

**SALT LAKE CITY
HISTORIC LANDMARK COMMISSION**

**REQUEST BY MARCUS G. THEODORE TO REVOKE THE LANDMARK SITE
DESIGNATION OF THE THORID PECK HOUSE LOCATED A 466 SOUTH 500
EAST STREET FROM THE SALT LAKE CITY REGISTER OF CULTURAL
RESOURCES**

CASE NO. 001-06

(PETITION 400-05-42)

WEDNESDAY, MARCH 1, 2006

OVERVIEW

Marcus Theodore, representing Southridge Financial, Inc., is requesting that the City revoke the Landmark Site designation of the Thorid Peck House located at 466 South 500 East Street from the Salt Lake City Register of Cultural Resources. The house was designated along with three other properties, as a Landmark Site in July of 1982, at the request of the property owner at the time, Robert Brooks (Exhibit 1). The City process to remove a site from the Salt Lake City Register of Cultural Resources is a Zoning Map amendment under the purview of the City Council. The Zoning Ordinance requires a recommendation by the Historic Landmark Commission that is then submitted to the Planning Commission for consideration with recommendation to the City Council.

The subject property is located on the west side of 500 East Street on a .12 acre parcel that is just outside of the Central City Historic District. The centerline of 500 East Street is the western boundary of the locally-designated historic district. The base zoning of the property is RO, Residential/Office, the purpose of which is “to provide a suitable environment for existing and future mixed use areas consisting of a combination of residential dwellings and office use.” The zone encourages the maintenance and rehabilitation of appropriate existing buildings and neighborhood scale.

BACKGROUND

Historical and Architectural Significance

According to the historic site survey form prepared in 1981, this home was constructed in about 1888 by Alma S. Kendall and his wife Georgia. The couple also built the adjacent home to the north that was razed in 1984 and replaced with a parking lot (462 South 500 East). The subject property changed hands several times before it was purchased by Helena Mickelson in 1890. Although she owned the property until 1925, she only lived there from 1920-25, following her marriage to Henry E. Bassford Jr., who was a bookkeeper for Nephi Plaster & Manufacturing.

The subject property was designated as a Landmark Site in July of 1982. The house was considered historically significant for its association with the speculative housing boom of the late nineteenth-century, and architecturally significant for its Victorian Eclectic style.

The 1980 photograph included on the historic site survey form indicates that the front windows on the second story of the corner tower were changed before the survey was completed or the designation occurred. The survey noted minor alterations and classified the building as **significant**. The historic and architectural significance of the property are discussed at greater length below, in the **Analysis** section of this report.

Identification of Landmark Status

On September 30, 2005, the Planning Division sent letters to all owners of Landmark Sites notifying them of the status of their property and recorded a notice on the property. This revocation request was submitted subsequent to the recent notification. Although all structures in a locally-designated historic district have the status noted on their title, the same was not true for Landmark Sites. Prior to the 1995 Zoning Ordinance Rewrite, Landmark Sites were individually listed under Section 21.74.140 of the Zoning Ordinance. The subject property was included in this listing.

ANALYSIS

REQUIREMENTS OF THE ZONING ORDINANCE

The City Council has final decision authority with respect to Zoning Ordinance and Zoning Map amendments. Chapter 21A.50 of the Salt Lake City Code, entitled “Amendments and Special Approvals” addresses changes to the text of the zoning code and associated maps. Section 21A.50.050 outlines standards the City Council should consider when making a decision regarding a Zoning Map amendment. These standards will be evaluated by the Planning Commission during their deliberations and ultimate recommendation to the City Council. The standards for general amendments are as follows:

- A. Whether the proposed amendment is consistent with the purposes, goals, objectives, and policies of the adopted general plan of Salt Lake City.*
- B. Whether the proposed amendment is harmonious with the overall character of existing development in the immediate vicinity of the subject property.*
- C. The extent to which the proposed amendment will adversely affect adjacent properties.*
- D. Whether the proposed amendment is consistent with the provisions of any applicable overlay zoning districts, which may impose additional standards.*
- E. The adequacy of public facilities and services intended to serve the subject property, including but not limited to roadways, parks and recreational facilities, police and fire protection, schools, storm water drainage systems, water supplies, and waste water and refuse collection.*

HISTORIC LANDMARK COMMISSION REVIEW

Section 21A.34.020(D)(3) *Criteria for the Revocation of the Designation of a Landmark Site* specifies the criteria under which designation can be revoked. Section 21A.34.020(D)(1) further references Zoning Map amendments and procedures under Chapter 21A.50 of the Zoning Ordinance as listed above. In the case of Zoning Map amendments, the Historic Landmark Commission an advisory role, and makes recommendations to the Planning Commission. The Historic Landmark Commission must make its recommendation to the Planning Commission based upon the following criteria:

- a. *The property has ceased to meet the criteria for designation as a Landmark Site because the qualities that caused it to be originally designated have been lost or destroyed or the structure has been demolished.*

DISCUSSION: Building Permit records indicate the following alterations to the property occurred prior to its designation in July of 1982 (see Exhibit 3):

- An interior remodel in 1981.
- Front porch replacement in 1981. Files for the property indicate that a previous owner worked with Preservation Staff to ensure the modifications would comply with the preservation ordinance at the time.
- A rear porch addition in 1982.

The Building Permit records for work undertaken between 1982 and 2002 are included as Exhibit 3. Some of this work affected the interior of the building, and thus would not be regulated or reviewed by the Historic Landmark Commission. Other work that has occurred, including re-roofing, and the installation of new HVAC and ground air conditioning units, does not appear to have affected the historic character of the house. However, there is no record of Historic Landmark Commission approvals. Re-roofing work can be approved by the Permits office staff without a Certificate of Appropriateness, when an appropriate replacement material is used.

Furthermore, Planning staff was not able to find Building Permit records or Historic Landmark Commission approvals for the following alterations undertaken since the 1982 designation:

- Additional window replacements.
- Soffit and fascia replacement.

Although the alterations affect the historic character of the building, Planning staff is of the opinion that it is not substantial work that could not be easily reversed and restored based on available pictorial documentation.

FINDING: The property retains sufficient physical features to convey the historic character upon which the building was identified as significant in the 1980's historic resource survey (Victorian Eclectic style of architecture). No qualities causing it to be originally designated have been significantly altered; lost or destroyed that could not be restored. The essential form and integrity of the structure is unimpaired. The proposal to revoke Landmark Site designation does not meet this standard.

- b. Additional information indicates that the landmark site does not comply with the criteria for selection of a landmark site as outlined in subsection C2 of this section.*

DISCUSSION: The ordinance cites three criteria for selection of a Landmark Site in Section 21A.34.020(C)(2): historical or architectural significance, physical integrity and the age of the site. The reference to this section of the Zoning Ordinance is reinforced in the definition of a Landmark Site in Section 21A.34.020(B)(4):

A landmark site is any site included on the Salt Lake City Register of Cultural Resources that meets the criteria outlined in subsection C2 of this section. Such sites are of exceptional importance to the city, state, region or nation and impart high artistic, historic or cultural values. A landmark site clearly conveys a sense of time and place and enables the public to interpret the historic character of the site.

The specific language for the selection of a Landmark Site outlined in Section 21A.34.020(C)(2) is as follows:

The historic landmark commission shall evaluate each parcel of property within a proposed H historic preservation overlay district or the parcel of property associated with a landmark site. Individual parcels within a proposed district, the district as a whole, and landmark sites shall be evaluated according to the following:

- a. Significance in a local, regional, state or national history, architecture, engineering or culture, associated with at least one of the following;*
 - i. Events that have made significant contributions to the broad patterns of history, or*
 - ii. Lives of persons significant in the history of the city, region, state of Utah, or nation or*
 - iii. The distinctive characteristics of a type, period or method of construction; or the work of a notable architect or master craftsman, or*
 - iv. Information important in the understanding of the prehistory or history of Salt Lake City.*

Analysis:

Historical Significance of the Site: The Central City neighborhood has a complex land use pattern. It reflects the growth and changing residential patterns that took place in Salt Lake City between 1870 and 1930. During this period of change, the City experienced a shift in the economic structure of the community from an agrarian based community to that of an industrial and commercial society. This combination of activities created a dense and diverse urban environment.

Early on, Central City became known as a neighborhood for the working lower- and middle-class because of its proximity to the expanding downtown business district and nearby manufacturing and processing plants. The large blocks that once contained an agricultural landscape were not practical for a growing city. As the lots were first divided, small adobe, frame and brick cottages characterized the area. Multiple family dwellings and small scale commercial businesses also developed. Within the area today, single family homes continue to exist next to multi-family housing, converted single family homes, as well as commercial and office uses. Existing land uses surrounding the landmark site include: office uses to the south and west, office and multi-family residential uses to the north, and commercial uses to the east.

Late nineteenth century residential development in Salt Lake City includes the work of many small scale contractor/builders who contributed greatly to the character and quality of the housing stock. Each developer typically bought land and continued to subdivide by building two and three contiguous residences, often on speculation. The property located at 462 and 466 South 500 East Street was developed and sold by Alma S. Kendall and his wife between 1888 and 1890. It is associated with the transition in economic structure and shift in residential density that occurred in the city at the time. This population boom made residential development outside the central business core desirable, and the Kendall property represents the historic trend that took place for building speculative housing. It is also important to note that the 462 South 500 East Street property was not associated with the 1982 listing on the City Register of the Peck House. The subject property was recognized as a Landmark Site on its own merits.

Architectural Significance of the Site: A significant feature of the Central City neighborhood is its overall scale and simple character of the buildings. Architectural styles range with the popular styles and forms of the era. This brick house with a hip roofed main block and gabled side bays is a typical example of the Victorian Eclectic style of architecture popular in the neighboring Central City Historic District and around Salt Lake City until the turn of the century (Exhibit 7 – Developmental History of Central City). An early photograph of the property illustrates its strong association with this style including an asymmetrical façade and roof form, projecting bays, octagonal corner tower, decorative brickwork and wooden shingles on the upper half-story (Exhibit 4 – Historic Site Survey Form and Tax Photo).

Finding: The subject property represents a historic trend that made a significant contribution to the development of the Central City neighborhood and Salt Lake City as a whole. The house is associated with Salt Lake City's transformation from an agrarian landscape to an urbanized American city. For this reason, the Peck house can be considered as contributing to broad patterns of local history.

The Peck house is also significant as an example of Victorian Eclectic style architecture. This style includes characteristics such as an irregular plan, asymmetrical façade and roof form, bay windows, turrets, towers, decorative porches, dormers, segmental or arched windows, patterned wooden shingles in vertical surfaces and patterned belt courses. Even with its later additions and alterations, the property clearly illustrates the distinctive characteristics common to the architectural style.

- b. *Physical integrity in terms of location, design, setting, materials, workmanship, feeling and association as defined by the National Park Service for the National Register of Historic Places;*

Analysis: The Zoning Ordinance references the definition of “physical integrity” as described by the National Park Service for the National Register of Historic Places. An explanation of physical integrity is addressed extensively in *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation*. As stated in the Bulletin, “integrity is the ability of a property to convey its significance.”

The Zoning Ordinance also references seven qualities described in Bulletin 15 that, in various combinations, define integrity. These seven aspects are location, design, setting, materials, workmanship, feeling and association. To retain historic integrity a property will always possess several, and usually most of the aspects. Properties must not only retain their essential physical features, but the features must be visible enough to convey their significance.

In the case of the Peck house, the dominant aspects of integrity are design and materials. Design is the combination of elements that create the form, plan, space, structure and style of a property. The property continues to reflect the massing, pattern of fenestration, texture of surface materials, and type and style of ornamental detailing characteristic of the Victorian Eclectic style. The addition is placed at the rear of the building, allowing the original proportions and character of the building to remain prominent. The reconstruction of the front porch element is based on historic documentation in the form of photographs and compatible with the design of the original porch and style of the building. Although the windows have been replaced, the overall size of the openings has not changed. In term of materials, the key exterior materials, brick and wooden shingles, dating from the period of significance have been retained.

The integrity of the overall workmanship has been to some extent diminished with the removal of the original windows and soffit and fascia. The physical evidence of workmanship needed to convey the typical methods of construction and finishes of the period, such as key historic materials and form, continue to contribute to the overall integrity of the

building. Furthermore, these alterations can easily be restored using more appropriate materials.

The building has not been moved, and thus location is of minimal consideration. In terms of setting, the neighborhood has changed since the construction of the building, but it continues to be a mixed use environment. In terms of feeling and association, the house reflects the historic and aesthetic sense of its period of significance. Its character-defining features are sufficiently intact to convey its association with the transition in economic structure and shift in residential density that occurred in Salt Lake City at the time, as well as the Victorian Eclectic style of architecture.

Finding: The building maintains its physical integrity as established in Section 21A.34.020(C)(2)(b) of the Zoning Ordinance. Although the building has undergone alterations, these alterations do not obscure the character defining elements associated with the Victorian Eclectic style including: irregular plan, asymmetrical façade and roof form, bay windows, turrets, towers, decorative porches, dormers, segmental or arched windows, patterned wooden shingles in vertical surfaces and patterned belt courses. The property also continues to reflect the historic trend that took place for building speculative housing at that time.

- c. The age of the site. Sites must be at least fifty years old, or have achieved significance within the past fifty years if the properties are of exceptional importance.*

Analysis: Constructed in about 1888, the Peck House is over fifty years old, and thus meets this standard.

Finding: The building is consistent with this standard, as it is over fifty years old.

OVERALL FINDING: There is no evidence that the Landmark Site meets the criteria to revoke a designation, as required by Section 21A.34.020(D)(3). The Peck House not only meets the requirements of Section 21A.34.020(C)(2) of the Zoning Ordinance, but it is consistent with the definition of **Landmark Site** in that it continues “to convey a sense of time and place and enables the public to interpret the historic character of the site.”

- c. Additional information indicates that the landmark site is not of exceptional importance to the city, state, region or nation.*

FINDING: Planning staff has not uncovered additional information that indicates that the Landmark Site is not of importance to the city, state, region or nation. The request does not meet this standard. Furthermore, the site maintains its physical integrity as established in Section 21A.34.020(C)(2)(b) of the Zoning Ordinance.

SUMMARY OF FINDINGS

Planning staff has made the following findings:

1. The property has not ceased to meet the criteria for designation as a Landmark Site. The qualities that caused it be originally designated have not been significantly altered; lost or destroyed.
2. Additional information has not been found indicating that the property does not comply with the criteria for selection of a Landmark Site outlined in Section 21A.34.020(C)(2) of the Zoning Ordinance.
3. The site continues to be significant for its association with Salt Lake City's transformation from an agrarian landscape to an urbanized American city. The property also represents the historic trend that took place at the time for building speculative housing.
4. The site continues to display physical integrity in terms of location, design, setting, materials, workmanship, feeling and association, as defined by the National Park Service for the National Register of Historic Places.
5. The house is over fifty years old.
6. Additional information has not been found indicating that the Landmark Site is not of exceptional importance to the city, state, region or nation.

RECOMMENDATION

Based upon the comments, analysis and findings of fact noted above, staff concludes that the Peck House retains sufficient historic and architectural significance, and physical integrity to merit listing on the Salt Lake City Register of Cultural Resources. Therefore, Planning Division staff recommends that the Historic Landmark Commission forward a negative recommendation to the Planning Commission regarding this request to revoke the designation of the property located at 466 South 500 East Street as a Landmark Site.

Janice Lew
Planning Division
February 22, 2006

Attachments: Exhibit 1: Ordinance Designating Site
Exhibit 2: Minutes of Designation
Exhibit 3: Building Permit Records
Exhibit 4: Historic Site Survey Form and Tax Photo
Exhibit 5: Sanborn Maps
Exhibit 6: Photographs
Exhibit 7: Development of Central City
Exhibit 8: Submittal

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Minutes of Designation

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**Exhibit 8
Submittal**

