

HISTORIC LANDMARK COMMISSION STAFF REPORT



Planning Division
Department of Community and
Economic Development

Clay Home Minor Alterations 589 E. Sixth Avenue PLNHLC2009-00525 July 1, 2009

Applicant: Jeff Armstrong,
contractor

Staff: Janice Lew, 535-7625
janice.lew@sclgov.com

Tax ID: 09-32-301-006

Current Zone: SR-1A, Special
Development Pattern Residential

Master Plan Designation:
Low Density Residential

Council District:
District 3 – Eric Jergensen

Lot Size: 0.06 acres (2,614
square feet)

Current Use: residential

**Applicable Land Use
Regulations:**

- Section 21A.34.020
- Chapter 21A.20

Notification:

- Notice mailed on June 16,
2009
- Agenda posted on the
Planning Division and Utah
Public Meeting Notice
websites June 17, 2009

Attachments:

- A. Application
- B. Documentation
- C. Photographs

Request

The applicant requests that the Historic Landmark Commission approve alterations to the historic site located at 589 E. Sixth Avenue. Site work on the property was initiated without either a Certificate of Appropriateness or building permit. Planning Staff elected to refer the administrative approval request to the Historic Landmark Commission because of the extent of the changes to the front of the property as viewed from the street. Changes to the home include:

1. Alterations to the steps to the front entrance and walkway,
2. changes to the slope, and
3. new retaining.

Staff Recommendation

Based on the analysis and findings of this staff report, it is the Planning staff's opinion that the project fails to substantially meet the standards that pertain to the application (2, 5, 8 and 9) and therefore, recommends the following:

1. That the Historic Landmark Commission denies the request to cover the steps to the front entrance and walkway, because the proposed design is not compatible with the historic character of the house. The new stone work shall be removed.
2. That the Historic Landmark Commission denies the request to change the historic slope of the site, as this modification negatively affects the historic character of the individual site and its context as seen from the street. The historic topography shall be restored.
3. The Commission denies the request to install new retaining in the front of the property as the design and configuration is inconsistent with the historic character of the building and neighborhood. Should the applicant present a design that is similar in scale, texture, finish, and configuration with those used historically, staff requests that the Commission direct staff to administratively approve the alterations.
4. Approval of the final details of the design shall be delegated to the Planning Staff based upon direction given during the hearing from the Historic Landmark Commission.
5. The project must meet all other applicable City requirements, unless otherwise modified within the authority of the Historic Landmark Commission, Administrative Hearing Officer, or Board of Adjustment.
6. Following the decision by the Commission, written notice of the violation as outlined in Chapter 21A.20 shall be provided to the property owner and any other person determined to be responsible for said violation. If the violation remains uncured after sixty (60) days from the receipt of this notice, a certificate of noncompliance shall be filed with the Salt Lake County Recorder.

VICINITY MAP



Background

Project Description

According to the historic site form prepared in 1979, this one-and-a-half-story Victorian eclectic house with a gable-front was built in 1904 by Midgley-Bodel Co. for investment purposes. The developer of this home, 579 and 583 E. Sixth Avenue, and 315 N. 'I' Street, probably chose the design from an architectural pattern book. The front porch element on this house, however, has been enclosed. The original progression of spaces between the street and the house may have begun with a series of steps leading to the sidewalk; this in turn was followed by a continuation of the steps, coupled with landings and landscape features. The repetition of this progression of spaces, including park strips, retaining walls, walkways, steps, and porches, enhances the character of the streetscape and creates a sense of continuity in the district.

Upon receipt of a Certificate of Appropriateness application for this property, Planning staff conducted a site visit on May 20, 2009 and found that the work was already underway without the appropriate permits. A stop work order was then issued by a Housing/Zoning Officer. The scope of work includes:

- Front – Changes to the slope, new retaining, and a stone covering on the stairs and walkway.
- Rear - Removal of the accessory structure, new driveway and foundation wall for an accessory structure, new paving, and fencing for trash receptacles.

Due to the extent of the changes to the front of the property, Planning staff refers this portion of the request to the Historic Landmark Commission for consideration. Staff is of the opinion that the remainder of the work at the rear of the property can be approved administratively, once the applicant submits additional information about the work that was completed to augment the drawings.

Comments

Public Comment

No public comment regarding this application has been received.

Project Review

Analysis and Findings

Findings

21A.34.020 H Historic Preservation Overlay District:

G. Standards for Certificate of Appropriateness for Alteration of a Landmark Site or Contributing Structure. In considering an application for a certificate of appropriateness for alteration of a landmark site or contributing structure, the historic landmark commission, or the planning, for administrative decisions, shall find that the project substantially complies with all of the following general standards that pertain to the application and that the decision is in the best interest of the city:

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;

Analysis: 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;

Analysis: A series of spaces between the street and the house is typical of most historic houses. This progression of entry elements is important because it contributes strongly to the historic character of a site and creates a sense of visual continuity on the block and within a historic district. Landscape features that are important in defining historic character may include retaining walls, fences, walkways, steps, landings, and porches, as well as unique trees, bushes, and topography.

The repetition of retaining walls throughout the Avenues Historic District lends a sense of continuity and character to the neighborhood. Particular care should be taken not to radically modify historic slopes as seen from the street since grading patterns are important characteristics of a site that should be preserved. The use of appropriate materials is a key factor in preserving historic character and the relationship between a historic building and its context. Concrete is the traditional paving material for sidewalks in the districts.

Design Standards for Site Features

1.1 Preserve historically significant features. These may include historic retaining walls, irrigation ditches, gardens, driveways and walkways. Fences and street trees are also

examples of original site features that should be preserved. Sidewalks, parkways, planting strips, street trees and street lighting are examples of historic streetscape elements that should be considered in all civic projects.

1.8 Preserve the historic grading design of the site. Altering the overall appearance of the historic grading is inappropriate. While some changes may be considered, these should remain subordinate and the overall historic grading character shall be preserved.

New Construction

Materials

11.15 Use building materials that contribute to the traditional sense of scale of the block. This will reinforce the sense of visual continuity in the district.

11.16 New materials that are similar in character to traditional materials may be acceptable with appropriate detailing. Alternative materials should appear similar in scale, proportion, texture and finish to those used historically. They also must have a proven durability in similar locations in this climate. Metal products are allowed for soffits and eaves only.

General Design Standards

Landscaping

12.9 The use of traditional site structures is encouraged. Constructing retaining walls and fences that are similar in scale, texture and finish to those used historically is appropriate.

Finding: Changing site features which are important in defining the overall historic character of a property and streetscape will result in alterations that detract from the historic integrity of the property and its context. In this case, the overall appearance of the new site work, including changes to the slope and new retaining, significantly affects the visual continuity and cohesiveness of the block, and is therefore inconsistent with this standard. The alterations to the design of the steps and walkway, that include covering the existing concrete elements with a stone material, are also inconsistent with this standard. The new material does not appear similar in scale, proportion, texture, and finish to those used historically.

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;

Analysis: The curvilinear design of the retaining walls and size of the rocks, as well as the new stone covering of the front steps and walkway are clearly contemporary additions to the property.

Finding: The project complies with this standard to the extent that the alterations would not create a false sense of history. Introducing new finishing materials and new designs for retaining walls can help convey the fact that an alteration is new. However, the overall impact of the changes to this property and streetscape is substantial given the drastic grade changes to the site, the configuration and scale of the retaining, and visibility of the proposed improvements from the public way.

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

Analysis: Based upon the 1911 Sanborn Map, the front porch enclosure is not original to the design of the home and the walkway may have been altered to accommodate this addition. Since the porch enclosure removed important character-defining features from the building and is inconsistent with the architectural style

of the house, this feature is an inappropriate alteration that detracts from the historic character of the building. Therefore, staff is of the opinion that the addition is not architecturally significant.

Finding: The project is consistent with this standard in that the removal of alterations and additions that have acquired historic significance in their own right is not part of this application.

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

Analysis: The site, including its associated features, contributes to the overall character of a historic property and historic district. As a result, the relationship between the building and landscape features within a site's boundaries and streetscape should be considered in the overall planning for new site work. Removing or radically changing site features which are important in defining the character of a property diminish its historic integrity.

Finding: The project fails to comply with this standard because it introduces new retaining features in the front yard that are visually incompatible in terms of scale, material, and configuration with the character of the historic property, and destroy the historic grade of the site.

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;

Finding: The replacement of deteriorated architectural features is not a component of this project. Therefore, this standard does not apply to the project.

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;

Analysis: 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;

Analysis: Because the historic character of the site was diminished by the removal of important architectural materials and features, preservation practices dictate that replacement materials and features should match the appearance of the originals to the greatest extent possible or are designed to be compatible with the historic character of the site.

Finding: The application presents large rock retaining walls that drastically change the historic grade of the site. In this case, the use of stone as a replacement material is inconsistent with this standard because the scale, proportion, texture and finish to those used historically.

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;

Analysis: The alterations are generally inconsistent with this standard of the ordinance and the design guidelines because the primary façade and character-defining features of the site as seen from the street have been negatively affected by the improvements. The new work is distinguishable from the old, but to the extent that it diminishes the historic character of the property. It would be possible, although not likely, to remove the alterations in the future.

Finding: The new work is inconsistent with this standard because the new elements are incompatible in terms of massing, size, scale, and material, thereby compromising the historic integrity of the property and district.

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;**

Analysis: The use of prohibited building materials is not a component of this project.

Finding: This standard does not apply to the 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;

Analysis: 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.

Analysis: The Historic Landmark Commission's *Design Guidelines for Residential Historic Districts in Salt Lake City* is applicable in this case.

Finding: The project is inconsistent with standards 2, 5, 8 and 9 as noted above and not supported by the design guidelines mentioned in this staff report. Standards 6, 7, 10 and 11 do not pertain to the project.

Attachment A
Application

Shawn Clay Residence
589 E 6th Ave.

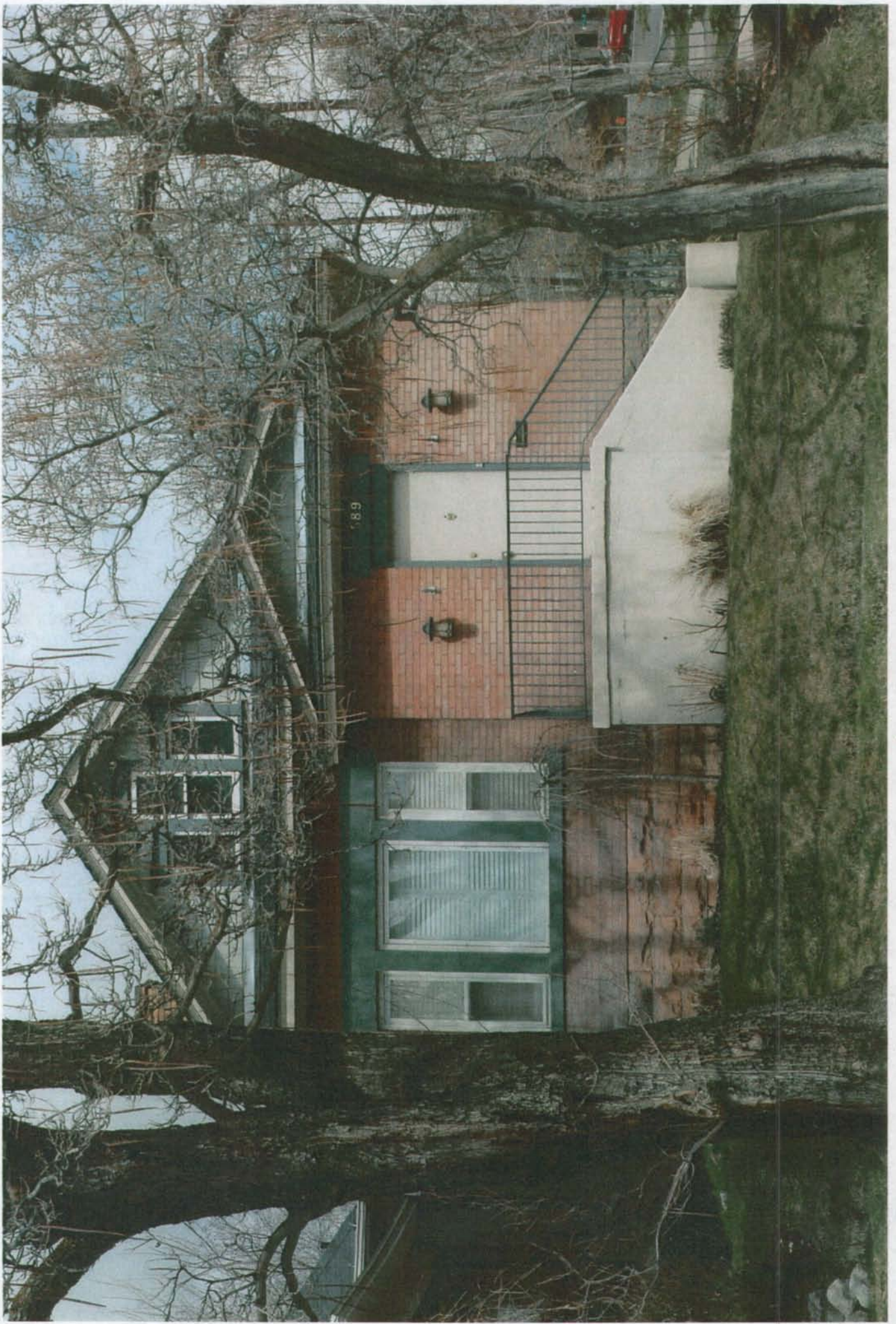
- New Rockwalls as shown
on S. Elevation. Porch / Stairing
Railings to remain.
New irrigation and planters.

- Replace sod / irrigation on
East property

- Create Aesthetic 4' trex garbage
barrier.

- Replace Grey Driveway and wall
concrete w/ similar.

- Pour Neutral tone textured
concrete between home and
driveway w/ stairing between.



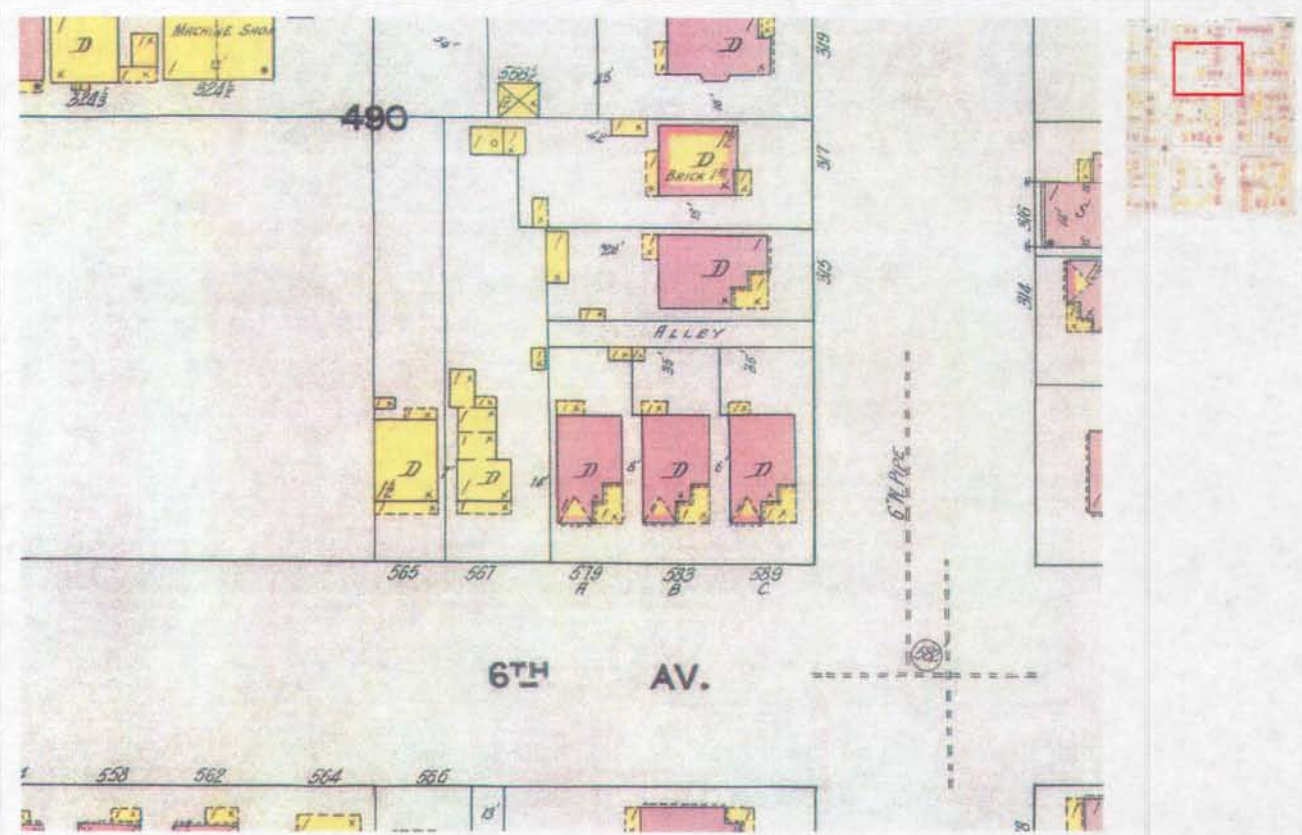
South Elevation



Attachment B
Documentation



Sheet 044



City	Salt Lake City, Utah
Date.Original	1911
Map Sheet Number	Sheet 044
Street Names	7th Avenue; 6th Avenue; 5th Avenue; 4th Avenue; H St.; I St.; J St.
Business/building names	Fire Department Engine House No. Four (4)
Creator	Sanborn D A
Subject	Sanborn Fire Insurance Maps; maps; urban development; city planning
Publisher	J. Willard Marriott Library, University of Utah
Type	Image
Format.Use	image/jp2
Source.Physical	54 cm x 64 cm
Identifier	G4344_S3_6475_1911_S35_V1_044.tif
Format.Creation	Leica S1 Pro scanning camera; Hasselblad CFI 50mm F/4 lens; f/11, Kaiser Softlite ProVision 6x55W fluorescent 5400K daylight, tif: 4000 x 4800 pixels, 36-bit color
Language	en
Rights Management	Digital image copyright 2001, University of Utah. All rights reserved.
Website	http://www.lib.utah.edu/digital/sanborn/
Owning Institution	Western Americana Division, Special Collection, J. Willard Marriott Library, University of Utah, 295 S. 1500 East, Salt Lake City, UT 84112
Scanning Technician	Kelly Taylor
Metadata Cataloger	Clifton Brooks/Kelly Taylor

Address 589 6th ave

Date 6/10

1926

Owner Lewis Booth.

Building Permit No. 811-5-15-32

Electrical Permit No. 12-9197-10476-10-9968-1-16-30

Plumbing " " 16-9216-5-14-31-16-9516-5-22-31

Elec Permit No. 23285-12-10-58

Building Permit No.

Electrical " " 40-9219-5-9-31-3091-1-5-57-838-6-13-33

Plumbing " " 17811-3-22-50

Building " "

Electrical " " 4152-6-29-55

Plumbing Mech. 16747-6-21-76

Researcher: Mark H. Lundgren
Date: April 23, 1979

Site No. _____

Utah State Historical Society
Historic Preservation Research Office
Structure/Site Information Form

1 IDENTIFICATION

Street Address: 589 6th Avenue Plat D Bl. 90 Lot 1
Name of Structure: T. R. S.
Present Owner: Quigley, Erma B. UTM:
Owner Address: 589 6th Ave., SLC, Utah Tax #: 04-1422

2 AGE/CONDITION/USE

Original Owner: Charles W. Midgley Construction Date: 1904 Demolition Date:
Original Use: single-family
Present Use: Occupants:
 Single-Family Park Vacant
 Multi-Family Industrial Religious
 Public Agricultural Other
 Commercial
Building Condition: Integrity:
 Excellent Site Unaltered
 Good Ruins Minor Alterations
 Deteriorated Major Alterations

3 STATUS

Preliminary Evaluation: Final Register Status:
 Significant National Landmark District
 Contributory National Register Multi-Resource
 Not Contributory State Register Thematic
 Intrusion

4 DOCUMENTATION

Photography: Date of Slides: 5/77 Date of Photographs:
Views: Front Side Rear Other Views: Front Side Rear Other

Research Sources:
 Abstract of Title City Directories LDS Church Archives
 Plat Records Biographical Encyclopedias LDS Genealogical Society
 Plat Map Obituary Index U of U Library
 Tax Card & Photo County & City Histories BYU Library
 Building Permit Personal Interviews USU Library
 Sewer Permit Newspapers SLC Library
 Sanborn Maps Utah State Historical Society Library Other

Bibliographical References (books, articles, records, interviews, old photographs and maps, etc.):

Salt Lake County Plat Records: 1890-1939.
Polk, SLC Directories, 1903-1925
"Midgley, Chas.W.," Deseret News, Aug.12, 1937, and Aug.16, 1937,p.12.
SLC Building Permit #328, October 1, 1904

Architect/Builder:

Building Materials: brick Building Type/Style: Victorian eclectic

Description of physical appearance & significant architectural features:

(Include additions, alterations, ancillary structures, and landscaping if applicable)

This is a one-and-one half story Victorian eclectic house with gabled end facing the street. The shingled gable has a flat palladian window scheme and also has a heavy raked cornice overhang. On the first floor there is a large bay window flanked by two narrower double hung windows, under a large lintel. Under the smaller projecting gable there may once have been a front porch. Presently this smaller projecting wall has a door and the front.

-----Phillip Neuberg

Building permit:

#2114 to Anderson R.E. and Ins. Co. 1/13/02 4 brk res. \$12,000.



Statement of Historical Significance:

- | | | | |
|---|---|--|---|
| <input type="checkbox"/> Aboriginal Americans | <input type="checkbox"/> Communication | <input type="checkbox"/> Military | <input type="checkbox"/> Religion |
| <input type="checkbox"/> Agriculture | <input type="checkbox"/> Conservation | <input type="checkbox"/> Mining | <input type="checkbox"/> Science |
| <input type="checkbox"/> Architecture | <input type="checkbox"/> Education | <input type="checkbox"/> Minority Groups | <input type="checkbox"/> Socio-Humanitarian |
| <input type="checkbox"/> The Arts | <input type="checkbox"/> Exploration/Settlement | <input type="checkbox"/> Political | <input type="checkbox"/> Transportation |
| <input type="checkbox"/> Commerce | <input type="checkbox"/> Industry | <input type="checkbox"/> Recreation | |

The Victorian Style, materials and massing of this house contribute to the architectural character of the Avenues. The developer of this group of houses probably chose the designs from an architectural pattern book, a common practice in the district.

This home and 579, 583 6th, 315 I were built by Midgley-Bodel Co. (real estate) for investment purposes. The property was owned by Charles W. Midgley.

Charles owned the property.

Midgley was a local art supply dealer, real estate speculator, and theatre operator. He was associated with the American and Liberty Theatres in Salt Lake. He later moved to California where he died.

Subsequent owners:

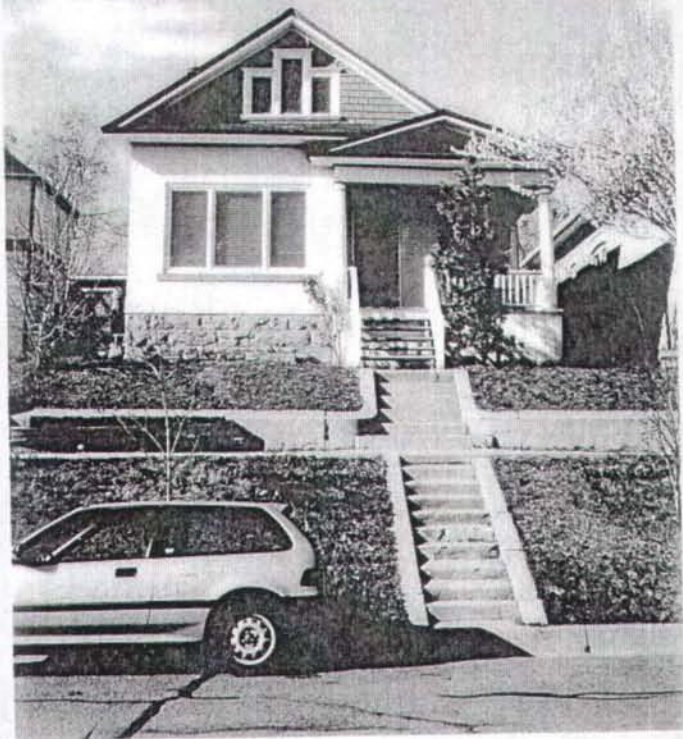
A.W. Smith and Co.
David McCleery
Herman Bamberger
Edward Lichliter
Anina K. Egan

589 6th Ave



1995

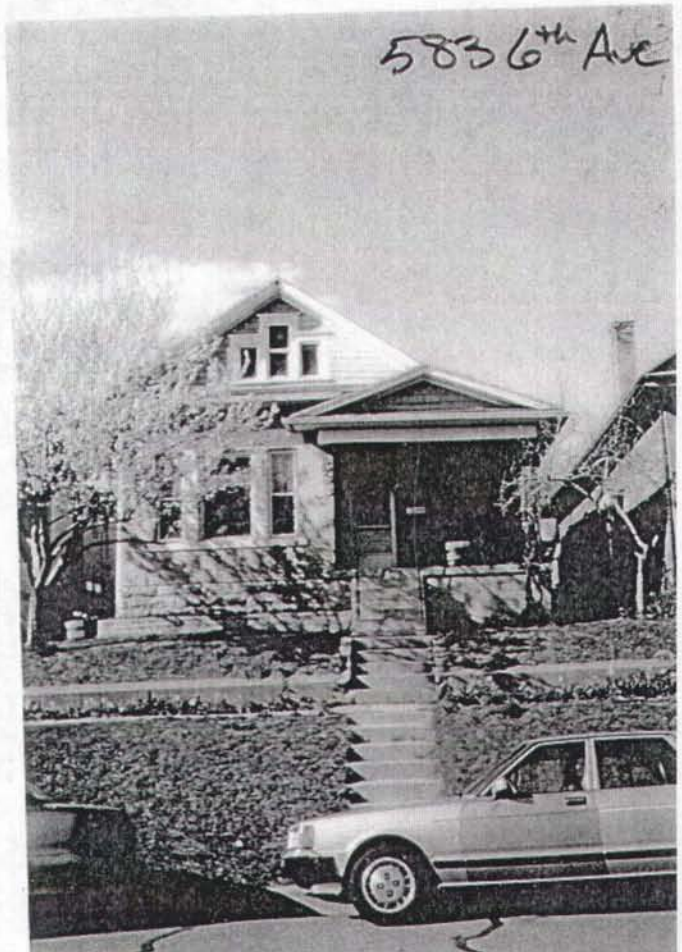
579 6th Ave



567 6th Ave



583 6th Ave



Attachment C Photographs



6th Ave

6th Ave

South Elevation



East Side of Property





