

**SALT LAKE CITY
HISTORIC LANDMARK COMMISSION**

**REQUEST BY CHELLI LUNDBERG WITH ADVANTAGE WINDOW & DOOR
REPRESENTING THE PROPERTY OWNER, MRS. BARBARA KIME, TO
LEGALIZE AND PERMIT REPLACEMENT WINDOWS
ON A MULTIFAMILY DWELLING AT 815 S 600 E
IN THE CENTRAL CITY HISTORIC DISTRICT.**

CASE NO. 470-07-01

FEBRUARY 7, 2007

OVERVIEW

Ms. Chelli Lundberg, customer service manager with Advantage Window & Door, has submitted a request to legalize replacement windows installed without a permit and seeks approval to replace all remaining original windows on an apartment building located at 815 South 600 East. The property, which is owned by Mrs. Barbara Kime, is located in the Central City Historic District which was locally designated as a historic district in 1991.

The base zoning of the property is RMF-30, Low Density Multifamily Residential, the purpose of which “is to provide an environment suitable for a variety of housing types of a low density nature, including multi-family dwellings.”



BACKGROUND/ PROPOSAL

According to a historic survey conducted by the Utah State Historic Preservation Office in 1989, the subject property is described as a “masonry...multiple dwelling brick block” structure in “good” condition without any alterations to the original building. The multi-family rectangular building was originally constructed in 1950. Although the building was deemed “ineligible” for historic preservation purposes at the time of the 1989 survey, the structure is now 56 years old and as such has been categorized as a “contributing structure” within the Central City historic district as per Salt Lake City Code 21.34A.020.B.2.

The structure is comprised of two stories above grade with a basement. Each level within the building contains two apartments, for a total of six units. The multi-family dwelling is characterized by a low pitch hip roof, brick façade, metal awnings along the front, and a series of fixed and casement windows of varying sizes on all sides of the building. According to a building permit issued by Salt Lake City in 1950, the original owners of the multifamily structure were S. M. Kalm and A. G. Stocking, however the Historic Survey form does not indicate the names or duration of any occupants of the apartment building.

The building exterior has not been significantly altered throughout its history. According to Salt Lake City building permit records, previous owners of the building were issued two separate plumbing permits; one in 1958 and again in 1975. For your information the current owner purchased the property in March of 2002 (approximate date). Prior to the applicant’s recent efforts to replace the original rolled steel window frames and muntins with vinyl window frames; all 36 of the original windows were intact. According to statements made by the applicant, both the homeowner and the contractor were unaware that the property was located within a historic district and that window replacement would require a building permit. As such the applicant had already replaced 19 of 36 original windows when a City building inspector noticed the work, informed the applicant regarding the need to obtain a permit, and issued a stop work order for the project on November 7, 2006. Subsequently, the applicant submitted a petition to the Historic Landmark Commission (HLC) for Minor Construction/Alteration to legalize the replacement windows already installed and permit the replacement of all remaining original windows.

The original windows were manufactured using rolled steel for the window frame, rail, stile and muntins. Single pane glass was then installed using a glazing compound, thereby creating true divided lights within each window. Most window openings utilize a combination of fixed and casement windows, which pivot vertically outward.

In a report entitled “The Repair and Thermal Upgrading of Historic Steel Windows” (Preservation Briefs 13) published by the National Park Service, which is a division of the U.S. Department of the Interior, the problems involved with repairing, restoring, and replacing rolled steel windows was carefully documented. Within this report, the National Park Service recommended, “...the retention of significant historic metal windows whenever possible. Such windows, which can be a character-defining feature of a historic building, are

too often replaced with inappropriate units that impair rather than complement the overall historic appearance.” However, the report also states that, “...when the extent of deterioration or the unavailability of replacement sections renders repair impossible, replacement of entire windows may be justified.”

Due to the level of deterioration of the original windows, and to improve climate control while reducing energy costs, the property owner desires to replace all of the original rolled steel windows with vinyl windows. Please note that although the enclosed petition does not propose changing the number or size of windows within each façade, the applicant is not proposing to replicate the divided lights in any of the replacement windows.

With regard to the applicant’s petition for legalization and replacement, staff has provided the following summary:

Front (west) Elevation.:

- Out of the seven original windows, five have already been replaced (one on the basement level, two on the first floor, and two on the second floor).
- Original windows had four steel window muntins within each sidelight, which created five vertical individual window panes. Also, each sidelight was a casement window that opened outward. The replacement vinyl windows are single-vent and double-vent horizontal sliders that do not replicate the original window grid patterns.
- Based on evaluation criteria outlined within the aforementioned Preservation Briefs 13, the two remaining windows appear to be in good repair and could be reasonably repaired if required. Seasonal installation of storm windows and caulking the masonry surrounds with a high quality elastomeric caulk could mitigate the applicant’s concern with climate control and energy costs.

Rear (east) Elevation:

- Out of the six original windows, only two single-hung replacement windows have already been installed on the rear elevation (one on the first floor and one on the second).
- Although staff does not have any photographic documentation of the rear elevation prior to the applicant’s actions, staff believes that the original window on the first floor was likely a casement and fixed window combination with eight divided lights while the second floor window was a fixed window with four divided lights.
- The four remaining original windows appear to be in various states of disrepair and may be difficult to restore based on the level of metal deterioration observed by staff.

Side (north) Elevation:

- There are a total of 11 window openings on the north side of the building, of which 6 windows have already been replaced (one single-vent slider on the basement level, two single-vent sliders on the first floor, two single-hung windows and one single-vent slider on the second floor).

- Staff does not have any photographic documentation of the north side of the building on file prior to the applicant's actions. Again staff believes that the original windows were a combination of fixed and casement windows with similar grid patterns that exist on the remaining windows.
- The five remaining original windows appear to be in various states of disrepair and may be difficult to restore based on the level of metal deterioration observed by staff.

Side (south) Elevation:

- Out of 12 original windows, the applicant has replaced 6 windows (two single-vent sliders and two single-hung windows on the first floor, and two single-vent sliders on the second floor).
- Staff does not have any photographic documentation of the south side of the building on file prior to the applicant's actions. Again staff believes that the original windows were a combination of fixed and casement windows with similar grid patterns that exist on the remaining windows.
- The six remaining original windows appear to be in various states of disrepair and may be difficult to restore based on the level of metal deterioration observed by staff.

ANALYSIS

REQUIREMENTS OF THE ZONING ORDINANCE

The Historic Landmark Commission should make findings in this case based upon Section 21A.34.020(G): *Standards for Certificate of Appropriateness for Alteration of a Landmark Site or Contributing Structure*, of the City Zoning Ordinance.

1. *A property shall be used for its historic purpose or be used for a purpose that requires minimal change to the defining characteristics of the building and its site and environment;*

DISCUSSION: No changes are proposed in the use of the building for residential purposes.

FINDING: The project is consistent with this standard.

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

DISCUSSION: The size, proportion and style of windows play a major role in a building's appearance. The design of the surrounding window casings, the dimensions and profile of window sash elements and the materials of which they were constructed are also important features.

The applicant is proposing to modify the original design of the windows by utilizing a synthetic construction material (vinyl) that may noticeably affect the historic character of the structure. Furthermore, the applicant does not intend to replicate the original window pattern (i.e. use of true divided lights) or operation (i.e. use of casement windows).

The *Design Guidelines for Residential Historic Districts in Salt Lake City* identifies the history, characteristics and goals for the historic districts within Salt Lake City. Within this report, the Central City Historic District was described as having “...*the most eclectic mix of historic architecture in Salt Lake.*” The report further states that “*The transient nature of Central City’s population encouraged the construction of many rental units, including duplexes, fourplexes and multi-unit apartment buildings.*”

Clearly, the architecture and land use of the subject property is consistent with the above descriptions of the Central City Historic District. Indeed, staff could reasonably argue that the building typifies the very nature of the Central City Historic District. Furthermore, staff believes that the rolled steel manufactured windows are the most historically defining architectural element on the otherwise non-descript building (windows constructed out of rolled steel dominated the metal window market from 1890 to 1950). However, staff believes that the following goal for the Central City Historic District should provide guidance to the HLC regarding the applicant’s petition:

“The most significant feature of this district is its overall scale and simple character of buildings as a group, as a part of the streetscape. As a result, the primary goal is to preserve the general, modest character of each block as a whole, as seen from the street. Because the overall street character is the greatest concern, more flexibility in other areas, particularly renovation details should be allowed. This goal for preservation also must be considered in the context of related neighborhood goals to attract investment and promote affordability.” (Underline added for emphasis.)

FINDING: The application meets this standard, as the applicant is not proposing to remove historic materials that *materially* characterize the property or alter historic features beyond the goals for the Central City Historic District as stated within the *Design Guidelines for Residential Historic Districts in Salt Lake City* (p. 174).

3. *All sites, structures and objects shall be recognized as products of their own time. Alterations that have no historical basis and which seek to create a false sense of history or architecture are not allowed;*

DISCUSSION: Removal of the rolled steel windows and replacing them with a synthetic material (vinyl) does not create a false sense of history because vinyl is a modern construction material.

FINDING: Vinyl windows comply with this standard to the extent that their application would not create a false sense of history.

4. *Alterations or additions that have acquired historic significance in their own right shall be retained and preserved;*

DISCUSSION: The rolled steel windows being replaced are somewhat notable historically and architecturally, however staff does not believe that the preservation of all windows is contextually significant to the stated goal of the Central City Historic District. Staff recommends that the windows along the primary building façade be repaired, restored or replaced with windows that accurately reflect the original design. All remaining windows may be permitted to be replaced as proposed.

FINDING: The primary façade and character-defining elements of the historic building as seen from the street would be somewhat negatively affected by the removal of the rolled steel windows as proposed by the applicant. Based on the stated goal and applicable design standards for the Central City Historic District, staff finds that replacement windows installed along the front of the building should only be legalized if the applicant replicates the original pattern of window muntins. The applicant has stated that window muntins could be applied to the window exterior if required by the HLC. All other windows may be maintained or replaced as previously proposed by the applicant.

5. *Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved;*

DISCUSSION:

The applicant's petition is to replace casement windows and true divided lights with horizontal sliders. Although the applicant has striven to maintain the scale and functional intent (i.e. natural light, ventilation) of the original windows, staff recommends that the original rolled steel casement windows are the most distinctive features of the building. Preservation or replication of this feature should be required along the primary building façade.

FINDING: If the enclosed petition is approved as proposed, the replacement windows would diminish the character of the historic property.

6. *Deteriorated architectural features shall be repaired rather than replaced wherever feasible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, texture and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historic, physical or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other structures or objects;*

DISCUSSION: As visible in the attached photographs, many of the existing windows are significantly deteriorated. The proposed replacement windows will retain the existing

window dimensions. However the applicant has not proposed similar window pane designs in the replacement windows.

The Historic Landmark Commission's design guidelines discuss replacement windows extensively and recommend the following:

Design Standards for Windows

3.3 Preserve the historic ratio of window openings to solid wall on a primary façade.

Significantly increasing the amount of glass on a character-defining façade will negatively affect the integrity of the structure.

3.4 Preserve the size and proportion of a historic window opening. Reducing an original opening to accommodate a smaller window or increasing it to receive a large window are inappropriate measures.

3.5 Match a replacement window to the original in its design. If the original is double-hung, then the replacement window should also be double-hung, or at a minimum appear to be so. Match the replacement also in the number and position of glass panes. Matching the original design is particularly important on key character-defining facades.

3.6 Match the profile and its components, as closely as possible to that of the original window. A historic wood window has a complex profile--within its casing, the sash steps back to the plane of the glazing (glass) in several increments. These increments, which individually only measure eighths or quarters of inches, are important details. They distinguish the actual window from the surrounding plane of the wall. The profiles of wood windows allow a double-hung window, for example, to bring a rich texture to the simplest structure. In general, it is best to replace wood windows with wood on contributing structures, especially on the primary façade. Non-wood material, such as vinyl or aluminum, will be reviewed on a case-by-case basis, and the following will be considered: will the original casing be preserved? Will the glazing be substantially diminished? What finish is proposed? Most importantly, what is the profile of the proposed replacement windows?

3.7 In a replacement window, use materials that appear similar to the original. Using the same material as the original is preferred, especially on key character-defining facades. However, a substitute material may be considered in secondary locations if the appearance of the window components will match those of the original in dimension, profile and finish.

Staff is of the opinion that the proposed window replacements are generally consistent with Guidelines 3.3 and 3.4 . However, in some locations the applicant is requesting permission to install slider windows where casement windows exist (or existed), which

does not appear to comply with Guideline 3.5. Additionally the applicant is not proposing to replicate the historic grid pattern of the original true divided lights.

Pertaining to Guideline 3.6, the applicant is proposing replacement vinyl windows manufactured by Cascade Windows that will have profiles similar to those found on wood windows not rolled steel and glaziers putty. As such, the applicant's petition does not appear to comply with this stated guideline.

Guideline 3.7 suggests using materials similar to the original windows. The applicant is proposing to install vinyl windows where the original windows are constructed of rolled steel, however vinyl windows have been previously approved on both front and rear façades within historic districts of the City.

FINDING: Because many of the original windows have already been replaced by the applicant and vinyl windows have been previously approved for installation on primary building façades, staff finds that installation of replacement vinyl windows may be appropriate if replacement windows on the primary building façade are designed with an appropriate profile and muntin configuration that replicate the original windows.

7. *Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible;*

DISCUSSION: No chemical or physical treatments are proposed as part of this request.

FINDING: This standard is not an issue for the project.

8. *Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant cultural, historical, architectural or archaeological material, and such design is compatible with the size, scale, color, material and character of the property, neighborhood or environment;*

DISCUSSION: Although the material design and appearance of vinyl windows are contemporary, preservation practices dictate that replacement windows should match the appearance of the originals to the greatest extent possible.

FINDING: The application for replacement windows does not destroy significant cultural, historical, architectural or archaeological material.

9. *Additions or alterations to structures and objects shall be done in such a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired. The new work shall be differentiated from the old and shall be compatible in massing, size, scale and architectural features to protect the historic integrity of the property and its environment;*

DISCUSSION: Because the proposed windows will retain the original dimensions, the proposed window treatment would be reversible if required.

FINDING: The new windows will be compatible in size to the original windows in order to protect the historic integrity of the property and its environment. Window replacement would be reversible if proven necessary or desirable.

10. *Certain building materials are prohibited including the following:*

a. *Vinyl or aluminum cladding when applied directly to an original or historic material, and*

b. *Any other imitation siding material designed to look like wood siding but fabricated from an imitation material or materials;*

DISCUSSION: No new siding materials are proposed as part of this request.

FINDING: This standard does not apply to this project

11. *Any new sign and any change in the appearance of any existing sign located on a landmark site or within the H historic preservation overlay district, which is visible from any public way or open space shall be consistent with the historic character of the landmark site or H historic preservation overlay district and shall comply with the standards outlined in Part IV, Chapter 21A.46, Signs;*

DISCUSSION: Signage is not a component of this project.

FINDING: This standard does not apply to the project.

12. *Additional design standards adopted by the historic landmark commission and city council.*

DISCUSSION: The Historic Landmark Commission's *Design Guidelines for Residential Historic Districts in Salt Lake City* is applicable in this case and was discussed above.

FINDING: Because vinyl windows have been previously approved for installation on buildings within the Central City Historic District, staff finds that the proposed vinyl windows are acceptable for the north, south and east sides of the building and recommends that the applicant be required to repair, restore or replicate the original windows along the primary building façade (west side) with an appropriate profile and muntin configuration.

RECOMMENDATION

Staff finds that the proposal to install vinyl windows at 815 South 600 East does comply with the City's historic preservation standards and objectives as stated above and recommends that

the Historic Landmark Commission approve Case 470-07-01 with the condition that the replacement windows along the primary building façade (west side) replicate the original window muntins.

Michael D. Maloy, AICP
Principal Planner
January 30, 2007

Attachments: Exhibit 1: Photographs

Exhibit 1
Photographs

HLC STAFF REPORT, CASE NO. 470-07-01

FEBRUARY 7, 2007