”¹ “*The Bottoms*” in the southwest quadrant, centered around South Alfred Street, was the earliest settlement of Free Black families, dating to 1798 and included the Alfred Street Baptist Church, the first black church in Alexandria. By 1810, one third of all African-Americans lived here. In the southeast quadrant, an area known as “*Hayti*” became a significant African-American neighborhood in the early 19th-century. In the northeast quadrant, a small neighborhood centered around the 800 block of North Fairfax Street known as “*Cross Canal*” was where “Barges moved cargos of grain, whiskey, lumber, or coal through the canal locks along First Street from 1843 until the canal closed in 1886.”² This area was close to jobs at the wharves and also the Old Dominion Glass Factory which operated in the first quarter of the twentieth century. Also in the northeast quadrant was the multi-block area known as “*The Berg*” so called for “enslaved blacks who fled Petersburg and settled in northeast Alexandria after Union troops occupied the city in May 1861.” This area was also adjacent to a seasonal neighborhood adjacent to the river called “*Fishtown*.” The area known as “*Uptown*,” located in today’s Parker-Gray District, was the first African-American neighborhood north of King Street and began prior to the Civil War. It covered a large area and included other smaller neighborhoods, including “*The Hump*” and “*Black Rosemont*.”³ Both Parker-Gray School sites (1920-1965) were located here, first on Wythe Street and later on Madison Street, as well as the Robert Robinson Library (1940-1960s).⁴ The area identified today as the Uptown/Parker-Gray National Register Historic District was an area of many 20th-century historic events related to African-American history. However, it is important to note that this area was not entirely an African-American neighborhood, both white and African-American families lived here, as they did throughout Old Town.

¹ Elsa S. Rosenthal. “1790 Names—1970 Faces: A Short History of Alexandria’s Slave and Free Black Community.” p. 88.

² Neighborhood histories from the Virginia African-American Heritage Program website www.aaheritageva.org

³ “Black Rosemont” was also historically referred to as “Colored Rosemont,” as noted on Virginia African-American Heritage Program website www.aaheritageva.org.

⁴ Neighborhood histories from the Virginia African-American Heritage Program website www.aaheritageva.org

Studies, Initiatives and Designations

For at least the past four and a half decades, there have been several studies and initiatives related to the “preservation” of Parker-Gray in the broadest sense of the meaning. In this case, preservation meant not only physically retaining the built environment, but also preserving affordable and low-income housing, neighborhood history and a residential character and scale. These endeavors reflect responses to concerns about the effects of external factors on the character of this area. A few common themes emerge from the various studies, initiatives and consideration by the City Council. First, while citizens may have disagreed about the details and regulations associated with creating a district, there was general consensus that the Parker-Gray area should have some form of protection, whether in the form of historic district regulations or additional funding to maintain the housing stock for long-time residents. A tangent of this theme was the consideration of different regulations, distinct from the Old and Historic Alexandria District, for this district. In addition, there was agreement that the area should remain residential in light of the commercial and mixed-use developments proposed closer to the two Metro stations.

The Russell Wright Report (1968-70)

In 1968, City Council passed a resolution to inventory all the structures in Old Town and to establish criteria for evaluating buildings. Historic preservation consultant Russell Wright completed a survey that included the larger Old Town area east of the railroad tracks and presented a final report in 1970. The study area included an area larger than both the current existing Old and Historic and Parker-Gray historic districts. The findings of Wright’s research included extensive mapping and the identification of different categories of buildings based on a ranking system called the Composite Rating Index. It is important to note that this survey focused on the architectural significance and building condition much more than cultural or historic significance. Among Wright’s recommendations, he noted that: “...no complete analysis of Historic Importance, except that attached to the architectural importance of a property, has been made of the Historic District. This work should begin at once, as it is the single most important input to the knowledge of the importance of the individual properties that is lacking. At the same time, a detailed Architectural Inventory should be completed...”⁵ Wright “identified a number of buildings of architectural significance which [were] outside the boundaries of the Old and Historic Alexandria District” and he recommended expanding the historic district to include most of the properties he had surveyed. An examination of the map created by Wright shows a roughly equal number of properties of architectural merit both north and south of King Street.

First Proposed Expansion of OHAD and National Endowment for the Arts Report (1973-76)

In the fall of 1973, City Council rejected a proposal to expand the Old and Historic Alexandria District by 39 blocks (what is now roughly the Parker-Gray District) due to “vigorous opposition on the part of long-term Alexandria, low- and moderate-income black residents ... [of the Parker-

⁵ Russell Wright. *Report of Survey by Russell Wright including Composite Rating Index, Alexandria, Virginia, March 1970*, p. 13.

Gray area] and other Alexandrians. This opposition was founded on the belief that OHAD expansion would result in expensive restoration and/or property appreciation in the added area.”⁶

Instead of expanding OHAD, on January 8, 1974 City Council passed Resolution #276, stating that City policy would be to “...preserve and improve the residential character of the area” and that the City “...will seek to preserve the opportunity for homeowners of all income levels to continue residing in the 16th Census Tract⁷ and to find effective ways to protect residents from the threat of rising land values and taxes resulting from speculation and development pressures.”⁸

A primary objective of the NEA study was “to determine feasible policies and programs that might facilitate the conservation and physical upgrading of the NEA study area without resulting in substantial change in the area’s social and historic character.” However, in the process of studying this area it was soon determined that “the preservation issue at hand looms not only as a purely local issue but also as a national forerunner case in historical preservation and neighborhood space allocation.”⁹

Pressures on moderate and low-income housing from African-Americans were mounting as a result of earlier policies and initiatives, including a substantial loss of housing through the DIP urban renewal clearance and city health code enforcement action in the 1960s and early 1970s.¹⁰ In addition, there were growing pressures to rehabilitate and preserve “unrestored” housing stock by incoming residents. The study focused on larger trends both within the Historic Alexandria Downtown (area east of railroad tracks) and the NEA study area in the 1960s and 1970s and analyzed City policies and initiatives. The report ended with several recommendations and noted that lessening the demand on housing pressure in the study area would be key to maintaining moderate and low-income housing. One suggestion proposed by the consultant was to create a community corporation to upgrade existing housing stock and maintain it for continued use by the existing residents.

Establishment of 100 Year Old Building List (est. 1977, listings ongoing)

On May 25, 1977 Council adopted Ordinance No. 2180 which authorized the listing of 100 year old buildings outside the boundaries of the Old and Historic Alexandria District. On March 18, 1978 with the adoption of Ordinance #2239, 24 buildings were individually designated. On June 17, 1978, Council adopted Ordinance #2270 and 23 buildings were designated. On April 24, 1979, Council adopted Ordinance #2358 which designated 56 buildings. On June 24, 1981, Council adopted Ordinance #2607 which designated 3 buildings. On November 13, 1982, Council adopted Ordinance #2727 to designate 12 additional buildings. On February 22, 1983, Council adopted Ordinance #2781 which designated 2 buildings. On June 27, 1984, Council adopted Ordinance #2957 which designated 16 buildings. In the 1990s Council adopted two

⁶ *Final NEA Study Report to the City of Alexandria, Virginia* by Hammer, Siler, George Associate, March 26, 1976. p. 2.

⁷ Much of what is today part of the Parker-Gray District was also part of the 16th Census Tract and early studies and committees referred to the Parker-Gray area as the 16th Census Tract.

⁸ Resolution No. 276, adopted January 8, 1974.

⁹ *Final NEA Study Report to the City of Alexandria, Virginia* by Hammer, Siler, George Associate, March 26, 1976. p. 3.

¹⁰ *Final NEA Study Report to the City of Alexandria, Virginia* by Hammer, Siler, George Associate, March 26, 1976. p. 13.

ordinances that designated two additional buildings (#3507 on April 13, 1991 and #3991 on April 18, 1998). While the majority of the designated 100 Year Old Buildings are now located within the Old and Historic Alexandria District, at least nine designated buildings are now in Parker-Gray.

Potomac East Conservation District (1977)

In 1977, the City also undertook an initiative that would utilize Community Development Block Grant (CDBG) funds in an area identified as the Potomac East Conservation District to “receive low interest loans and grants in order to repair their homes to specified rehabilitation standards.” As part of this initiative, the City was required to conduct an environmental assessment and work with the State Historic Preservation Officer to determine whether or not the project area was eligible for inclusion on the National Register. The proposed conservation district was bounded on the east by the boundaries of the Old and Historic Alexandria District, on the north by First Street, on the west by the railroad tracks, on the south, generally to King Street with a two block section extending to Duke Street between Peyton Street and South Payne Street. In initial correspondence with the Virginia Historic Landmarks Commission and Douglas Harman, City Manager, concluded that the area not was eligible for inclusion because of a “lack of concentration of older structures within the project area...no structures of major historic significance” and “commercial and industrial uses form a substantial part of the project area.” However, in the initial response to the City, Robert Swisher, Environmental Officer for the Virginia Historic Landmarks Commission, noted that the area may in fact be eligible and advised that the City proceed with the program as if it were eligible for the National Register. After a visit to Alexandria, Tucker Hill, Executive Director of the Virginia Historic Landmarks Commission, wrote that he agreed that “the area does not meet the eligibility criteria for inclusion on the Nation Register and that he would not recommend that the area be nominated to the National Register.”¹¹

Establishment of Parker-Gray Historic District (Local) (1984)

Many factors, both internal and external, contributed to the creation of the Parker-Gray District. However, one of the greatest causes spurring the creation of the district was the opening of two Metro stations. While construction for the Metro system broke ground in 1969, the Braddock Road and King Street Metro stations did not open until December 1983.

When the idea of creating a local historic district was first discussed, there were initial concerns about the displacement of long-time residents and requirements to bring properties to certain standards. Some saw the area as distinct and separate from the Old and Historic Alexandria District and therefore advocated that it should be considered on its own merits.

However, in May 1983, Douglas Harman, City Manager, recommended that Council request a study of the expansion of the Old and Historic Alexandria District. In his memo to Council, Harman wrote: “considerable effort is going into housing improvement but some of these efforts unfortunately lack compatibility with the surrounding areas. Given the enormous investment in Old Town, it is important that the boundaries be more reasonable than they are currently.” He continued by observing “the fact is that redevelopment is occurring regardless of the precise

¹¹ Correspondence between Douglas Harman, City Manager, and the Virginia Landmarks Commission and internal memo to City Council and Mayor from Douglas Harman, 1977.

boundaries.”¹² Early in the process, it was noted that interested groups to include in the initiative were Old Town Civic, Inner City, the Upper King Street and Northeast Citizens Associations, as well as historic groups, boards, or commissions that may be interested. A question raised early on involved whether taxes would increase as a result of being designated as a historic district. An analysis completed by City Planning Staff noted that in Old Town “tremendous gains in assessment occurred between 1973 and 1978, regardless of location inside or outside the Old and Historic Alexandria District.”¹³

Letters in support and in opposition were submitted to Council. Eudora Lyles, President, Inner City Civic Association, Inc., submitted a letter in opposition to the proposed expansion and stated that “a major concern of the group of the upgrading of the area without displacing its citizens.”¹⁴ The Northwest Old Town Citizens Association submitted a letter of support on January 30, 1984. Individual property owners submitted letters as well. Elsie Mosqueda and James D. Walsh supported the proposed extension of the district and cited concern “about the preservation of the historical and residential character of this area.”¹⁵

A draft plan from February 2, 1984 identified five areas adjacent to the Old and Historic Alexandria District to consider for the expansion. “The Planning Commission recommended approval of inclusion of the area along King Street to Harvard Street and the north side of Duke Street west to Peyton Street and the area of either side of S. Washington Street south of the beltway...They recommended denial of the area known as 1b located in Census Tract 16 northwest of the present district boundaries and the townhouses at Founders Park.”¹⁶ On June 16, 1984, Council approved “the expansion along the King/Duke Corridor and S. Washington Street and inclusion of the Founders Park Townhouses.” They also requested “an ordinance creating an Old and Historic Parker Gray District for the **1b area**...ordinance contained no standards or board of review.” As part of the approval, standards for review had to be determined by November or the adopted ordinance creating the district would be deemed invalid. Council “also set up an ad hoc committee on the Parker Gray area to consider boundaries and standards, but to take no votes...composed of three members from each side of the issue.” The initial Parker-Gray Preservation District was significantly smaller than what exists today and its westernmost boundary was between Patrick and Henry streets.

In July and August of 1984 the Parker Gray District Committee considered two boundaries:

1. Ordinance #2960 proposal expanded—north to First St, west to Braddock Road Mixed Use Area. Expand district westward RF&P Railroad—north to Oronoco St and south to Cameron St.
2. Ordinance #2960 boundaries as proposed

Another point of discussion by the Committee was who would regulate the new district. At that time, the City Attorney had opined that another Board of Architectural Review could not be

¹² Memo, Douglas Harman, City Manager, to Mayor and Council, May 6, 1983.

¹³ Memo from Terry M. Rixse, Senior Planner, Planning and Community Development to Robert L. Crabill, Chief, Special Projects Division on October 11, 1983.

¹⁴ Letter from Eudora Lyles, President, Inner City Civic Association, Inc. to Mayor Beatley and City Council, May 19, 1983.

¹⁵ Letter from Elsie Mosqueda and James D. Walsh to Planning Commission, February 20, 1984.

¹⁶ Taken from Staff Report to Planning Commission, Case TA-84-13, 9/26/1984.

formed as the City's charter only allowed for one Board of Architectural Review. Therefore, it was considered that the present Board would be expanded to 12 or 14 members and two subcommittees would be created, one for each district. One format would have a 7 member subcommittee reviewing the Old and Historic Alexandria District and a 5 member subcommittee reviewing the new Parker-Gray District.

The Committee came to agreement that the District should be expanded. The Committee also agreed that a 50 foot height should be adopted; that the existing BAR standards in the Zoning Ordinance should be applied but with a focus on compatibility over styles; and that a 7-member sub-committee (one of two sub-committees for the one Board of Architectural Review) be created to review Parker-Gray.¹⁷

At this same time, the 16th Census Tract Crisis Committee also met with Planning staff and submitted their recommendations to Council. The boundaries proposed by this group were the entire area west of Columbus to the RF&P Railroad, north to First Street and south to Cameron Street. However, during the study period, the 16th Census Tract Crisis Committee stated that they wanted a special "district" created but not an old and historic district. A letter between Robert L. Grabill, Division Chief, Special Projects, Planning & Community Development, and Mrs. Eudora Lyles, Chairperson of the 16th Census Tract Crisis Committee, illustrates the conflicting desires of the Committee as it mentioned one letter from June 14, 1984 which advocated the "creation of a Parker-Gray District in order to 'promote the general welfare through the preservation and protection of the area'" and a subsequent letter stating that the Committee "neither wish to have a preservation or an old and historic district'....However, the Committee does want a district 'that will retain the environment and homes for the present citizens of the community.'"¹⁸ This letter illustrates the ongoing tension about creating a special district or zone that served as a community and neighborhood conservation style district rather than solely a historic district.

The process had evidence of racial tensions as one letter to the mayor cited "the formation of the Ad Hoc Committee, as... a tactic designed to split the Black community."¹⁹ A member of the Ad Hoc Committee later contradicted Mrs. Lyles and wrote that "several prominent members of the black community and of the 16th Census Tract group worked actively on the Ad Hoc Committee over the summer...the Committee worked very hard to come up with a proposal which would achieve our common goal of neighborhood preservation."²⁰

On June 26, 1984 Council passed Ordinance No. 2960 to establish the Parker-Gray District with the following provision: "That if ordinance standards are not adopted by November 2, 1984, the district would not be established because the ordinance would be of no force and effect. If council does not act by November 1, 1984, in establishing said guidelines and standards, the Parker-Gray District will automatically expire."²¹

¹⁷ Douglas Harman, City Manager, to Mayor and City Council, August 28, 1984.

¹⁸ Letter from Robert L. Grabill, Division Chief, Special Projects, Planning & Community Development, to Mrs. Eudora Lyles, Chairperson of the 16th Census Tract Crisis Committee, September 4, 1984.

¹⁹ Eudora Lyles, Chairperson of the 16th Census Tract Crisis Committee to Mayor Charles E. Beatley, September 9, 1984.

²⁰ Barbara Walker to Mr. Ed Braswell, Chairman, Planning Commission, September 30, 1984.

²¹ Opinion from Cyril D. Calley, City Attorney, to Mayor and City Council, October 9, 1984.

On September 26, 1984, the Planning Commission considered and deferred expansion of the boundaries of the Old and Historic Parker-Gray District (referred by Council 6/26/1984). The proposal also included the extension of the 50' height limit to the expanded district. The staff report recommended support and approval for the creation of an Old and Historic Parker Gray District with three exceptions. The recommendations in the report to Planning Commission included the following:

1. The district should extend south of Cameron Street to meet the boundary of the Old and Historic Alexandria District. This would put all of the land along Cameron Street in the district and would assure that development along the sliver of land would be compatible with nearby development.
2. Do not include the City owned land at West and Cameron Streets. This area contains a recreation center/swimming pool and school all of which are contemporary. Ownership by the City assures control over architecture.
3. Do not include the apartments at West and Princess or the townhouses along Buchanan Street, Boyle Street and Early Street. These are fairly contemporary structures and do not have the age, history or architectural character that is normally considered for inclusion in a district.²²

The draft of the 1984 Staff Report in support of expansion of the Old and Historic Alexandria District, explained why historic districts were created in the first place, acknowledging that preservation often assumes a wide-ranging role in public policy. In this report, it was acknowledged that historic districts “also seek to (in no particular order): encourage tourism and the community’s economy, increase property values, protect the local cultural and architectural history, foster civic pride in the community’s past, prevent urban decay, and so forth.”²³

On October 2, 1984, the Planning Commission passed a motion to “defer for four months consideration of the Parker-Gray proposals and advise city council that because of the continuing disagreement over the nature and extent of the controls needed to protect that area, further consultation...is necessary...about 1) The boundaries of the Parker-Gray District; 2) The objectives for which the district is established; and 3) The ways of achieving those objectives most effectively.”²⁴

However, on November 17, 1984, City Council passed an ordinance (#2986) establishing the Parker-Gray District. This ordinance established the boundaries of the Parker-Gray District and also the regulations and jurisdiction of the BAR within the District.

In 1986 a letter was sent to all property owners and residents in the newly-created Parker-Gray District and explained that:

“The Alexandria City Council in November 1984 designated your neighborhood ‘The Parker-Gray District; in order to preserve its residential character. In November 1985

²² Staff Report for Planning Commission 9/26/1984 (Case #TA-84-13).

²³ Taken from Draft Staff Report on Consideration of a study of the possible expansion of the boundaries of the Old and Historic Alexandria District, February 23, 1984.

²⁴ Opinion from Cyril D. Calley, City Attorney, to Mayor and City Council, October 9, 1984.

*Council authorized that an architectural review panel be appointed and in early 1986 appointed the panel.*²⁵

Parker-Gray Panel

After creation of district, it was determined that the City charter only permitted one Board of Architectural Review. Therefore, there was one BAR with two seven-member panels, one for the Old and Historic Alexandria District and one for the Parker-Gray District. Initially, the one seven member BAR presided over both districts. In January 1986, seven appointments were made for the Parker-Gray Panel of the BAR and the first official meeting of the panel was held on February 26, 1986. There was some discussion about having a single 14-member Board to consider applications for both districts jointly but it was quickly determined that there would be too many applications for this to be effective. Staff also noted that each district was a unique area with “its own history and its own distinct architectural style. It is important to preserve the integrity of each district. Such preservation is best achieved by Board members who are well-versed in each district.”²⁶

Parker-Gray Board of Architectural Review

In the fall of 1985, the City’s legislative package to the Virginia General Assembly included a Charter amendment to allow the creation of multiple Boards of Architectural Review.²⁷ This was approved and allowed for each district to have its own Board of Architectural Review.

Standards for Parker-Gray District (1985-present)

Initially, the standards and regulations used for the Old and Historic Alexandria District were applied to the Parker-Gray District while new standards could be vetted and adopted.

On October 1, 1985, the Planning Commission considered standards for the Parker-Gray District as directed by Council. Prior to adoption of standards for the Parker-Gray District, the panel/Board used the standards for the Old and Historic Alexandria District. However, as noted in the staff report to the Planning Commission, “both the City Council and residents of the Parker-Gray neighborhood expressed the need for standards for judging applications to construct or raze that would address the uniqueness of that District.”²⁸

Parker-Gray Standards in Zoning Ordinance

Standards. *The board of architectural review, or the city council on appeal, shall consider the following in passing upon the appropriateness of proposals within the Parker-Gray District:*

- (a) For new buildings and additions to existing buildings:*
 - (1) Height of the roofline along the street or public way;*
 - (2) Scale and mass of the building on the site;*
 - (3) Placement of the building on the site;*

²⁵ Draft letter from Sheldon Lynn, Director, Planning and Community Development, to Parker Gray Area Residents or Owners, November 7, 1986.

²⁶ Discussion and background at a Parker-Gray District Work Session, September 17, 1985.

²⁷ Memo to Terance Ross, Member, Parker Gray Panel, Board of Architectural Review, from Robert L. Crabill, Chief, Special Projects, Planning & Community Development, February 21, 1986.

²⁸ Staff Report to Planning Commission, October 1, 1985.

- (4) *Material, texture and color;*
 - (5) *Architectural style where there is a predominant style on the block face; and*
 - (6) *Architectural details, including signs, subject to public view from the public street or public way.*
- (b) *For modifications to existing buildings:*
- (1) *The degree to which the distinguishing original qualities or character of a building, structure or site including historic materials are retained;*
 - (2) *The historic appropriateness of any new features; and*
 - (3) *The compatibility of proposed alterations with other buildings on the block face or block face across the street, giving consideration to building size, shape, roofline, color, materials, texture, nature of openings, and architectural details.*
- (c) *The extent to which the buildings or structures in sections 10-205(A)(2)(a) and (b) above will promote the general welfare of the city and all citizens by the preservation and protection of the neighborhood.*

The Standards for review for Parker-Gray which maintain the general themes from the Old and Historic Alexandria District's Standards but with some distinctions. For example, the Parker-Gray Standards (Sec. 10-205(A)(1)) emphasize "compatibility with other buildings or structures on the same block face, the block face across the public street, or the immediate surrounding area within the district."²⁹ The Standards also emphasize the preservation and protection of the neighborhood.

HUD Investigation (1985-86)

After designation of the Parker-Gray District, in 16th Census Tract Crisis Committee v. City of Alexandria, residents of the Parker-Gray neighborhood, "a low-income African-American community...filed an administrative complaint with HUD contesting an ordinance that designated their community a historic district. The residents feared that designation would cause their eventual displacement by gentrification due to the costs of repair and improvements the ordinance requires and increased tax assessments resulting from the anticipated rise in property values."³⁰ "HUD's Office of Fair Housing and Equal Opportunity found that the city's gentrification-inducing ordinance, which designated a historic district in a low-income African-American community, violated the Equal Protection Clause."³¹ However, it is unclear whether HUD's investigation also included a consideration of the impact of the arrival of two Metro stations, occurring at the same time. While the report did find that the establishment of the historic district "was specifically intended to displace low- and moderate-income blacks" and HUD participated in an effort to reach out to the residents and City officials, after seven months they were "administratively closing the case...as an unsuccessful conciliation."³² It was further noted that "HUD officials initially found no merit to the discrimination charges filed by the 16th

²⁹ Sect 10-205(A)(1) of Alexandria Zoning Ordinance.

³⁰ Office of Fair Housing & Equal Opportunity, US Dep't of Housing & Urban Development, Final Investigative Report in 16th Census Tract Crisis Committee v. City of Alexandria 2-3 (Sept. 19, 1986) in "From Junkyards to Gentrification: Explicating a Right to Protective Zoning in Low-Income Communities of Color" by Jon C. Dubin, *Minnesota Law Review*, April 1993 (77 Minn. L. Rev. 739).

³¹ *Ibid.*

³² "Alexandria Dispute Unresolved; HUD Drops Effort to Settle Bias Fight" in *The Washington Post*, 12 January 1988.

Census group in 1985. But in late 1986 they reversed that decision.”³³ An explanation of the City’s actions noted that: “I don’t think it was the intent of council to discriminate against families in that area,” City Manager Vola Lawson said. Its action was aimed at ‘discouraging people from buying up land for commercial development and preserving [Parker-Gray] as a residential area,’ she added.”³⁴

Adoption of Design Guidelines (1993)

In 1993, both the Old and Historic Alexandria District and Parker-Gray District Boards of Architectural Review adopted a complete set of Design Guidelines that addressed common building elements and features as well as new construction. The Guidelines are still in place today. While the Guidelines cover the range of projects generally reviewed by the Boards, they “are not a static document” as noted in the introduction. Furthermore, “the Boards have specifically declared their intention to update the guidelines as preservation philosophies in Alexandria change or new requirements are added to the City’s Building Code or Zoning Ordinance.”³⁵

Establishment of Parker-Gray National Register Historic District (VLR 2008 and NRHP 2010)

In 2006, at the request of citizens, the City hired preservation consultant Terry Necciai of John Milner Associates to survey and prepare an inventory and National Register Historic District nomination for the area. The Uptown/Parker-Gray Historic District was listed on the Virginia Landmarks Register in 2008 and on the National Register of Historic Places in 2010. The boundaries for the National Register historic district are greater than the local district. Generally, National Register districts “possess a significant concentration or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development.”³⁶ Being listed as a contributing resource on the National Register allows a property to qualify for state and federal tax incentives, including rehabilitation tax credits.

Summary

When the Old and Historic Alexandria District was created in 1946, one of its primary intentions was to maintain the memorial character of the George Washington Memorial Parkway. The focus of preservation at that time was generally buildings from the 18th-century and the first half of the 19th century and areas associated with the GW Parkway and related themes. However, since that time, historic preservation, an evolving field, has adapted to meet different and broader objectives. The concept of history has expanded significantly over the past several decades to include often-overlooked or marginalized groups and history today is a comprehensive and all-encompassing field. In the same vein, the concept of historic preservation has expanded significantly since the Old and Historic Alexandria District was created in 1946 and also since the National Historic Preservation Act of 1966. The National Park Service, through the National Register of Historic Places and National Historic Landmark programs, have outlined and expanded criteria for what makes a building, structure, object or other resource “historic” and

³³ Ibid.

³⁴ “HUD Raps Parker-Gray Decision; Report Finds Bias in Alexandria Action” in *The Washington Post*, 15 January 1988.

³⁵ City of Alexandria BAR Design Guidelines, 1993. www.alexandriava.gov/preservation.

³⁶ National Register Bulletin: Defining Boundaries for National Register Properties. <http://www.nps.gov/nr/publications/bulletins/boundaries/bound3.htm>

considers not just architectural but also cultural significance and broad patterns of American history. Historic preservation has evolved from the pristine restoration of individual buildings, such as the Mount Vernon Ladies' Association which began in 1853 to raise funds to purchase and restore Mount Vernon to appropriately honor George Washington, to a comprehensive approach that seeks to understand historic development patterns that feature a substantial number of vernacular buildings. Historic districts are known not for the individual merits of each building but for their collective representation of architecture, urban development and cultural history. The majority of properties in the United States that are listed on the National Register of Historic Places are listed as part of a historic district. The National Register has approximately 80,000 listings (buildings, sites, districts, structures and objects) that represent over 1.4 million individual resources. It is through this lens that Alexandria has regularly viewed historic preservation. While there are iconic historic buildings in Alexandria, such as the Carlyle House, the Lyceum and the Athenaeum, that certainly have high historic significance on their individual merits, the intrinsic value of Old Town is the overall collection of its buildings.

As early as the late 1960s, the City had shown a clear interest in understanding the architectural and historic resources of the greater Old Town area. The Russell Wright report, completed in 1970, identified buildings of architectural merit beyond the boundaries of the Old and Historic Alexandria District and the City considered expansion of the Old and Historic Alexandria District in 1973 into what would later become the Parker-Gray District. In 1977, Council authorized the recognition of individually significant buildings through the listing of 100 Year Old Buildings. In subsequent years, Council listed over 130 buildings as 100 Year Old Buildings. Many of these buildings are no longer individually listed as they are now located in either the expanded Old and Historic Alexandria District or the Parker-Gray District. Although there was a focus on neighborhood conservation and the retention of affordable housing for long-term residents when the Parker-Gray District was created in 1984, there was already an established appreciation of the historic architectural significance of portions of the area.

When the Parker-Gray District was created, there were several blocks included as part of the district that had been recently constructed, such as the first James Bland Homes which broke ground in 1954 and spread over a five block area. Buildings acquire architectural, historic and cultural significance over time. For the past ten years, the preservation movement has seen the rise of the preservation of the Recent Past and there has been a new appreciation and understanding of buildings dating from the mid-twentieth century. The Uptown/Parker-Gray Historic District National Register nomination identified many mid-twentieth-century buildings as contributing to the overall significance of the district, recognizing them as part of the evolution of the development of the neighborhood and securing for them the opportunity to utilize state and federal rehabilitation tax credits.

Historic districts, as noted when the Parker-Gray district was established in 1984, serve many functions and are often catalysts for economic development, property improvement and neighborhood stabilization. Historic districts do not act in isolation and are subject to external effects including gentrification in a larger area and the arrival of mass transportation. The establishment of the Parker-Gray Historic District was a complex and, at times, contentious, process as historic preservation was part of larger neighborhood changes. Since the time of its creation in 1984, the field of preservation has evolved to be more encompassing. Although

individual buildings in the district may have lost integrity, or the ability to convey significance, the collection of buildings remains intact as an illustration of the growth and development of Old Town Alexandria.

DRAFT

IMAGES (All maps from City of Alexandria records unless otherwise noted.)

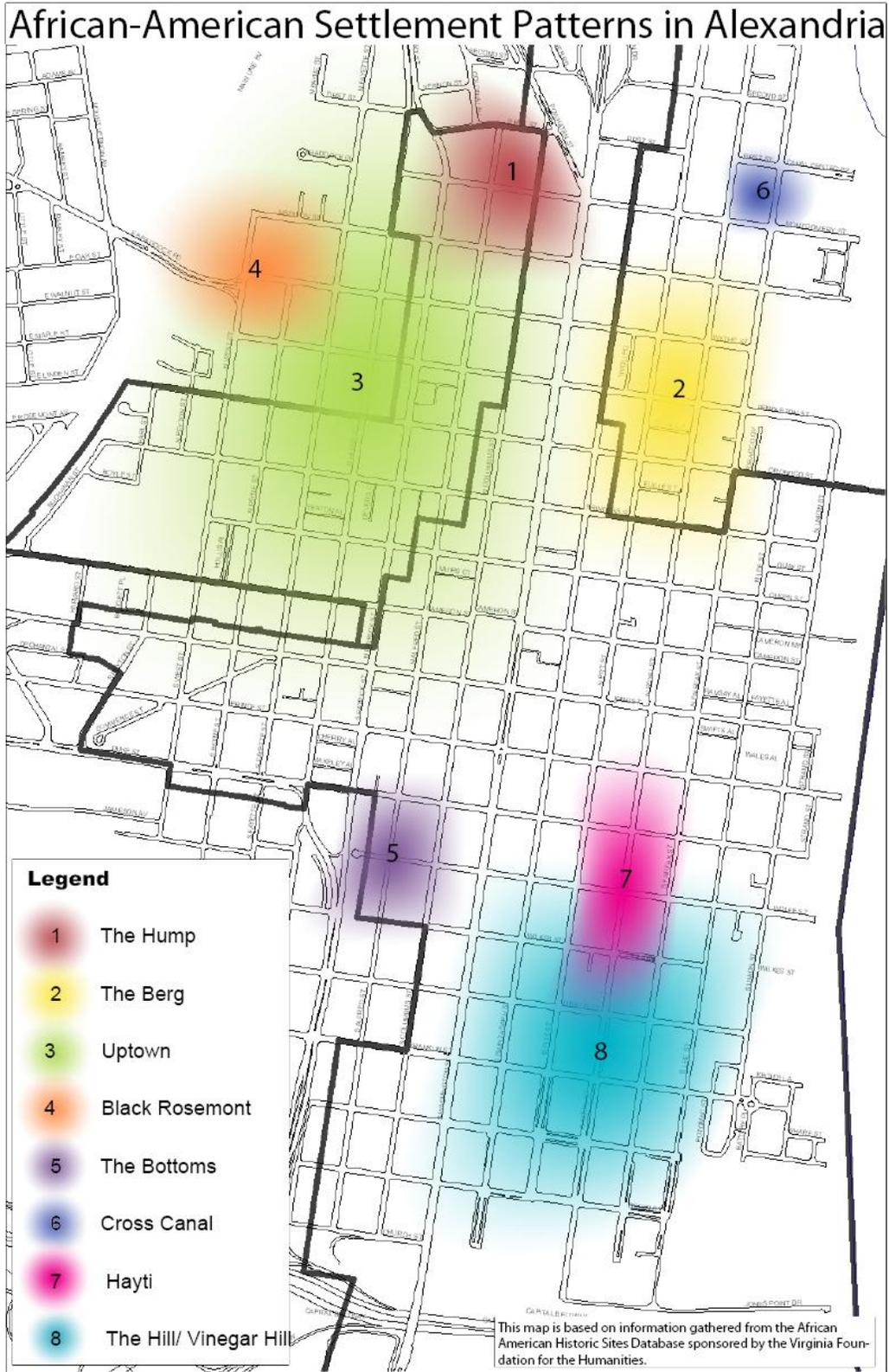


Figure 1. Map showing African-American settlement patterns in Alexandria. Data collected from the African-American Historic Sites Database sponsored by the Virginia Foundation for the Humanities.

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PARKER GRAY SCHOOL SITES

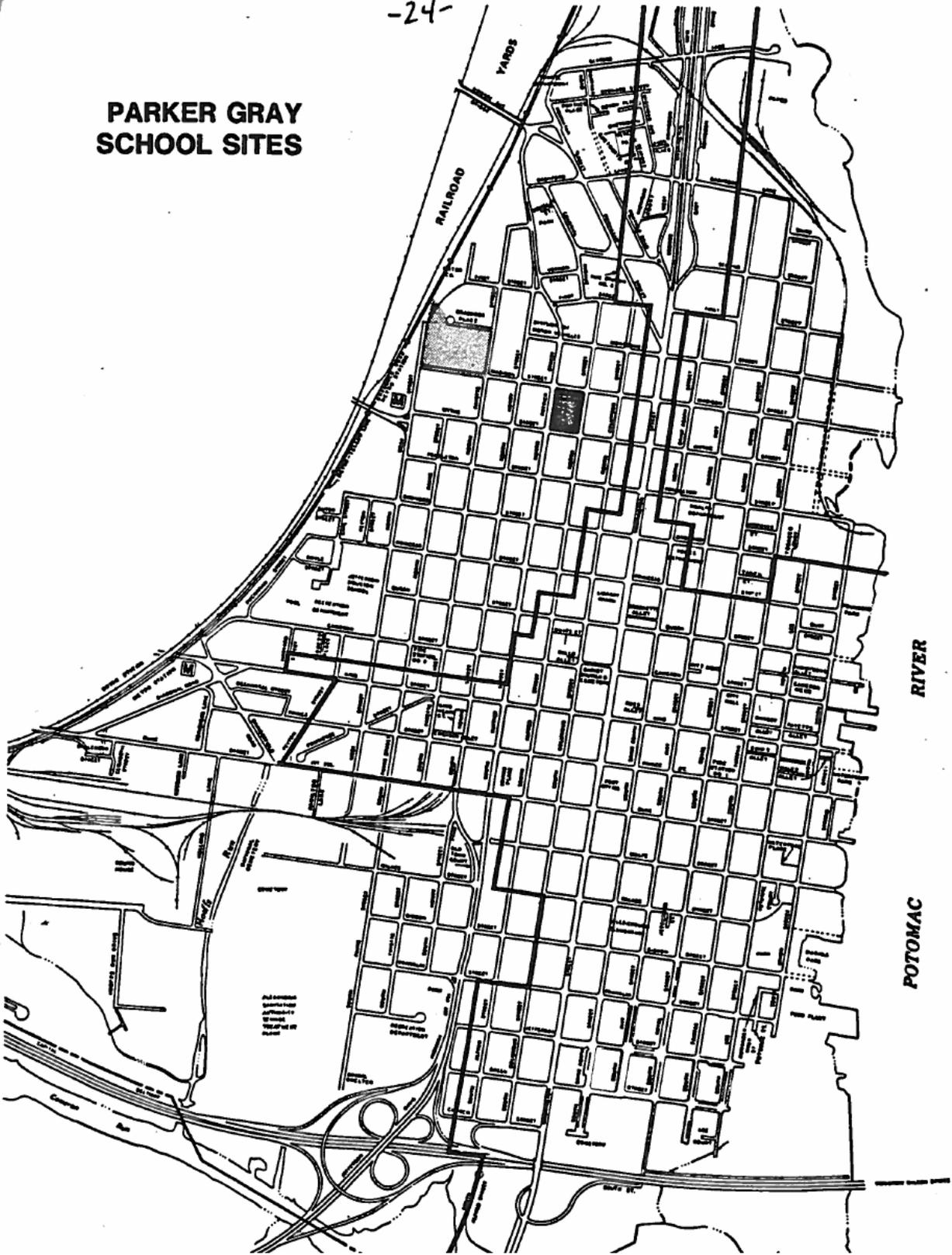
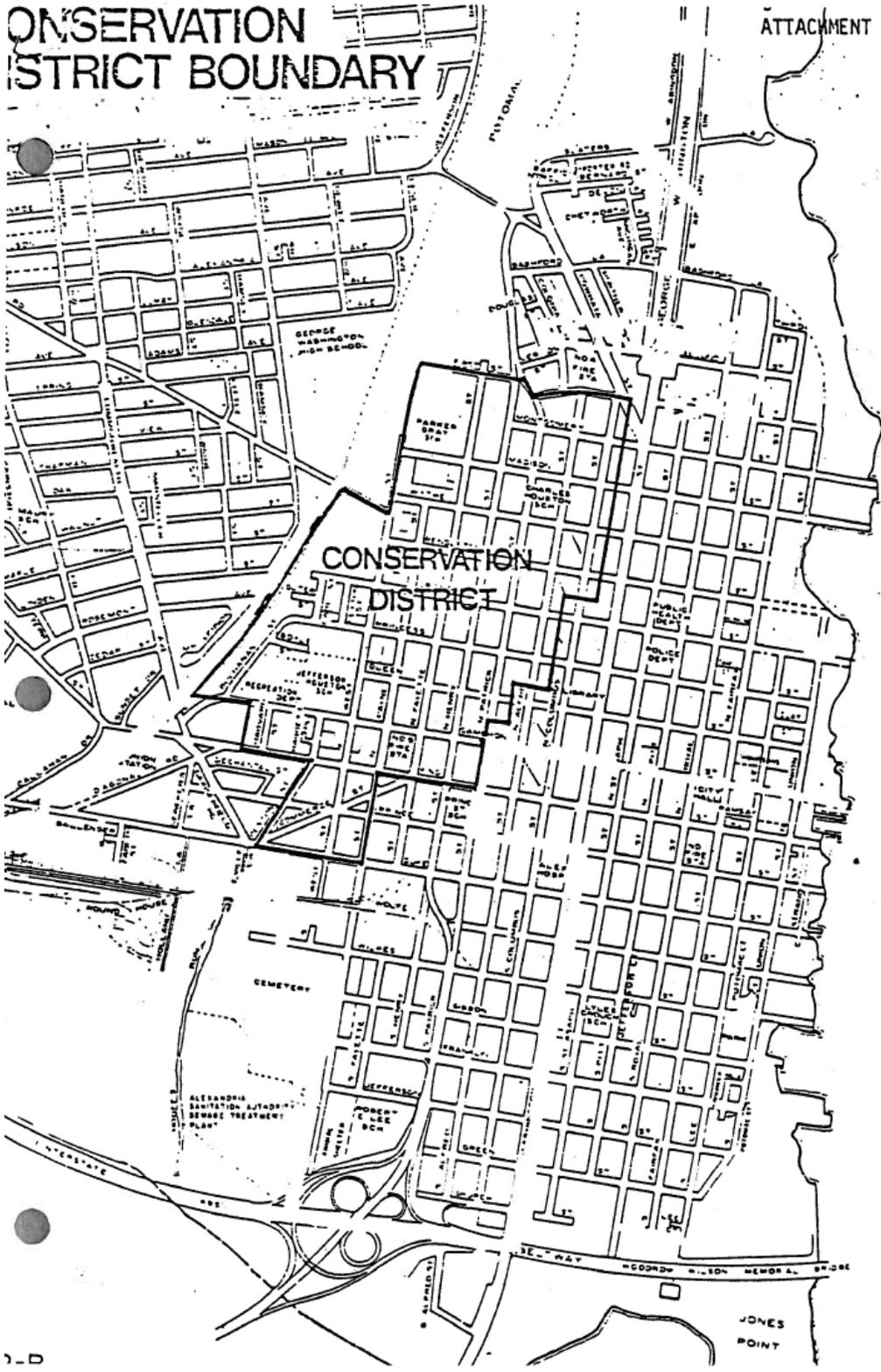


Figure 2. Parker-Gray school sites.

CONSERVATION DISTRICT BOUNDARY

ATTACHMENT 1



P. O. S. C. M. E. R. I. S. S. I. A. N. S.

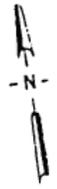


Figure 3. Potomac East Conservation District (established 1977).

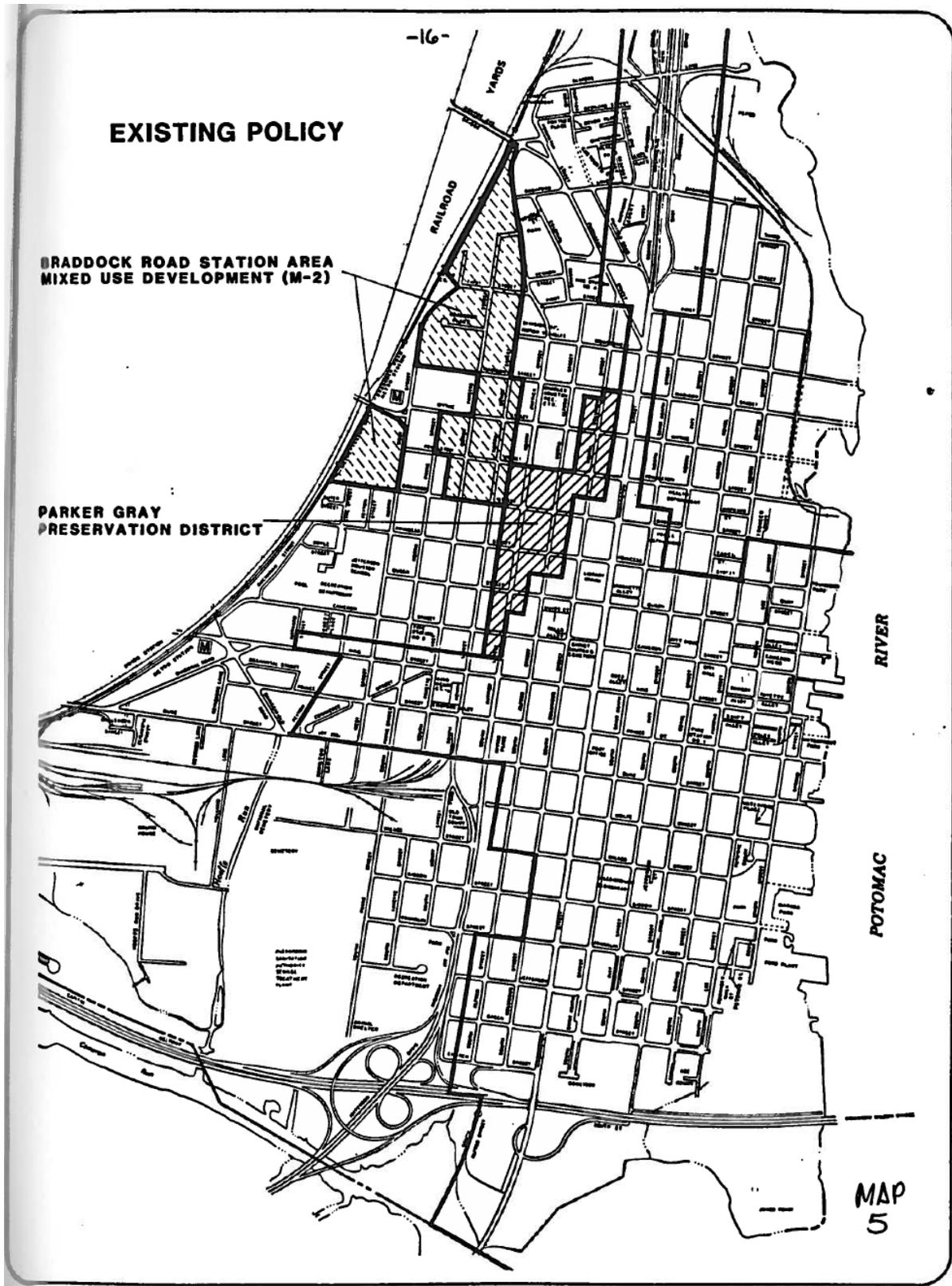


Figure 5. Initial boundaries of Parker-Gray Preservation District (prior to expansion in 1984).

PLANNING STAFF RECOMMENDATION: The Planning staff recommends that the boundaries shown on the following map be adopted as the boundaries for the Old and Historic Parker Gray District.

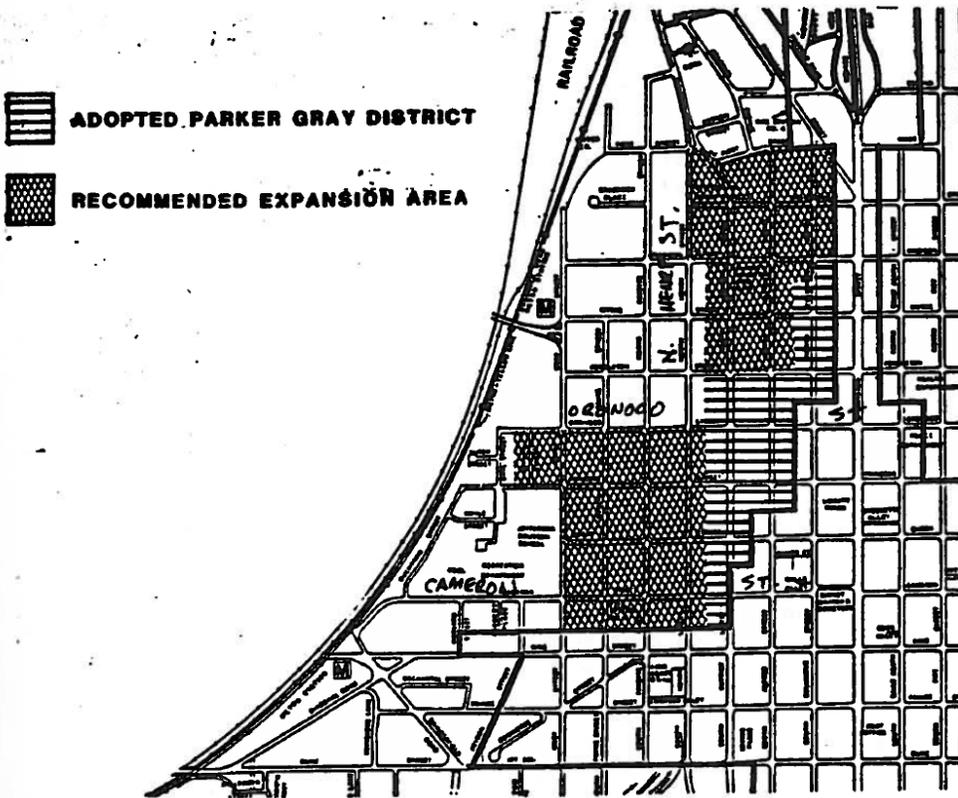


Figure 6. Proposed expanded boundaries recommended by Staff to Planning Commission, September 1984.

**PARKER GRAY COMMITTEE
ALTERNATIVE #1**

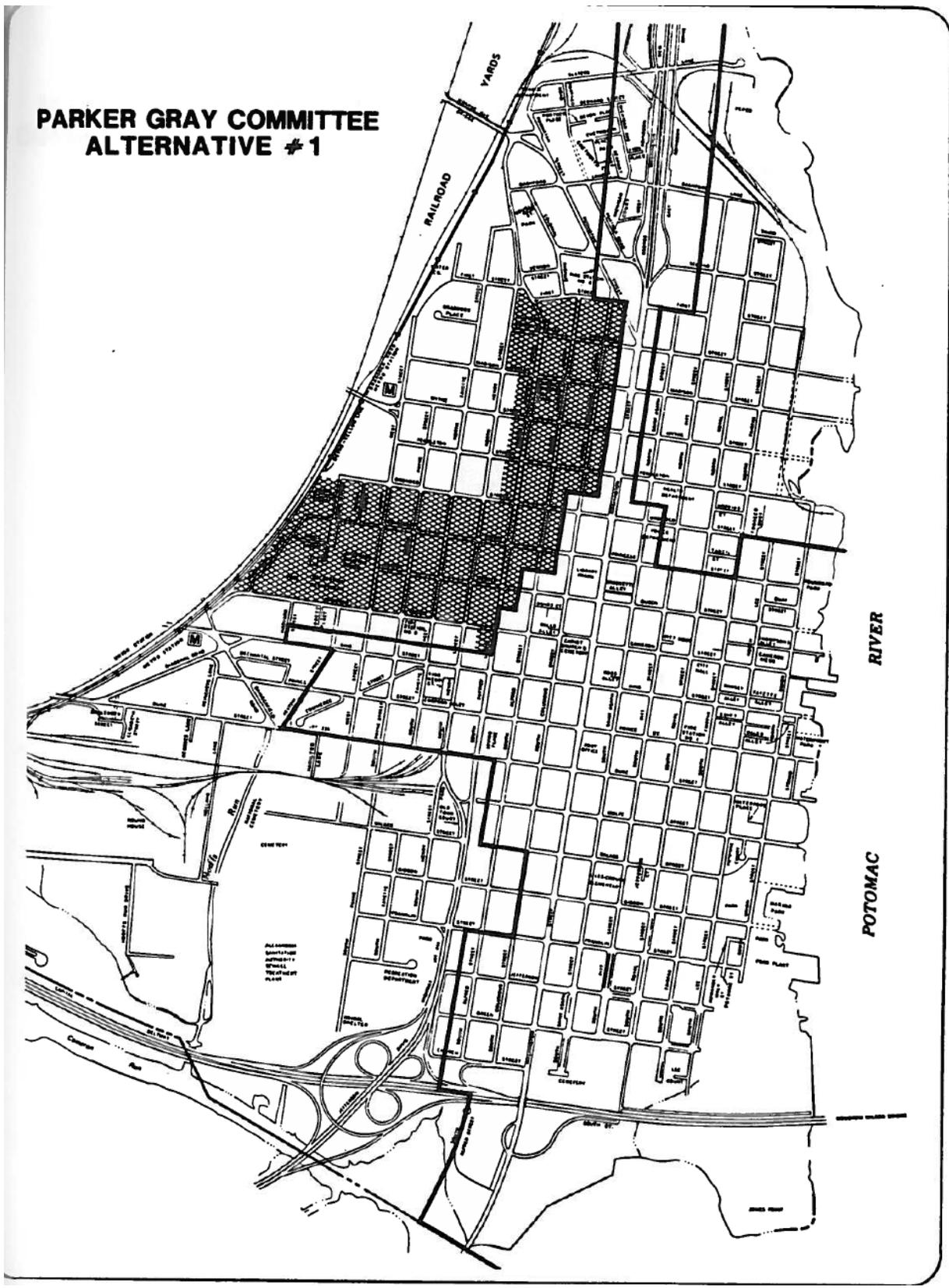


Figure 7. Parker-Gray Committee alternative proposal, September 1984.

**16th CENSUS TRACT CRISIS
COMMITTEE RECOMMENDATION**

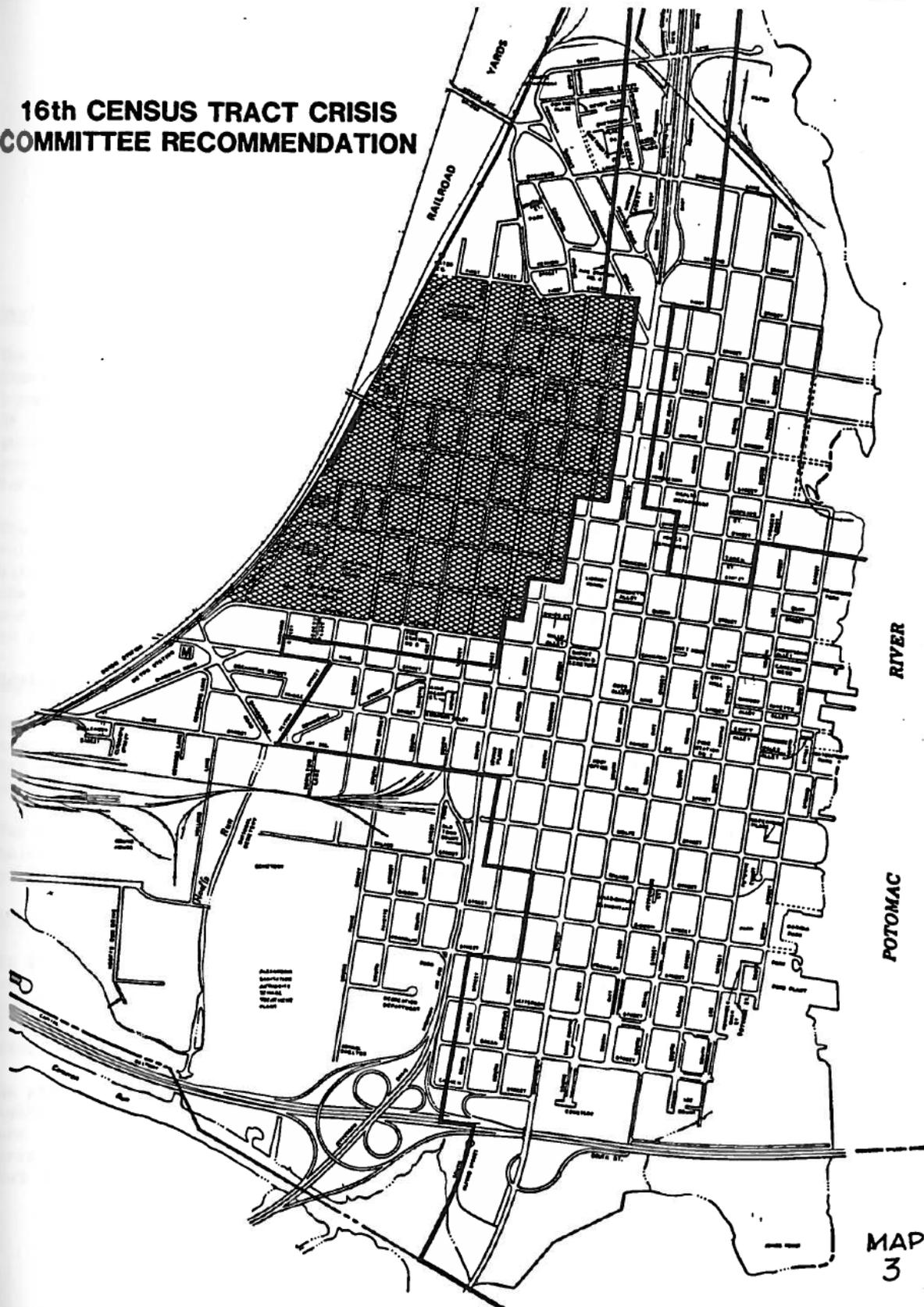


Figure 8. 16th Census Tract Crisis Committee boundary recommendation, September 1984.

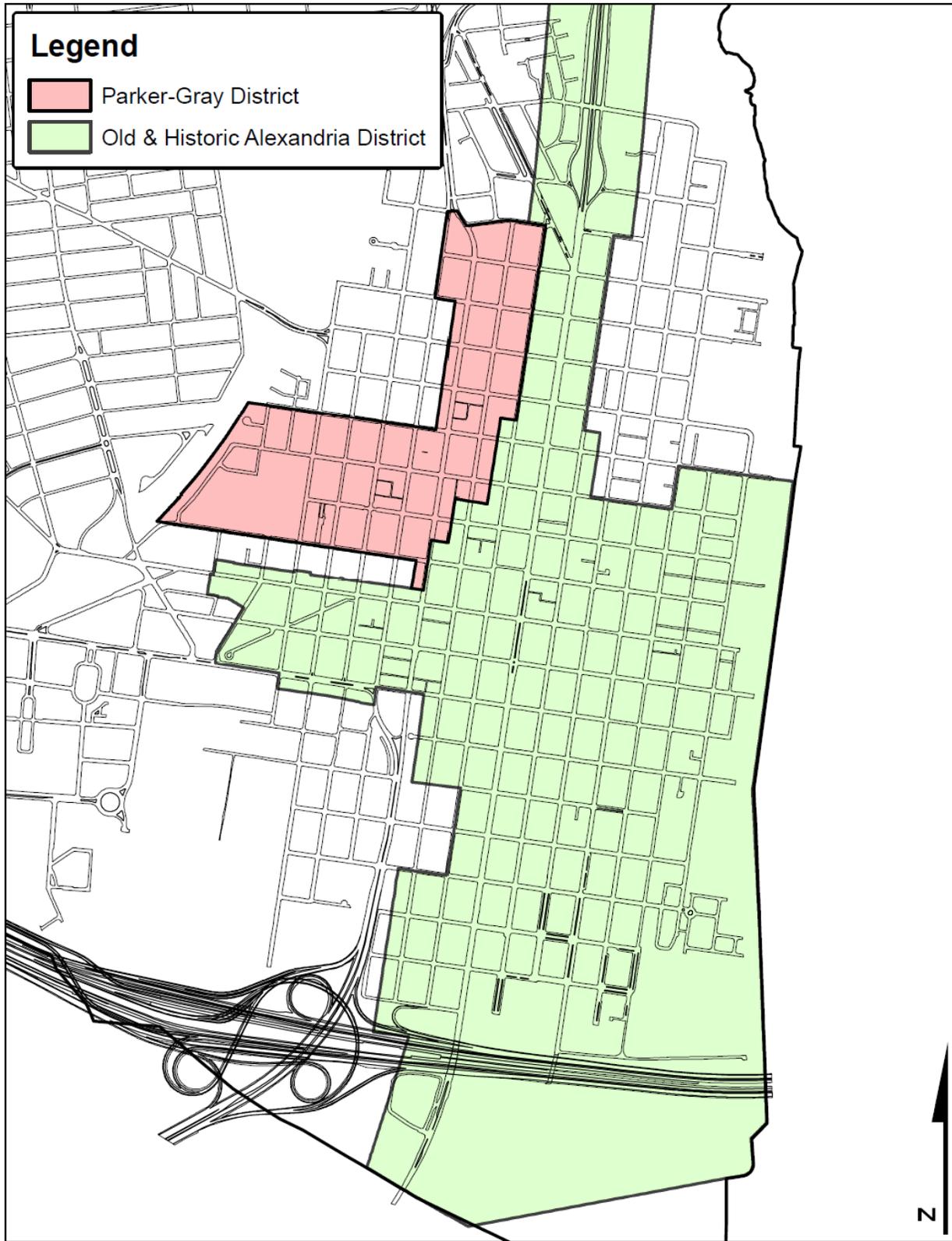


Figure 9. Current boundaries of Parker-Gray District and Old and Historic Alexandria District, 2012.

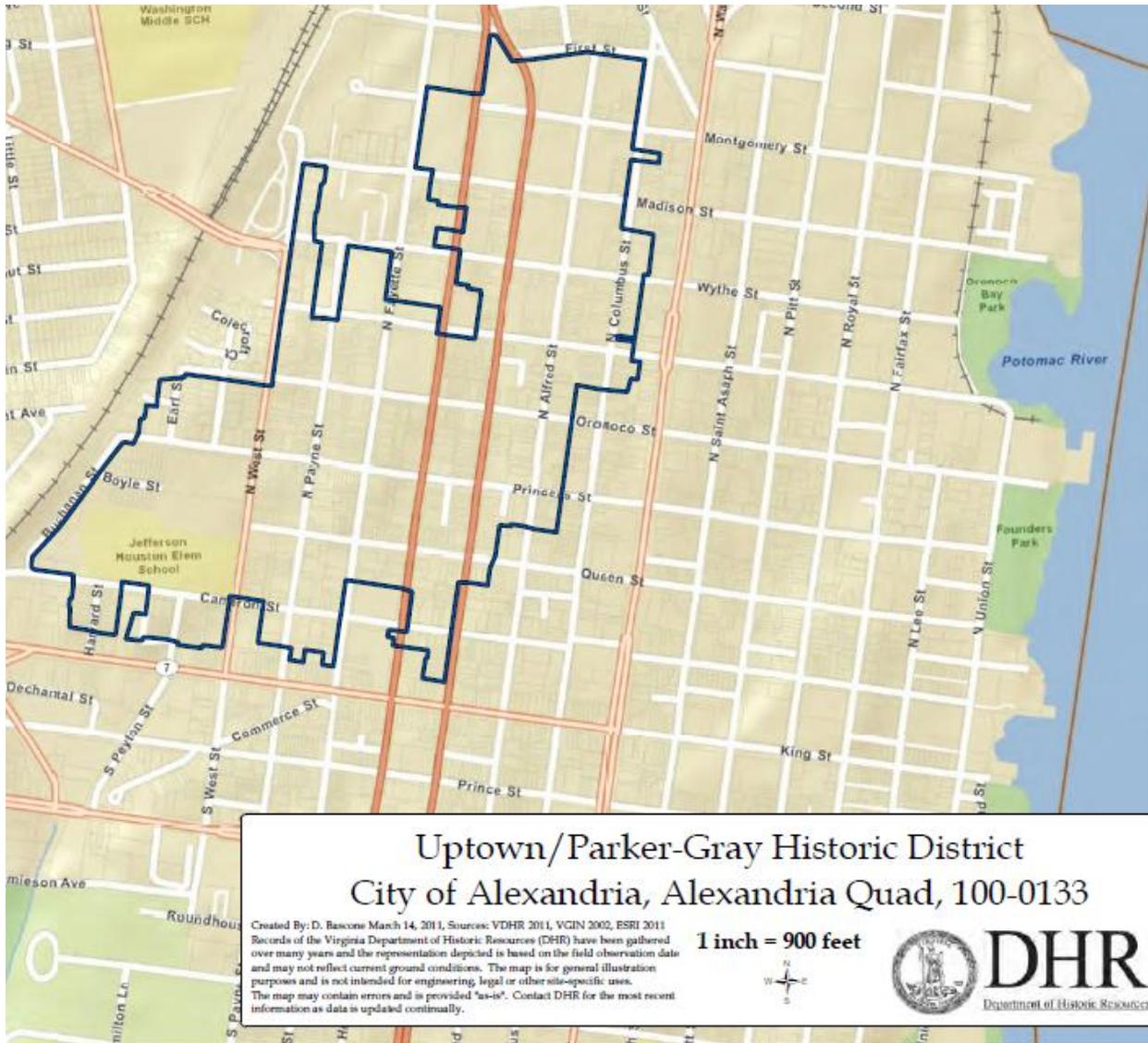


Figure 10. Boundaries of Uptown/Parker-Gray National Register Historic District (Courtesy of Virginia Department of Historic Resources).

Parker-Gray BAR Ad Hoc Design Guidelines Workgroup

Recommended Changes for Residential Buildings

FINAL DRAFT October 24, 2012

GENERAL NOTES:

1. Zoning compliance, encroachment ordinances and/or building permits may be required for many of the alterations/features listed below, regardless of whether future BAR review is required.
2. BAR review is required for alterations, additions, capsulation or demolition on all portions of the exterior, unless specifically exempted.

CHANGES TO BAR PROCESS & REVIEW

EXISTING LANGUAGE	WORK GROUP COMMENTS	WORK GROUP RECOMMENDED CHANGES B = BAR review required at public hearing S = Staff administrative review only N = No BAR or Staff review required (other regulations may apply)
A. Zoning Ordinance Sec. 10-203(A) The BAR and/or Staff reviews alterations/additions on all portions of a house visible from a public right-of-way	The group unanimously (6-0) agreed that additions of less than 250 gross square feet and located below the second floor window sills can be constructed in the rear yard without BAR review of any kind. (10/4/12)	Zoning ordinance change to allow for the following without a Certificate of Appropriateness: N: Any alterations to the first floor level only of the rear elevation of any building. N: One-story additions in the rear yard of any building, provided they are no more than 250 gross square feet in area and no taller than the second floor window sills.
B. Zoning Ordinance Sec. 10-203(B) The BAR reviews all demolition/encapsulation over 25 square feet of exterior surface (including complete demolition)	The group unanimously agreed to make the demolition section consistent with the small additions/alterations provisions, so that an applicant would not have to go to the BAR for approval of encapsulation/demolition when they were otherwise permitted to do a small addition in the rear below the second floor window sill or an alterations on the first floor of the rear elevation without review. (10/4/12)	Zoning Ordinance change to allow the following without a Permit to Demolish/Capsulate: N: Capsulation or demolition of up to 250 square feet of rear wall surface area below the second floor window sills and the demolition of non-historic accessory structures, such as metal or vinyl storage sheds. S: Chain link and non-historic/modern fences may be removed on buildings constructed prior to 1932. (See Fences/Walls/Gates guideline) N: Fences may be removed on buildings constructed after 1931.
C. The BAR reviews the painting of unpainted masonry	The group agreed that the painting of unpainted masonry should still be approved by the BAR.	No changes recommended.
D. Zoning Ordinance Sec. 10-204(C) BAR members must be City residents	The first motion to adopt the staff recommended language “First preference for new BAR members should be given to property owners, residents or business owners in the Parker-Gray historic district” failed (3-3 vote). A substitution motion was made for consideration to be given to qualified applicants who are property owners, residents or business owners in the Parker-Gray historic district. The vote was 5-1. The dissenter thought that the first motion was more appropriate (10/4/12)	Zoning Ordinance change to add: “Consideration should be given to qualified applicants who are property owners, residents or business owners in the Parker-Gray historic district.”
E. The Director and her designees (BAR staff) can proactively issue notices of violations	The first motion, that Staff not proactively initiate violations, failed (2-4). There was no substitute motion so the current policy stands. (10/4/12)	No changes recommended to existing City policy.

<p>F. The BAR cannot approve fencing or retaining walls in front yards when they are located in the public right-of-way until an encroachment ordinance has been granted by City Council.</p>	<p>Recommend Staff approval of fencing and low retaining/planter walls less than 2 feet above grade in the front yard when they are located in the public right-of-way. (10/4/12)</p>	<p>City Code change required to allow: S: Front yard fences and retaining walls less than 2 feet above grade may encroach in the public right-of-way, (similar to the way planters, bay windows, and architectural projections are currently allowed to encroach) but no more than the average of the prevailing encroachments on the blockface.</p>
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CHANGES TO EXISTING DESIGN GUIDELINES AND BAR POLICIES

GENERAL NOTES:

- 1. Zoning compliance, encroachment ordinances and/or building permits may be required for many of the alterations/features listed below, regardless of whether future BAR review is required.**
- 2. BAR review is required for alterations, additions or demolition on all portions of the exterior unless specifically exempted.**

CURRENT GUIDELINE/POLICY	WORK GROUP ACTIONS	WORK GROUP RECOMMENDED CHANGES* B = BAR review required at public hearing S = Staff administrative review only N = No BAR or BAR Staff review required (other regulations may apply)
<p>1. LIGHTING: Staff administratively approves architecturally and historically appropriate light fixtures.</p>	<p>All but one work group member agreed that the BAR should not regulate light fixtures. The vote was 8-1. (5/2/12)</p>	<p>N: No BAR review of any kind for new or replacement lights.</p>
<p>2. DOORS: Staff administratively approves historically appropriate exterior doors: including fiberglass doors on houses constructed after 1965; full light storm doors in a variety of modern materials; and, historically appropriate garage doors, including overhead sectional garage doors for garages constructed after 1970.</p>	<p>At their meeting on May 2, 1012, there was no consensus within the group, except that most group members seemed to feel that the side and rear doors were less important than street-facing doors. Some work group members said that BAR staff should approve street-facing doors, others felt that doors should not be approved by BAR. (The group decided to resolve this issue later). (5/2/12)</p> <p>All members agreed that storm doors should not be regulated. The vote was 9-0. (5/2/12)</p> <p>At their October 4, 2012 meeting, the group voted for no review of any doors on buildings constructed after 1931 and Staff review of street-facing doors on buildings constructed pre-1932. The vote was 4-2. The dissenting group opposed not having BAR Staff review of street-facing doors for buildings constructed post-1931. (10/4/12)</p>	<p>S: Street-facing doors and garage doors for buildings constructed prior to 1932. Doors must be historically appropriate. N: Doors and garage doors on buildings constructed after 1931 or non-street-facing doors of buildings constructed prior to 1932. N: Storm doors (this does not include doors with security grates, which are addressed below).</p>
<p>3. EXHAUST/SUPPLY FANS/PLUMBING VENTS: Staff administratively approves small vents measuring less than one square foot on secondary wall elevations or roof slopes, if they are painted to match the adjacent wall surface.</p>	<p>The group did not believe vents/fans should be regulated at all on the sides/rear (9-0). The group felt that the Board should only regulate vents over 1 sq. ft. on street-facing elevations (7-2). However, the group felt that BAR staff should review vents/fans on the street-facing elevations less than 1 sq. ft. (8-1). (5/2/12)</p>	<p>B: Vents and fans greater than one square foot on street-facing facades and roofs. S: Vents and fans one square foot or less in area on street-facing facades and roofs. N: Exhaust or supply fans/plumbing vents on side and rear facades and roofs.</p>

<p>4. ACCESSORY STRUCTURES AND OUTBUILDINGS (SHEDS, ARBORS & TRELLISES, ETC.): Staff administratively approves new and replacement tool sheds and play houses less than 50 square feet and 7 feet high, provided that they are easily removable and located in a fenced rear yard or behind a 6 foot tall fence on a corner lot. Accessory buildings cannot have gambrel roofs. All other accessory buildings require BAR review.</p>	<p>All members agreed that accessory structures and outbuildings of a certain reasonable size should be regulated only by BAR Staff (the vote was 9-0). (5/2/12)</p>	<p>B: Accessory structures or outbuildings over 50 square feet in area in a corner side yard. S: Accessory structures or outbuildings less than 50 square feet in area in a side or corner side yard. S: Accessory structures or outbuildings in a rear yard that otherwise comply with the zoning ordinance requirements, provided they are no greater than one-story, with 250 gross square feet of floor area and a maximum height of 11.5 feet per the zoning ordinance (standard one-car garage size). Note: To be consistent with the proposed section on additions and alterations, Staff recommends that <u>no</u> review be required for these accessory structures in rear yards.</p>
<p>5. ROOFS: Staff administratively approves replacement roofing, appropriate to the period of significance of the structure or portion of the structure, in addition to environmentally sustainable roof materials such as white rolled roofing, solar collectors and green roofs in appropriate locations.</p>	<p>The majority of the group (6-3) voted to keep the existing roofing policy/guidelines. Three members voted to change the guidelines/policy to allow property owners to change their roof using any material that “looks” historic without BAR oversight. (6/20/12)</p>	<p>No changes necessary to the existing roof policy (adopted October 2010).</p>
<p>6. SOLAR PANELS: Staff approves solar collectors on secondary roof exposures where they are minimally visible. Thin film photovoltaic collectors may be appropriate on primary facades only if they are transparent or match the color of the historically appropriate roof color (BAR review required if visible).</p>	<p>All members agreed that non-street-facing solar panels should not be regulated and that street-facing solar panels with minimal visual disruption can be approved by BAR staff. The vote was 9-0 (5/2/12).</p>	<p>S: Street-facing thin film photovoltaic collectors (or other equally visually minimal technology) if they are transparent or match the color of the historically appropriate roof color. N: Solar panels on non-street-facing elevations.</p>
<p>7. SKYLIGHTS: The BAR approves skylights and generally recommends that they be located on the rear slope of gable roofs, or in minimally visible locations.</p>	<p>All members agreed that BAR staff could approve skylights on non-street-facing elevations (9-0). All but one member felt that skylights on street-facing elevations should go to the BAR (8-1). (5/2/12)</p>	<p>B: Street-facing skylights. S: Skylights on non-street-facing elevations only.</p>
<p>8. DORMERS: The BAR reviews roof dormers that are visible from a public right-of-way and generally recommends that new dormers be appropriate to the architectural style of the existing structure.</p>	<p>All but one member agreed that no changes were needed to this section of the guidelines (8-1-1). One member abstained. (6/20/12)</p>	<p>No changes necessary to the existing Design Guidelines for dormers.</p>
<p>9. CHIMNEYS/FLUES: The BAR approves chimneys and flues that are visible from a public right-of-way.</p>	<p>All members agreed that roof penetrating chimneys/flues on non street-facing slopes should not be regulated (9-0). An alternative motion that chimneys and flues should not be regulated at all failed (2-7). (5/2/12).</p>	<p>S: Chimneys/flues on street-facing roof slopes. N: Roof penetrating chimneys/flues on flat roofs and non-street-facing elevations regardless of visibility.</p>
<p>10. ANTENNAS: Staff administratively approves small dish antennas located in minimally visible locations, but not on street facing façades, provided they are painted to match the adjacent material.</p>	<p>The group agreed that the BAR should not regulate small dish antennas (9-0) (5/2/12).</p>	<p>B: Dish antennas measuring more than 2 feet in diameter on street-facing facades. S: Dish antennas measuring less than 2 feet in diameter on street-facing elevations. N: Dish antennas on side and rear, non street-facing elevations and all mast type television antennas.</p>
<p>11. SHUTTERS: Staff administratively approves new or replacement operable shutters that fit the window</p>	<p>The first motion to adopt the Staff suggested shutter language failed by a vote of 3-3. A second motion was made to eliminate BAR review of any kind for</p>	<p>S: Shutters on street-facing facades for buildings constructed prior to 1932. N: Shutters on post-1931 buildings.</p>

<p>opening where they are architecturally appropriate. Some composite and synthetic shutters are appropriate after 1970.</p>	<p>post-1931 buildings. This motion passed by a vote of 5-1. The dissenting vote felt that shutters should not be regulated under any circumstances. (10/4/12)</p>	<p>N: Shutters on non street-facing elevations for pre-1932 buildings.</p>
<p>12. FENCES/WALLS/GATES: The BAR reviews front yard fences and Staff administratively approves fences in side and rear yards. In both cases, the fences must be “appropriate in materials, design, and scale to the period and character of the structure they surround.” Rustic stockade and hollow vinyl fences are not appropriate.</p>	<p>In addition to allowing BAR Staff to approve them in side and rear yards, the group agreed that BAR staff should be allowed to approve fencing and masonry walls in the front yard based on the approved guidelines. The group also reached consensus that the rustic look of stockade fences could also be approved but that hollow vinyl fences should still be prohibited because they are not appropriate. The motion passed by a vote of 4-3. The group that was in the dissent said that they felt that there should be no review for fencing/walls in the alleys. (7/30/12)</p>	<p>S: Fences and retaining walls less than two feet above grade in any yard (front, side or rear), provided they meet zoning ordinance requirements and existing Design Guidelines. S: Unpainted/unstained rustic stockade fences permitted in non-street facing side and rear yards. <ul style="list-style-type: none"> • 19th century iron fences and brick walls must be preserved unless approved by the BAR. • Hollow vinyl fences are not permitted in any yard. <p>Note: To be consistent with the proposed section on additions and alterations, Staff recommends that <u>no</u> wood or metal fences be reviewed in side and rear yards.</p> </p>
<p>13. WINDOWS: Where replacement of windows is appropriate, Staff approves replacement windows which are energy efficient, with insulated glass (for all buildings after 1930) and aluminum clad wood windows for buildings constructed after 1969. Vinyl windows are not appropriate. No review is required for storm windows.</p>	<p>The group discussed the use of synthetic window materials but most agreed that buildings constructed prior to 1932 should have wood windows on the street-facing facades (4-2). The dissenting group said that they thought homeowners should have more flexibility in selecting the window material.</p> <p>The group also voted to allow windows of any light configuration, operation and material, including vinyl, on post-1931 buildings (5-0). Mr. Wells left the meeting early but prior to leaving he said that he would support the motions listed above. (9/12/12)</p>	<p>S: Historic windows (mortise and tenon “pegged” sash joinery or with cylinder “wavy” glass) must be preserved, repaired and restored, where feasible, on the street facing elevations of houses constructed prior to 1932. S: Where historic windows don’t exist - simulated divided light replacement wood windows may be installed on all street facing elevations of buildings constructed prior to 1932. S: Simulated divided light windows of any material (wood, aluminum clad, or high quality composite material, but not vinyl) may be installed on all non-street facing elevations for buildings constructed prior to 1932. N: Buildings constructed after 1931 may have windows of any muntin configuration, material and operation, including vinyl, on all elevations. <ul style="list-style-type: none"> • Retention of historic windows on the sides and rear is strongly encouraged. • Tinted/reflective glass is not appropriate on windows in any location. </p>
<p>14. SIDING/TRIM: Staff administratively approves the installation of fiber cement siding and composition trim on buildings/additions constructed after 1975 and on limited locations on early buildings.</p>	<p>The group discussed the importance of the street-facing façades and the use of authentic historic materials (wood siding) on primary street facades of buildings. The group discussed their first preference for using historic wood siding on the front of these buildings - when feasible, which may require historic siding to be moved from other elevations to the front façade - or using new wood siding if necessary. The group identified a hierarchy – primary and secondary - of street-facing facades for corner buildings, with the primary façade being defined as the elevation with the most elaborate cornice.</p> <p>The group then voted to recommend wood siding, either new or historic, on street-facing facades, but only on primary street-facing facades for corner houses. High quality composite siding (such as HardiePlank) in the appropriate profile may be used on the sides, rear and secondary street facing façades. The motion carried by a vote of 4-3. Those that dissented said that they felt that the group should be consistent with the zoning ordinance for corner buildings which have two street fronts and two sides. They said that wood siding should be required on both street facing facades.</p>	<p>S: Where Staff finds, using Board approved policy, that historic siding exists and can be restored on the primary street-facing façade, or relocated to the primary street-facing façade from another elevation, then historic wood siding must be retained and reused on houses constructed prior to 1932. S: Where no historic siding exists, or the existing siding is not salvageable, new wood siding in a historically appropriate profile may be installed on the primary street-facing façades (for corner buildings there is only one primary street-facing façade – the façade with the most decorative cornice). S: Fiber cement siding in the appropriate profile may be used on the sides and rear elevations for all houses (and secondary street-facing facades of corner buildings), regardless of their age.</p>

	The group agreed that fiber cement siding should be permitted on buildings and/or additions constructed after 1975, as currently allowed by Board policy. (7/30/12)	
15. <u>DECKS/PATIOS/ROOF DECKS/BALCONIES:</u> The BAR reviews decks/patios/roof decks and balconies visible from a public right-of-way, and discourages the use of unpainted pressure treated wood roof decks and balconies.	The group voted unanimously (6-0) to recommend no BAR review of any kind for decks and patios in the rear yards, provided they are located below the second floor window sill. They also agreed that there should be no review for patios and decks less than 2 feet in height in any yard. BAR should still review rooftop decks and decks and balconies on street-facing elevations. (10/4/12)	B: Rooftop decks, and decks and balconies visible on street-facing elevations. N: Decks or patios less than 2 feet above existing grade in any yard (street-facing or non-street facing). N: Decks/patios if they are constructed in rear yards entirely below the second floor window sills.
16. <u>DRAINAGE (GUTTERS/DOWNSPOUTS):</u> Staff administratively approves snow guards and metal or wood ½ round or ogee gutters, provided they do not obscure or detract from architectural features and are painted or factory finished a color to match the trim.	The group voted to recommend BAR Staff review of drainage only for street-facing facades. The vote was 4-2. The dissenters felt that there should be no BAR review of any kind for these features. (10/4/12)	S: Drainage features on street-facing facades. N: Drainage features and snow guards on non-street-facing facades.
17. <u>UTILITY METERS:</u> Staff administratively approves utilities (electrical, gas, cable) on secondary (non-street-facing) wall elevations, provided they are painted to match the adjacent surface.	The first motion to allow for utility meters with no BAR review of any kind failed (2-4). The second motion to amend the current language to allow BAR Staff review of street-facing utilities and no review on non-street-facing elevations passed by a vote of 4-2. The dissenting group thought that the guideline was too broad. (10/4/12)	S: Utility meters on street-facing elevations. N: Utility meters on non street-facing elevations.
18. <u>HVAC:</u> Staff administratively approves minimally visible ground mounted condensers in side and rear yards. Depending on visibility, architecturally appropriate screening of ground mounted units may be required. The zoning ordinance requires rooftop units to be screened, whether visible or not, but screening may be waived by the BAR.	All members agreed that ground mounted HVAC condensers in the side and rear yards should not be regulated. (9-0) As to HVAC units on roofs, if not visible then no review. If visible, then staff may approve to ensure it is located in best possible place to be minimally visible. (5/2/12).	S: Ground mounted condensers in street-facing yards. S: Visible rooftop units, provided they are located in the best possible location to limit visibility. (Note: This requires a change to the zoning ordinance regarding rooftop screening requirements to allow staff to approve a waiver.) N: Ground mounted HVAC condensers in the non street-facing side and rear yards.
19. <u>PAINT COLORS:</u> The BAR reviews paint colors in conjunction with new construction projects only.	The group voted to recommend no BAR review of any kind for paint colors. The vote was 5-0-1, Mr. Moffat abstained. (10/4/12)	N: Paint color, including new construction.
20. <u>PLANTERS/FLOWER BOXES:</u> The BAR does not review temporary or portable planters. The BAR reviews permanent planters and window flower boxes.	The group discussed permanent versus non-permanent planters and flower boxes and voted unanimously (6-0) to differentiate between attached planters, freestanding planters and retaining wall planters. (10/4/12)	B: Attached permanent planters, such as elevated foundation planters. N: Permanent, freestanding planters and retaining walls less than 2 feet high. Retaining walls may be tiered but each wall may be not more than 2 feet above grade. (Refer to the section on fences/walls for retaining walls located in the public right-of-way.) N: Window boxes and non-permanent, detached yard features, such as: bird baths, barbeque grills, fountains or yard art.
21. <u>SECURITY DEVICES:</u> The BAR reviews security devices that are visible from a public right-of-way (window bars/grills), but recommends that they not obscure architectural details.	The group voted to amend the recommended language to allow BAR Staff to administratively review street-facing security devices. The vote was 6-0. (10/4/12)	S: Street-facing security devices. N: Security devices on non-street-facing elevations.
22. <u>AWNINGS:</u> The BAR reviews porches and awnings which must be in a style appropriate to the period of significance of the structure.	The group agreed that porches should be addressed separately (see item #26) and that awnings should not be reviewed for building constructed after 1931 or on the sides or rear of buildings constructed before 1932. The group agreed that	S: Awnings on the street-facing elevations of pre-1932 buildings. N: Awnings on the non street-facing elevations of pre-1932 buildings. N: Awnings on post-1931 buildings.

	BAR Staff should review awning on street-facing elevations for pre-1932 buildings. (10/4/12)	
23. <u>STOOPS/STEPS/RAILINGS</u> : Staff administratively approves new handrails, provided that they are visually minimal and constructed of wood or metal in a historically appropriate style. New stoops and stairs require BAR review, although steps, stoops and railings may be replaced in-kind without a Certificate of Appropriateness. Exterior staircases require BAR review.	The group voted unanimously (6-0) to recommend no review of these features for buildings dating after 1931, and to allow BAR Staff review for these features constructed prior to 1932. (10/4/12)	<p>S: All street-facing stoops, steps and guardrails and handrails, which must be historically appropriate for buildings constructed prior to 1932.</p> <p>N: Non street-facing stoops/steps/railings for buildings constructed prior to 1932.</p> <p>N: Stoops/steps/railings for buildings constructed post-1931.</p>
24. <u>ACCESSIBILITY FEATURES</u> : Staff administratively approves temporary ramps/lifts provided that they are on secondary elevations and do not alter the buildings and are removed when no longer needed.	The group unanimously agreed (6-0) to leave the current policy but added that these features can be removed without requiring a demolition permit. (10/4/12)	N: Removal of temporary accessibility ramps once they are no longer needed.
25. <u>WALKWAYS /PAVING FOR PARKING/BOLLARDS</u> : By past practice, the BAR does not regulate paving not used for parking.	The group unanimously (6-0) agreed that there should be no BAR review of any kind for any parking or paving surface, or bollards in any yard. (10/4/12)	N: Paving related to parking or for bollards in street-facing or non-street-facing yards.
26. <u>DOOR HOODS/PORCHES/PORTICOS</u> :	The group voted 4-2 to recommend no BAR review of door hoods/porches/porticos on the rear, provided that the features are located below the second floor window sill, but full BAR review of such features located on the street-facing elevations. The dissenting group felt it was too restrictive. (10/4/12)	<p>B: Door hoods, porches or porticos if located on a street-facing façades, regardless of the building's age.</p> <p>S: Door hoods, porches or porticos if they are located on non street-facing elevations.</p> <p>N: Porches/porticos/door hoods on the rear elevation below the second floor window sill.</p>