

HISTORIC LANDMARK COMMISSION

32 N. H STREET MINOR ALTERATION – WINDOW REPLACEMENT PLNHLC2013-00233 JUNE 6, 2013



Planning and Zoning Division
Department of Community and
Economic Development

Applicant: Bill Jefferies

Staff: Lex Traugher
lex.traugher@slcgov.com
(801)535-6184

Tax ID: 09-31-488-002

Current Zone: RMF-35
(Moderate Density Multi-Family
Residential District)

**Avenues Master Plan
Designation:** Medium Density
Residential

Council District:
District 3–Stan Penfold

Lot Size: ~.13 Acres or 5,663
square feet

Current Use: Multi-family

**Applicable Land Use
Regulations:**

- 21A.34.020 – H Historic
Preservation Overlay District

Notification:

- Notice mailed: May 23, 2013
- Agenda posted on the Planning
Division and Utah Public
Meeting Notice websites: May
23, 2013
- Property posted: May 21, 2013

Exhibits:

- A. Survey Information
- B. Photos
- C. National Register Bulletin

Request

The applicant, Bill Jefferies, requests approval to replace the majority of the windows in the structure located at the above referenced address in the Avenues Historic District.

Requested Action of the Historic Landmark Commission

Planning Staff is asking that the Historic Landmark Commission make a determination as to whether or not the subject building is a contributing structure in the District. This decision affects the manner by which the window replacement request will be reviewed and ultimately decided.

If it is determined that the subject building is contributing, then the request will be evaluated based on Salt Lake City Zoning Ordinance Section 21A.34.020(G) – Standards for a Certificate of Appropriateness for Alteration of a Landmark Site or Contributing Structure. A staff report would be prepared for consideration and action by the Historic Landmark Commission at a future hearing.

If it is determined that the subject building is non-contributing, then the request will be evaluated based Salt Lake City Zoning Ordinance Section 21A.34.020(H) – Standards for a Certificate of Appropriateness Involving New Construction or Alteration of a Non-Contributing Structure. Planning Staff would then decide the matter administratively.

Project Information

Request

The applicant has submitted an application for a Certificate of Appropriateness for the replacement of all the windows in the subject home. The applicant proposes to repair the existing wood window frames and install new vinyl sashes into the existing opening. The proposed windows are double glazed, single/double-hung style windows, with internal muntins. The applicant has already purchased the windows and has already installed at least one, if not more, of the replacement windows.

History

According to survey records (Exhibit A), the subject building was originally constructed as a single-family residence in 1898. The home is a Foursquare (Box) type structure made of brick, having two stories with a hip roof, a front center dormer window and side chimneys. The front windows are paired, and all are single/double-hung in brick arched openings. The center front door, also an arched opening, has double doors with a transom above. A metal and canvas canopy structure now surrounds the front door. Above the front doors is a second story opening, now containing a large window, which at one time allowed access to a second story balcony. Attached is a photo obtained from the State archives collection showing the front porch and balcony structure as it once existed (Exhibit B). Finally, records indicate that the structure was converted to five apartment units in 1932.

The structure has obviously been altered over the years. The porch and upper deck/balcony that once spanned the front façade have been entirely removed. A concrete landing and iron canopy have been added at the front door. There has also been damage to the brick due to sandblasting. On a positive note, most of the windows on the front façade and those that are visible from the street appear to be original. Of particular interest are the windows on the second story of the front façade with their intricate divided light pattern.

Survey Information

The Planning Division has two sets of surveys with information regarding the subject home (Exhibit A). The first survey was conducted in 1979 and indicates that the structure is a contributing structure, in good condition, although with major alterations. The second survey conducted in 2007 indicates that the structure is “eligible” and therefore contributing to the District, but notes that façade alterations have occurred.

While both of these surveys indicate that the subject building is a contributing structure, Planning Staff questions this evaluation and notes that these surveys really provide a starting point for a conversation regarding a given structure’s status as being contributing or non-contributing.

Ordinance Information

Section 21A.34.020(B) – *Definitions* of the Salt Lake City Zoning Ordinance defines the term “Contributing Structure” and states, “A contributing structure is a structure or site within an historic preservation overlay district that meets the criteria outlined in subsection C10 of this section and is of moderate importance to the city, state, region or nation because it imparts artistic, historic or cultural values. A contributing structure has its major character defining features intact and although minor alterations may have occurred, they are generally reversible. Historic materials may have been covered but evidence indicates they are intact.”

A Non-Contributing Structure is a structure within the historic preservation overlay district that does not meet the criteria listed in subsection C10 of this section. The major character defining features have been so altered

as to make the original and/or historic form, materials and details indistinguishable and alterations are irreversible.

The criteria outlined in Section 21A.34.020(C)(10) are as follows:

A. Significance in local, regional, state or national history, architecture, engineering or culture, associated with at least one of the following:

- (1) Events that have made significant contribution to the important patterns of history, or
- (2) Lives of persons significant in the history of the city, region, state, or nation, or
- (3) The distinctive characteristics of a type, period or method of construction; or the work of a notable architect or master craftsman, or
- (4) Information important in the understanding of the prehistory or history of Salt Lake City; and

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.

In light of Criteria A above, the attached survey information from 1979 (Exhibit A) provides a "Statement of Historical Significance". This Statement focuses primarily on the lives of the persons who owned and/or lived in the subject home and their significance in the history of the City.

In terms of Criteria B above, attached for review is a short, two page, National Register Bulletin from the National Park Service that discusses how to evaluate the "integrity" of a property (Exhibit C).

Based on the above referenced definitions and given the current state of the subject home, Planning Staff is seeking the direction of the Historic Landmark Commission in making a determination as to whether or not the structure is contributing.

Relevant Case History

In 2010, the Historic Landmark Commission entertained a very similar window replacement request known as the "Trudell/Thompson Window Replacement" project, petition number PLNHLC2010-00057. In this instance, the applicant also applied for a Certificate of Appropriateness to replace windows, in particular the windows and doors on the front and side façades as visible from the street. Similar to the current case, composite windows with internal muntins were purchased prior to any approval from the Historic Landmarks Commission or preservation staff. Staff prepared a report for HLC consideration, and recommended that the HLC deny the window replacement request based on the criteria for alterations to a landmark site or contributing structure. The survey for the University District, in which this home is located, indicated that the home was a contributing structure; hence Planning Staff's approach to the evaluation of the window replacement request.

In the HLC hearing on May 5, 2010, the Commission found that the Trudell/Thompson home was not a contributing structure based on the fact that it had been so altered over the years. It was determined that the home had undergone extensive and irreversible alteration and was therefore no longer a contributing structure. This decision had the effect of evaluating the window replacement request based on a different set of standards; Standards for a Certificate of Appropriateness Involving New Construction or Alteration of a Noncontributing Structure. These standards are more relaxed in nature and allowed for the composite type of windows that the applicant wanted to use and had purchased. In the end, the composite windows with internal muntins were approved for use.

**Exhibit A –
Survey Information**

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

1 IDENTIFICATION

Street Address: 32 H Street Plat D Bl. 6 Lot
Name of Structure: _____ T. R. S.
Present Owner: Stauffer, Donald E & La Rue UTM:
Owner Address: _____ Tax #: 4-82

2 AGE/CONDITION/USE

Original Owner: _____ Construction Date: 1898 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: 5/77
Date of Slides: _____ 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.):

Polk, Salt Lake City Directory, 1901, 1910, 1935.
"Rosenberg, Julius," Deseret News, December 17, 1940, p. 18.
"Tuttle, Sereno, B.," Salt Lake Tribune, January 18, 1954.
Salt Lake City Building Permit, March 2, 1908, #81.

Architect/Builder:

Building Materials: brick Building Type/Style: Box type

Description of physical appearance & significant architectural features:

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

This is a two-story home with a hip roof, a front center dormer window, and side chimneys. The front windows are paired, and all windows are double-hung in brick arched openings. The center front door, also an arched opening, has double doors with a transom above. Above the doors is a second story opening that now has a large window and wood shingle siding, but may once have had a balcony. There was probably also a first floor front porch. The brick walls appear to have been sandblasted.

--Thomas W. Hanchett



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, wood and brick construction and massing of this house contribute to the architectural character of the Avenues.

This is a pre-1898 house. The original owner/builder is unknown but by 1900 the owner was Sereno B. Tuttle. Sereno B. Tuttle, a native of Ohio, came to Utah at the turn of the century, and established a large real estate company, Tuttle Brothers. In 1909 he sold the house to Julius Rosenberg. According to his obituary, which is the main source of information available on him, "He was in business in Salt Lake City for many years and had extensive real estate holdings here and in Idaho". A leader in Salt Lake City's Jewish Community, he at one time was president of Congregation B'nai Israel. In 1932 he moved to another house on the Avenues and this one was converted into five apartments.

Architectural Survey Data for SALT LAKE CITY

Utah State Historic Preservation Office

"H" Street — Avenues Historic District (SLC Landmark District)

RLS 2007-2008, PAGE 1

Address/ Property Name	Eval/ Ht	OutB N/C	Yr.(s) Built	Materials	Styles	Plan (Type)/ Orig. Use	Survey Year RLS/ILS/Gen	Comments/ NR Status
22 N H STREET	B	0/0	1912	REGULAR BRICK COBBLESTONE	ARTS & CRAFTS BUNGALOW	BUNGALOW	07	
LIPMAN, DANIEL W., HOUSE	1.5					SINGLE DWELLING	79	N04
30 N H STREET	B	0/0 1	1900	STUCCO/PLASTER	BUNGALOW	BUNGALOW SINGLE DWELLING	07 79	N04
32 N H STREET	B	0/0 2.5	1898	REGULAR BRICK	BUNGALOW	FOURSQUARE (BOX) SINGLE DWELLING	07 79	FAÇADE ALTERATIONS N04
36 N H STREET	A	0/1	1902	REGULAR BRICK	NEOCLASSICAL 20TH C.: OTHER	CENTRAL BLK W/ PROJ	07	
DERN, GEORGE H., HOUSE	2.5					SINGLE DWELLING	79	N04
67 N H STREET	B	0/0	1908	REGULAR BRICK SHINGLE SIDING	ARTS & CRAFTS BUNGALOW	BUNGALOW	07	
BITNER, HOFFMAR H., HOUSE	1.5					SINGLE DWELLING	78	N04
70 N H STREET	B	0/ 2	1963	REGULAR BRICK PLANK SIDING	POST-WAR MODERN	OTHER APT./HOTEL	07	
						MULTIPLE DWELLING	79	N04
73 N H STREET	B	0/0	1912	REGULAR BRICK	20TH C.: OTHER BUNGALOW	FOURSQUARE (BOX)	07	
MUIR, DAN, HOUSE	2.5					SINGLE DWELLING	78	N04
75 N H STREET	B	0/1	1904	REGULAR BRICK	20TH C.: OTHER BUNGALOW	FOURSQUARE (BOX)	07	
JONES, WILLIAM H., HOUSE	2.5					SINGLE DWELLING	78	N04
76 N H STREET	B	0/0	1899	REGULAR BRICK SHINGLE SIDING	VICTORIAN ECLECTIC	CENTRAL BLK W/ PROJ	07	
GROESBECK, LESLIE H., HOUSE	2					SINGLE DWELLING	79	N04
78 N H STREET	B	1/0	1906	REGULAR BRICK SHINGLE SIDING	VICTORIAN ECLECTIC	CENTRAL BLK W/ PROJ	07	
MAYBERRY, ANDREW P., HOUSE	2.5					SINGLE DWELLING	79	N04
80 N H STREET	B	0/1	1894	REGULAR BRICK	VICTORIAN ECLECTIC	CENTRAL BLK W/ PROJ	07	ENCLOSED SLEEPING PORCH ON FRONT
JOSEPH, HARRY S., HOUSE	2.5					SINGLE DWELLING	79	N04

?=approximate address

Evaluation Codes: A=eligible/architecturally significant B=eligible C=ineligible/alterd D=ineligible/out of period U=undetermined/lack of info X=demolished

“H” STREET



22 N “H” Street
B



30 N “H” Street
B



32 N “H” Street
B



36 N “H” Street
A



67 N “H” Street
B



70 N “H” Street
B



73 N “H” Street
B



75 N “H” Street
B



76 N “H” Street
B



78 N “H” Street
B



80 N “H” Street
B

Exhibit B –
Photos

DY 31 488 002





THIS WINDOW
AND FRAME COMPLETELY
ROTTED AND FELL
OUT OF BUILDING

GLASS
AND STYLUS
BROKEN

WASHED
OUT BRICK

32
H

FRONT
BUILDING



BUILDING
FRONT

BRICKS
WASHED
OUT

MAJOR
CRACK IN WALL



POTTY FLIES
FROM
BASEMENT



1
MAJOR CRACK
IN WALL

11

12

"B"

WINDOW
ROTTED

"B"

BRICKS
WASHED OUT
SASH BRACKET
GLASS FALLING
OUT OF
SASH





(9) "14"

(10) "14"

Glass broken
Frame broken
Rotten

(11)

(12)

"13"

"13"



PAINTED
HARDY
BOARD

REPLACE
WINDOW
4 1/2"

FRAME
NOT COMPLETED

TO BE
REPAIRED

NEW CANVASE
AWAYING

32
H

NEW
LOOK

MISSING
SILLS

FOUNDATION
REPAIRED



Exhibit C –
National Register Bulletin

NATIONAL REGISTER BULLETIN

Technical information on comprehensive planning, survey of cultural resources, and registration in the National Register of Historic Places.

U.S. Department of the Interior
National Park Service
Interagency Resources Division

How to Apply the National Register Criteria for Evaluation



VIII. HOW TO EVALUATE THE INTEGRITY OF A PROPERTY

INTRODUCTION

Integrity is the ability of a property to convey its significance. To be listed in the National Register of Historic Places, a property must not only be shown to be significant under the National Register criteria, but it also must have integrity. The evaluation of integrity is sometimes a subjective judgment, but it must always be grounded in an understanding of a property's physical features and how they relate to its significance.

Historic properties either retain integrity (that is, convey their significance) or they do not. Within the concept of integrity, the National Register criteria recognizes seven aspects or qualities that, in various combinations, define integrity.

To retain historic integrity a property will always possess several, and usually most, of the aspects. The retention of specific aspects of integrity is paramount for a property to convey its significance. Determining *which* of these aspects are most important to a particular property requires knowing why, where, and when the property is significant. The following sections define the seven aspects and explain how they combine to produce integrity.

SEVEN ASPECTS OF INTEGRITY

- Location
- Design
- Setting
- Materials
- Workmanship
- Feeling
- Association

UNDERSTANDING THE ASPECTS OF INTEGRITY

LOCATION

Location is the place where the historic property was constructed or the place where the historic event occurred. The relationship between the property and its location is often important to understanding why the property was created or why something happened. The actual location of a historic property, complemented by its setting, is particularly important in recapturing the sense of historic events and persons. Except in rare cases, the relationship between a property and its historic associations is destroyed if the property is moved. (See Criteria Consideration B in *Part VII: How to Apply the Criteria Considerations*, for the conditions under which a moved property can be eligible.)

DESIGN

Design is the combination of elements that create the form, plan, space, structure, and style of a property. It results from conscious decisions made during the original conception and planning of a property (or its significant alteration) and applies to activities as diverse as community planning, engineering, architecture, and landscape architecture. Design includes such elements as organization of space, proportion, scale, technology, ornamentation, and materials.

A property's design reflects historic functions and technologies as well as aesthetics. It includes such considerations as the structural system; massing; arrangement of spaces; pattern of fenestration; textures and colors of surface materials; type, amount, and style of ornamental detailing; and arrangement and type of plantings in a designed landscape.

Design can also apply to districts, whether they are important primarily for historic association, architectural value, information potential, or a combination thereof. For districts significant primarily for historic association or architectural value, design concerns more than just the individual buildings or structures located within the boundaries. It also applies to the way in which buildings, sites, or structures are related: for example, spatial relationships between major features; visual rhythms in a streetscape or landscape plantings; the layout and materials of walkways and roads; and the relationship of other features, such as statues, water fountains, and archeological sites.

SETTING

Setting is the physical environment of a historic property. Whereas location refers to the specific place where a property was built or an event occurred, setting refers to the *character* of the place in which the property played its historical role. It involves *how*, not just where, the property is situated and its relationship to surrounding features and open space.

Setting often reflects the basic physical conditions under which a property was built and the functions it was intended to serve. In addition, the way in which a property is positioned in its environment can reflect the designer's concept of nature and aesthetic preferences.

The physical features that constitute the setting of a historic property can be either natural or manmade, including such elements as:

- Topographic features (a gorge or the crest of a hill);
- Vegetation;
- Simple manmade features (paths or fences); and
- Relationships between buildings and other features or open space.

These features and their relationships should be examined not only within the exact boundaries of the property, but also between the property and its *surroundings*. This is particularly important for districts.

MATERIALS

Materials are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property. The choice and combination of materials reveals the preferences of those who created the property and indicate the availability of particular types of materials and technologies. Indigenous materials are often the focus of regional building traditions and thereby help define an area's sense of time and place.

A property must retain the key exterior materials dating from the period of its historic significance. If the property has been rehabilitated, the historic materials and significant features must have been preserved. The property must also be an actual historic resource, not a recreation; a

recent structure fabricated to look historic is not eligible. Likewise, a property whose historic features and materials have been lost and then reconstructed is usually not eligible. (See Criteria Consideration E in *Part VII: How to Apply the Criteria Considerations* for the conditions under which a reconstructed property can be eligible.)

WORKMANSHIP

Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory. It is the evidence of artisans' labor and skill in constructing or altering a building, structure, object, or site. Workmanship can apply to the property as a whole or to its individual components. It can be expressed in vernacular methods of construction and plain finishes or in highly sophisticated configurations and ornamental detailing. It can be based on common traditions or innovative period techniques.

Workmanship is important because it can furnish evidence of the technology of a craft, illustrate the aesthetic principles of a historic or prehistoric period, and reveal individual, local, regional, or national applications of both technological practices and aesthetic principles. Examples of workmanship in historic buildings include tooling, carving, painting, graining, turning, and joinery. Examples of workmanship in prehistoric contexts include Paleo-Indian clovis projectile points, Archaic period beveled adzes, Hopewellian birdstone pipes, copper earspools and worked bone pendants, and Iroquoian effigy pipes.

FEELING

Feeling is a property's expression of the aesthetic or historic sense of a particular period of time. It results from the presence of physical features that, taken together, convey the property's historic character. For example, a rural historic district retaining original design, materials, workmanship, and setting will relate the feeling of agricultural life in the 19th century. A grouping of prehistoric petroglyphs, unmarred by graffiti and intrusions and located on its original isolated bluff, can evoke a sense of tribal spiritual life.

ASSOCIATION

Association is the direct link between an important historic event or person and a historic property. A property retains association if it is the place where the event or activity occurred and is sufficiently intact to convey that relationship to an observer. Like feeling, association requires the presence of physical features that convey a property's historic character. For example, a Revolutionary War battlefield whose natural and manmade elements have remained intact since the 18th century will retain its quality of association with the battle.

Because feeling and association depend on individual perceptions, their retention *alone* is never sufficient to support eligibility of a property for the National Register.

ASSESSING INTEGRITY IN PROPERTIES

Integrity is based on significance: why, where, and when a property is important. Only after significance is fully established can you proceed to the issue of integrity.

The steps in assessing integrity are:

- Define the **essential physical features** that must be present for a property to represent its significance.
- Determine whether the **essential physical features are visible enough** to convey their significance.
- Determine whether the property needs to be **compared with similar properties**. And,
- Determine, based on the significance and essential physical features, **which aspects of integrity** are particularly vital to the property being nominated and if they are present.

Ultimately, the question of integrity is answered by whether or not the property retains the identity for which it is significant.