

**SALT LAKE CITY
HISTORIC LANDMARK COMMISSION**

**REQUEST BY PROPERTY RESERVE, INC. TO RELOCATE A LANDMARK
DESIGNATED SITE CONSISTING OF THE ZCMI FACADE
GENERALLY LOCATED AT 15 SOUTH MAIN STREET
PETITION 470-06-49
WEDNESDAY, JUNE 6, 2007**

OVERVIEW

Property Reserve Inc. is requesting that the City allow the relocation of a Landmark Site, the ZCMI façade, generally located at 15 South Main Street to a new site slightly to the north of the existing location. The façade is both a remnant of the original cast iron structure and a 1970's recreation of the original façade. On September May 22, 1970, the façade was placed on the National Historical Register. The site was subsequently listed on the City register.

The subject property is located on the east side of Main Street as part of the old ZCMI (Macys) Department Store and shopping mall that will redevelop as part of the City Creek Center project. The façade will be relocated because the Macys Department Store is being replaced and will move closer to the Zion's Bank Building, approximately 25 feet north of its existing location (the space now occupied by the food court between Zion's Bank and Macys will no longer exist.) The façade is a designated Landmark site and is not within a historic district. The base zoning of the property is D-1, Central Business District, the purpose of which is "to foster an environment consistent with the area's function as the business, retail and cultural center of the community and the region. Inherent in this purpose is the need for careful review of proposed development in order to achieve established objectives for urban design, pedestrian amenities and land use control, particularly in relation to retail commercial uses."

BACKGROUND

Historical and Architectural Significance

According to the historic site survey form prepared in 1970, the facade was constructed in three phases: 1876, 1880 and 1901. The façade was part of the original Zion's Cooperative Mercantile Institution. The site on Main Street was chosen for the location of the original store in 1875. The central portion of the existing façade was the façade of the original building. Additional attachments to the façade were created as the store expanded. The northern and last part of the façade was not constructed out of cast iron but of sheet tin to match the cast iron of the original façade. The façade was preserved after public outcry over its potential demise with the construction of the ZCMI Center during the 1970's. The central portion of the façade is largely the original materials; however, portions of the

façade, particularly the ground level and the last addition (which was not constructed of cast iron) were recreated to replicate the complete façade.

The façade is not in its exact original location. However it is in the same general vicinity.

ANALYSIS

In considering an application for a certificate of appropriateness for relocation of a landmark site or a contributing structure, the Historic Landmark Commission shall find that the project substantially complies with the following standards:

21A.34.020 I Standards For Certificate Of Appropriateness For Relocation Of Landmark Site Or Contributing Structure:

1. The proposed relocation will abate demolition of the structure;

DISCUSSION: The relocation is not of an entire structure, but merely the cast iron façade of the original structure that was demolished in the 1970's. The façade treatment as executed during 1970's construction (being hung on a modern building) has been both praised and criticized by architectural historians. Regardless; the cast iron façade has become an icon for the ZCMI Center and the larger community and remains an important symbol of Downtown.

The façade will continue to be the façade of the proposed new Macys Department Store that will be reconstructed as part of the new City Creek development.

FINDING: The proposed relocation will continue the use of the façade as the front piece of a department store, which is its historical use and thus abates the demolition of this historic landmark.

2. The proposed relocation will not diminish the overall physical integrity of the district or diminish the historical associations used to define the boundaries of the district;

DISCUSSION: The façade is not within a historic district but is listed individually. It is proposed to be dismantled catalogued and stored while construction of the City Creek Center progresses. Upon completion of the new development, the façade will once again be the façade of a major department store.

The proposed new site is within the same general location of the original. The current location is not exactly the original location.

FINDING: The proposal to relocate the Landmark Site meets this standard.

3. The proposed relocation will not diminish the historical or architectural significance of the structure;

DISCUSSION: The existing façade, once relocated, will continue to be the façade of a department store. It will also be located in the same general location.

The façade relocation meets the following design guidelines:

2.1 Preserve the historic appearance of original materials.

Preservation includes proper maintenance of the material to prevent deterioration.

2.5 Repair deteriorated primary building materials.

Isolated areas of damage may be stabilized or fixed, using consolidants. Epoxies and resins may be considered for wood repair and special masonry repair components also may be used.

2.8 Match the original material in composition, scale and finish when replacing materials on primary surfaces.

If the original material was wood clapboard, for example, then the replacement material should be wood. It should match the original in size, the amount of materials exposed, and in finish, traditionally a smooth finish, which was then painted. The amount of exposed lap should match. Replace only the amount required. If a few boards are damaged beyond repair, then only they should be replaced, not the entire wall.

6.1 Protect and maintain significant stylistic elements.

Distinctive stylistic features and examples of skilled craftsmanship should be treated with sensitivity. The best preservation procedure is to maintain historic features from the outset so that intervention is not required. Protection includes maintenance through rust removal, caulking, limited paint removal and reapplication of paint.

6.2 If replacement is necessary, design the new element using accurate information about original features.

The design should be substantiated by physical or pictorial evidence. One of the best sources for historic photographs is Salt Lake County Records Management, which maintains early tax photographs for thousands of buildings. In historic districts, intact structures of similar age may offer clues about the appearance of specific architectural details or features. Speculative reconstruction is not appropriate for individual landmarks, as these structures have achieved significance because of their historical and architectural integrity. This integrity may be jeopardized by speculative reconstruction. Replacement details should match the original in scale, proportion, finish and appearance

6.3 Develop a new design for the replacement feature that is a simplified interpretation when the original element is missing and cannot be documented.

The new element should relate to comparable features in general size, shape, scale and finish. Such a replacement should be identifiable as being new. Use materials similar to those that were used historically, if feasible.

FINDING: The proposal to relocate this Landmark Site will not diminish the historical significance of the structure.

4. The proposed relocation will not have a detrimental effect on the structural soundness of the building or structure;

DISCUSSION: The historic landmark site is a façade only and does not have an associated historic building; therefore its removal and relocation are less complicated than moving an entire structure. The proposal is to dismantle the façade, store it and rebuild it as the façade of the new Macys. Because the façade is cast iron, dismantling and reconstruction are less of a risk than moving a masonry structure. A contract with a construction company has not yet been finalized for the relocation of the façade. Final details of the plan for its dismantling and storage, including an analysis of the qualification of the contractor, should be reviewed by staff prior to the execution of any dismantling of the structure.

The façade has been freestanding for the last 30 years. It is possible that the new department store may wish to integrate the façade more fully into the new construction, i.e.; replacing windows and actively using the façade rather than “hanging” it from the front of another façade. Final plans for the new construction are in development and not available at this time. Issues include grade changes, display windows, etc. The Historic Landmark Commission should require the final design be reviewed to insure that the ultimate relocation and reconstruction is sympathetic to the original character of the façade.

Standards appropriate to the criteria include the following:

2.1 Preserve the historic appearance of original materials.

Preservation includes proper maintenance of the material to prevent deterioration.

2.3 Consider removing later covering materials that have not achieved historic significance.

Once the siding is removed, repair the original material. Removal of other materials, such as stucco, must be tested to assure that the original material will not be damaged. If masonry has a stucco finish, removing the covering may be difficult, since original brick finishes were sometimes chipped to provide a connection for the stucco application. If removing stucco is to be considered, first remove the material from a test patch to determine the condition of the underlying masonry.

2.5 Repair deteriorated primary building materials.

Isolated areas of damage may be stabilized or fixed, using consolidants. Epoxies and resins may be considered for wood repair and special masonry repair components also may be used.

2.7 Use the gentlest means possible to clean the surface of a structure.

Perform a test patch to determine that the cleaning method will cause no damage to the material surface. Many procedures can actually have an unanticipated negative effect upon building materials and result in accelerated deterioration or a loss of character. Harsh cleaning methods, such as sandblasting, damage the weather-protective glaze on brick and change its historic appearance. Such procedures are prohibited. If cleaning is appropriate, a low pressure water wash is preferred. Chemical cleaning may be considered if a test patch is first reviewed.

2.8 Match the original material in composition, scale and finish when replacing materials on primary surfaces.

If the original material was wood clapboard, for example, then the replacement material should be wood. It should match the original in size, the amount of materials exposed, and in finish, traditionally a smooth finish, which was then painted. The amount of exposed lap should match. Replace only the amount required. If a few boards are damaged beyond repair, then only they should be replaced, not the entire wall.

2.9 Do not use synthetic materials, such as aluminum or vinyl siding or panelized brick, as a replacement for primary building materials.

In some instances, substitute materials may be used for replacing architectural details but doing so is not encouraged. If it is necessary to use a new material, such as fiberglass for a replacement column, the style and detail should match that of the historic model. Primary building materials such as masonry, wood siding and asphalt shingles shall not be replaced with synthetic materials. Modular materials may not be used as replacement materials. Synthetic stucco, and panelized brick, for example, are inappropriate.

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6.2 If replacement is necessary, design the new element using accurate information about original features.

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6.3 Develop a new design for the replacement feature that is a simplified interpretation when the original element is missing and cannot be documented.

The new element should relate to comparable features in general size, shape, scale and finish. Such a replacement should be identifiable as being new. Use materials similar to those that were used historically, if feasible.

FINDING: The property retains sufficient physical attributes; however the staff should review final plans for the dismantling and storage of the façade and review the qualifications of the contractor. The Historic Landmark Commission should require

that the new design and placement of the façade be reviewed by the full Commission once the final design of the new department store is complete.

5. A professional building mover will move the building and protect it while being stored; and

DISCUSSION: The façade itself is not being relocated intact; it is being dismantled and reconstructed. Property Reserve, Inc. has not indicated who the final contractor will be for the façade dismantling, storage and relocation.

The entity hired to do the relocation should be evaluated by staff if the Historic Landmark Commission determines that the standards to relocate historic structures have been satisfied.

FINDING: A professional building mover shall be hired by the applicant to relocate the structure and protect it until it is properly placed in its new location.

6. A financial guarantee to ensure the rehabilitation of the structure once the relocation has occurred is provided to the city. The financial guarantee shall be in a form approved by the city attorney, in an amount determined by the planning director sufficient to cover the estimated cost to rehabilitate the structure as approved by the historic landmark commission and restore the grade and landscape the property from which the structure was removed in the event the land is to be left vacant once the relocation of the structure occurs.

DISCUSSION: The reconstruction of the façade has been integrated into the overall costs of redeveloping Crossroads and ZCMI Centers into the new City Creek Center. If the relocation is approved, the applicant will be required to submit a financial guarantee to ensure the structures is rehabilitated. The guarantee will be approved by the City Attorney. The Planning Commission is reviewing the overall City Creek Center design. The relocation should be conditioned on the site plan being approved through the Planned Development process.

FINDING: The applicant must submit, in a form approved by the City Attorney, a financial guarantee to ensure the rehabilitation of the structure at the proposed location and provide a copy to the Planning Director of the estimated cost in relocating the facade. The estimated cost should reflect the bids that the applicant has received to move the building.

RECOMMENDATION

Based upon the comments, analysis and findings of fact noted above, staff concludes that the ZCMI facade has been moved from its original location but retains sufficient historic and architectural significance and physical integrity to merit continued listing on the Salt Lake City Register of Cultural Resources. Therefore, Planning Division staff recommends that the Historic Landmark Commission allow the façade to be dismantled stored and reconstructed approximately 25 feet north of its present location as part of the façade of a

new department store. The Staff recommends that the new department store design be reviewed by the Landmark Commission once final design for the building has been proposed.

Staff finds that the proposed development meets the standards specified in the ordinance, and recommends approval of this project, with the following conditions:

- 1) This approval is for the relocations only; all other City requirements must be met prior to obtaining a building permit.
- 2) That the applicant provides staff with information on the contractor who has been hired to do the work. The information shall include the preferred method for relocating the structure and a plan to reestablish any elements that are damaged as part of the relocation process.
- 3) That the petitioner submits a bond, pursuant to City requirements, prior to the issuance of a permit for moving the structures.
- 4) That the proposed location of the facade is subject to Planning Commission approval of the City Creel Center Planned Development.
- 5) The final location and design of the new department store will be reviewed by the Historic Landmark Commission

If the Historic Landmarks Commission determines that other design features are required, Staff recommends that the Commission include those features as conditions of approval.

Doug Dansie
Planning Division
May 31, 2007

Attachments: Exhibit 1: National Register Inventory
Exhibit 2: Article regarding facade
Exhibit 3: Submittal

Exhibit 1
National Register Form

Exhibit 2
Article regarding facade

Exhibit 3
Submittal