

Staff Report

PLANNING DIVISION
COMMUNITY & ECONOMIC DEVELOPMENT

To:

Salt Lake City Historic Landmark Commission

From:

Nora Shepard, Senior Planner

nora.shepard@slcgov.com 801-535-7226

Date:

March 16, 2017

Re:

PLNHLC2017-00102 - Solar Panels 941 E 500 South

MINOR ALTERATIONS

PROPERTY ADDRESS: 941 E 500 South

PARCEL ID: 16-05-334-011

HISTORIC DISTRICT: Local and National Historic Landmark

ZONING DISTRICT: RMF-35

REQUEST: Shanna Velasquez of Creative Energies, is requesting approval from the City to locate solar panels on the front-facing roof plane of a residence designated and Local and National

Landmark. This type of project must be reviewed as Minor Alteration by the Historic

Landmark Commission.

RECOMMENDATION: As outlined in the analysis and findings in this staff report, Planning Staff recommends the Historic Landmark Commission deny the location of the solar panels on the front facing roof plane.

MOTION (consistent with Staff Recommendation):

Based on the analysis and findings listed in this staff report, testimony and the proposal presented, I move that the Commission deny the request for a minor alteration for the installation of a small solar energy collection system as proposed on the front facing roof plane, visible from the public right-of-way for the Landmark Building at 941 E 500 South. The Landmark status of this building means that it is of exceptional importance and placing solar panels on the street facing façade will negatively impact the historic character of the building. Specifically, the Commission finds that the proposed project does not comply with the standards of review and that there are other opportunities for placement of solar panels that are not visible from the street.

ATTACHMENTS:

- A. Vicinity Map
- **B.** Property Photos
- C. Analysis of Standards
- D. Applicable Design Guidelines
- E. Historic Survey Information
- F. Public Process and Comments
- G. Motions

BACKGROUND AND PROJECT DESCRIPTION:

The subject parcel is a Local and National Historic Landmark located at approximately 941 E 500 South. It is also known as the Keyser/Cullen House.

The property owner, Kathleen Scott, is a participant in the University of Utah and Utah Clean Energy's U-Community Solar Program. The system that Creative Energies has designed will utilize 31 Suniva 300 Watt modules that are estimated to offset 82% of the annual energy usage of the home. The system is divided into 4 arrays. The array that is on the front facing roof plane will consist of 18 modules and be flush mounted (no more than 4 inches from the surface of the roof). The other arrays are on roof planes that will not be visible from the street. The panels will be black with a matte, non-reflective glass cover providing protection. The modules frames are black. The roof surface on the front facing roof plane is dark grey asphalt shingles. There are no panels proposed on the accessory structures on the property. The applicant has stated that the accessory structures are not structurally sound enough to carry the weight of solar panels. The front facing panels require review and approval by the Historic Landmark Commission (HLC).



HISTORIC REFERENCE INFORMATION:

The Keyser/Cullen house was entered as a Landmark on the National Register of Historic Places at the end of 1999. There is extensive information on the history of the home that can be found in Attachment F. In summary, the house was built c.1879. It is a 2-story brick and stucco wing type house on a sandstone foundation with a gable roof. The style is described as vernacular version of Gothic Revival. Some of the original elements of Gothic Revival have been removed, but there are still sufficient remaining elements to describe the house as Gothic Revival. There are additions that were made to the home over the years that are considered historic elements in their own right and there are modifications

and additions that are non-historic.

The property is considered significant due to:

- · Association with the lives of persons significant in our past; and
- The property embodies the distinctive characteristics of a type, period, or method of construction, or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.

The property was purchased by Aaron Keyser so that he could build a residence beside the Salt Lake Brewery. In 1875, Keyser joined with Jacob Moritz as co-owner of the Brewing Company. Keyser was originally from New Jersey and had many business interests throughout the country. Matthew Cullen purchased the property from the Keyser family in 1883. Under Cullen's ownership, the property was landscaped with elaborate, well maintained landscaping and was furnished with expensive furniture shipped form the east. He was also reported to have employed servants in the southern tradition. Cullen was born in Ireland, immigrated to Maryland and has business interests all over the west. He was involved in mining, railroad contracting, and prospecting. He owned several properties in Utah including Cullen Hotel (demolished) and became highly involved in real estate.

The house was built as a single family home (possibly with servant's quarters) and has been occupied as such throughout most of its history. It is possible that the home was used as a multifamily at some point.

ISSUES FOR DISCUSSION:

The home at 941 E South Temple is unique due to the history of the people who owned it and lived there. It is also considered architecturally significant. The front façade of the building, as seen along 5th South, is framed by trees. Adding solar panels to this prominent façade of a landmark building will impact the historic character of the building and may not be considered appropriate. In situations like this, the balance between historic significance and energy efficiency (livability, air quality) must be weighed. This property is designated as an individual Historic Landmark. The definition of LANDMARK SITE is

"Any site included on the Salt Lake City register of cultural resources that meets the criteria outlined in subsection C15 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."

Subsection C15 goes on to explain Standards for Designation of a Historic Landmark:

- 15. Standards For The Designation Of A Landmark Site, Local Historic District Or Thematic Designation: Each lot or parcel of property proposed as a landmark site, for inclusion in a local historic district, or for thematic designation shall be evaluated according to the following:
- 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;
- c. The proposed local historic district or thematic designation is listed, or is eligible to be listed on the national register of historic places;
- d. The proposed local historic district contains notable examples of elements of the city's history, development patterns or architecture not typically found in other local historic districts within Salt Lake City;
- e. The designation is generally consistent with adopted planning policies; and
- f. The designation would be in the overall public interest.

Because this house is of **exceptional importance** to the city, any additions or alterations need to be carefully considered. While Solar Panels may be seen as a temporary improvement, they will alter the character of the structure. This is a large parcel and there may be opportunities for locating additional solar panels in locations other than this front, south-facing facade. Other locations would likely not be as efficient and/or may be more expensive.

ATTACHMENT A: VICINITY MAP



ATTACHMENT B: PROPERTY PHOTOS





ATTACHMENT C: ZONING ORDINANCE STANDARDS

21A.40.190 Small Solar Energy Collection Systems

A. Standards: All small solar energy collection systems shall comply with the following requirements except as provided in section 21A.40.190.B relating to small solar energy collection systems in the historic preservation overlay districts. Per section 21A.34.020 of this title the historic landmark commission or staff has authority to modify the setbacks, location and height to ensure compliance with the overlay district regulations. Excluding subsection B of this section, if there is any conflict between the provisions of this subsection and any other requirements of the zoning, site development, and subdivision ordinances, the zoning administrator shall determine which requirements apply to the project in order to achieve the highest level of neighborhood compatibility.

Finding	Rationale
Complies	 a. The proposed small solar energy collection system is proposed to be located on the roof of the existing residence. The location of the system will not overhang the roof and will not encroach into any front, side or rear lot area. As long as the system is mounted on the main structure, it is allowed to be less than six feet from the property if it is determined by the Historic Landmark Commission to meet all other standards of the ordinance. b. The proposed small solar energy collection is located on the primary structure. There are unsuitable accessory structures on the property. c. The proposed small solar energy collection system is proposed to be mounted as flush with the roof as possible, parallel to the roof plane, below the ridge of the roofline. The solar panels themselves will project approximately four inches above the roof, but not above the roof ridge d. If the solar panels are approved, the applicant will need to submit all necessary documentation for the installation and structural details for the proposed small solar energy collection system when a building permit is applied for.
Complies	The proposed small solar energy collection system is proposed to be mounted on the main residence and not on an accessory building. The solar system has 4 arrays and cover significantly less than 90% of the roof area.
	Complies

Standard 3: Code Compliance: Small solar energy collection systems shall comply with all applicable building and electrical codes contained in the international building code adopted by Salt Lake City.	Complies	Should the proposed small solar energy collection system be approved, it will need to comply with all applicable codes adopted by Salt Lake City. This standard will need to be met should the proposal be approved and a building permit is applied for
Standard 4: Solar Easements: A property owner who has installed or intends to install a small solar energy collection system shall be responsible for negotiating with other property owners in the vicinity for any desired solar easement to protect solar access for the system and shall record the easement with the Salt Lake County recorder.	Complies	The applicant will be responsible for negotiating with other property owners for any desired solar easements. This standard is not applicable to the approval of this project.
Standard 5: Off Street Parking and Loading Requirements: Small solar energy collection systems shall not remove or encroach upon required parking or loading areas for other uses on the site or access to such parking or loading areas.	Complies	The proposed small solar energy collection system is located on the main residence and is not located upon any required parking area.

21A.40.190 Small Solar Energy Collection Systems

B. Small Solar Energy Collection Systems and Historic Preservation Overlay Districts or Landmark Sites

Regulation	Finding	Rationale
3. Small Solar Energy Collection System Location Priorities: In approving appropriate locations and manner of installation, consideration shall include the following locations in the priority order they are set forth below. The method of installation approved shall be the least visible from a public right of way, not including alleys, and most compatible with the character defining features of the historic building, structure, or site. Systems proposed for locations in subsections B3a through B3e of this section, may be reviewed administratively as set forth in subsection 21A 24 02 F1, "Administrative Decision", of this title. Systems proposed for locations in subsection B3f of this section, shall be reviewed by the historic landmark commission in accordance with the procedures set forth in subsection 21A 24 02 F2, "Historic Landmark Commission", of this title. a. Rear yard in a location not readily visible from a public right of way. b. On accessory buildings or structures in a location not readily visible from a public right of way. c. In a side yard in a location not readily visible from a public right of way. d. On the principal building in a location not readily visible from a public right of way. e. On the principal building in a location that may be visible from a public right of way, but not on the structure's front facade. f. On the front facade of the principal building in a location most compatible with the character defining features of the structure.	Does not Comply	a. The rear yard may be an option for installation. However, the yard area contains vegetation that could prevent adequate exposure for the proposed solar panels. b. There are accessory structures on the parcel. The applicant has indicated that they are not structurally sound enough to support solar panels. c. The existing residence has narrow side yard setbacks that would not accommodate the small solar energy collection system. d. There are other panels proposed on other portions of the roof that are not visible from the street. Additional panels are needed for the project to be eligible for tax credits and to offset the energy needs. There may be other locations on the roof, but significant vegetation could limit the solar exposure e. There are a total of 31 solar panels proposed. 18 modules are proposed to be placed on the front-facing façade. Finding: This application cannot be administratively approved as the preferred location priorities are not suitable based on the orientation, size and site features of this property as described above. This request shall be reviewed by the Historic Landmark Commission. f. The location of the proposed small solar collection system on the front facing roof plane is not compatible with the character defining features of the building. This is a local and national Historic Landmark and the installation of panels will impact the character of this building.

HISTORIC PRESERVATION STANDARDS

H Historic Preservation Overlay District – Standards for Certificate of Appropriateness for Altering of a Landmark Site or Contributing Structure (21A.34.020.G)

In considering an application for a Certificate of Appropriateness for alteration of a landmark site or contributing structure, the Historic Landmark Commission shall find that the project substantially complies with all of the general standards that pertain to the application and that the decision is in the best interest of the City.

Standard	Finding	Rationale
Standard 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;	Does Not Comply	The building was constructed c.1879 as a single family home. No change of use is proposed. There will be impact to the prominent façade of this building along 500 South. This building is uniquely situated and has a presence in the neighborhood as a large and stately home. The solar panels could detract from the original character.
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;	Does Not Comply	The historic character of this property will be negatively impacted by the installation of the panels on the south, or street facing façade.
Standard 3: All sites, structure 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.	Complies	The small solar energy collection system is a utility feature and is not being installed in a manner to create a false sense of history or architecture. This standard is met.
Standard 4: Alterations or additions that have acquired historic significance in their own right shall be retained and preserved.	Complies	No significant historic features will be lost. The proposal complies with this standard.
Standard 5: Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.	Complies	No significant historic features will be lost as the proposed small solar collection system will be located on the roof and will have very little impact to the roof or the character of the property. The property and the structure will continue to remain a historic property that can have the solar panels removed with little to no impact to the structure. The proposed small solar collection system will be flush mounted to the roof and will be required to be structurally safe per the building code requirements. This standard is met.

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Standard 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.	Not Applicable	The subject proposal does not include repair or replacement of deteriorated architectural features. This standard does not relate to the proposal.
Standard 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.	Not applicable	The proposed work does not include any treatments of historic materials. This standard is not applicable to the request.
Standard 8: Contemporary designs 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.	Complies	Although a minor feature will be added to the roof of the single family structure, the roof form itself will not be modified or altered. The proposed small solar energy collection system is designed to be flush mounted to have the least amount of visual and structural impact. In addition, the color of the roof is dark brown and the panels of the proposed small solar collection system are black. This standard is met.
Standard 9: Additions or alterations to structures and objects shall be done in such a manner that if such additions or alteration were to be removed in the future, the essential form and integrity of the structure would be unimpaired. The new work shall be differentiate 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.	Complies	The proposed small solar energy collection system can be easily removed without impairing any form and integrity of the structure other than minimal damage to the asphalt shingle roof. This standard is met
Standard 10: Certain building materials are prohibited including the following: vinyl, asbestos, or aluminum cladding when applied directly to an original or historic material.	Not applicable	Small solar energy collection systems are considered an accessory to the building and no original material will be affected.
Standard 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 of this title.	Not applicable	No signs are proposed. This standard is not applicable.

ATTACHMENT D: APPLICABLE DESIGN GUIDELINES

The following are applicable historic design guidelines related to this request. On the left are the applicable design guidelines and on the right, a list of the corresponding Zoning Ordinance standards for which the design guidelines are applicable. The following applicable design guidelines can be found in *Design Guidelines for Commercial Properties and Districts in Salt Lake City*.

Applicable Design Guidelines	Corresponding Standards for a Certificate of Appropriateness
Design Objective 7.6- The visual impact of skylights and other rooftop devices should be minimized. • Skylights or solar panels should be installed to reflect the plane of the historic roof. • They should be lower than the ridgeline, when possible. • Flat skylights and solar panels that are parallel with the roof plane may be appropriate on the rear and sides of the roof. • Avoid locating a skylight or solar panel on a front roof plane wherever possible.	Standards 2, 5, 8 and 9

ATTACHMENT E: NATIONAL REGISTER NOMINATION

18NPS Form 10-900 (Oct. 1990) Utah WordPerfact 5.1 Format (Revised Feb. 1993)

United States Department of the Interior National Park Service





National Register of Historic Places Registration Form

This form is for use in nominating or requesting determinations of eligibility for individual properties or districts. See instructions in How to Complete the National Register af Historic Places Form (National Register Bulletin 16A). Complete each item by marking "x" in the appropriate box or by entering the information requested. If an item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions. Place additional entries and narrative items on continuation sheets (NPS Form 10-900a). Use a typewriter, word processor, or computer to complete all items.

L. Name of Property.			
nistoric name <u>Keyser/Cullen</u>	House		
other names/site number			
Macadion 3-13-13-13			
street & number <u>941 East 500 S</u>	South		N/A not for publication
city or town Salt Lake City			N/A vicinity
tate Utah code UT	county Salt Lake	code 035	zip code <u>84102</u>
L State/Factoral Agency Co	illnesson and some state of		
Signature of certifying off Utah Division of State I- State or Federal agency	perty be considered significant	_meetsdoes not meet the Nation_nationallystatewide X_locally. (See continuation
Signature of certifying of State or Federal agency			
hereby certify that this property entered in the National Register See continuation sheet. determined eligible for the National Register Continuation sheet. determined not eligible for the later certain entered e	s: or. onal Register. National Register.	of the Kleeber Date of Atti	
_ other, (explain:)			

Salt Lake City, Salt Lake County, Utah City, County, and State

Ownership of Property (Check as many boxes as apply)	Category of Property (Check only one box)	Number of Res	sources within Prope viously listed resources In th	rty
X private	X building(s)	Contributing	Non-contributing	
_ public-local	_ district	1	1	buildings
_ public-State	site			sites
_ public-Federal	_ structure			structures
	_ object			objects
		1	1	Total
Name of related multiple po (Enter "N/A" if property is not part of		Number of cor the National R	ntributing resources egister	previously listed in
N/A		N/A		
Historic Functions (Enter categories from instru	ctions)	Current Function (Enter categorie	ons es from instructions)	
Historic Functions	ctions)	(Enter categoricDOMESTIC:		
Historic Functions (Enter categories from instru DOMESTIC: single dwelling DOMESTIC: multiple dwelling	ctions)	(Enter categoricDOMESTIC:	es from instructions) single dwelling	
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Narrative Description

(Describe the historic and current condition of the property on one or more continuation sheets.)

Keyser-Cullen House Name of Property

Salt Lake City, Salt Lake County, Utah City, County, and State

Applic (Mark	themsent of Significance: cable National Register Criteria "x" on one or more lines for the criteria ing the property for National Register listing.)	Areas of Significance (Enter categories from instructions)
_A	Property is associated with events that have	ARCHITECTURE
	made a significant contribution to the broad	INDUSTRY: brewing, mining, stock raising
	patterns of our history.	
<u>X</u> B	Property is associated with the lives of persons	
	significant in our past.	
<u>x</u> c	Property embodies the distinctive characteristics	
	of a type, period, or method of construction, or	Period of Significance
	represents the work of a master, or possesses	c.1879-1918
	high artistic values, or represents a	
	significant and distinguishable entity whose	
	components lack individual distinction.	Significant Dates
_D	Property has yielded, or is likely to yield,	c.1879
	information important in prehistory or history.	
Criter	ia Considerations	
(Mark	"x" on all that apply.)	Clasificant December
Prope	rty is:	Significant Person (Complete if Criterion B is marked above)
_ A_	owned by a religious institution or used for	Matthew Cullen
	religious purposes.	Cultural Affillation
B	removed from its original location.	N/A
_c	a birthplace or grave.	
D	a cemetery.	
_E	a reconstructed building, object, or	Architect/Builder
	structure.	Unknown
_F	a commemorative property.	
G	less than 50 years of age or achieved	
	significance within the past 50 years.	
	ative Statement of Significance In the significance of the property on one or more continuati	оп sheets.) X. See continuation sheet(s) for Section No. 8
Biblio	jet Bibliographical References graphy	
Previo	he books, articles, and other sources used in preparing this fo ous documentation on file (NPS):	m on one or more continuation sheets.) Primary location of additional data:
prel	Iminary determination of individual listing CFR 67) has been requested	State Historic Preservation Office
pre	lously listed in the National Register	_ Other State agency _ Federal agency
	viously determined eligible by the National pister	Local government University
des	ignated a National Historic Landmark	Other
rec	orded by Historic American Buildings Survey	Name of repository:
rec	orded by Historic American Engineering cord #	rance of repeaterly.

Salt Lake City, Salt Lake County, Utah City, County, and State

	date October 8, 1999 telephone 801/533-3559 state UT zip code 84101 or numerous resources. telephone 801/322-5288
name/title Kathleen Scott, Jennifer A. Breme, & Utah SHPO Staff organization street & number 300 Rio Grande city or town Salt Lake City Additional Documentation Submit the following items with the completed form: Continuation Sheets Maps: A USGS map (7.5 or 15 minute series) Indicating the property's location. A Sketch map for historic districts and/or properties having large acreage Photographs: Representative black and white photographs of the property. Additional Items (Check with the SHPO or FPO for any additional items.)	date October 8, 1999 telephone 801/533-3559 state _UT _ zip code 84101 or numerous resources.
name/title _Kathleen Scott, Jennifer A. Breme, & Utah SHPO Staff organization street & number 300 Rio Grande city or town Salt Lake City **Additional Commentation** Submit the following items with the completed form: • Continuation Sheets • Maps: A USGS map (7.5 or 15 minute series) Indicating the property's location. A Sketch map for historic districts and/or properties having large acreage • Photographs: Representative black and white photographs of the property. • Additional Items (Check with the SHPO or FPO for any additional items.)	date October 8, 1999 telephone 801/533-3559 state UT zip code 84101 or numerous resources.
name/title Kathleen Scott, Jennifer A. Breme, & Utah SHPO Staff organization street & number 300 Rio Grande city or town Salt Lake City **Additional Commentation** Submit the following items with the completed form: • Continuation Sheets • Maps: A USGS map (7.5 or 15 minute series) Indicating the property's location. A Sketch map for historic districts and/or properties having large acreage • Photographs: Representative black and white photographs of the property.	date October 8, 1999 telephone 801/533-3559 state _UT _ zip code 84101
name/title _Kathleen Scott, Jennifer A. Breme, & Utah SHPO Staff organization street & number 300 Rio Grande city or town Salt Lake City	date October 8, 1999 telephone 801/533-3559 state UT zip code 84101
name/title _Kathleen Scott, Jennifer A. Breme, & Utah SHPO Staff organization street & number 300 Rio Grande	date October 8, 1999 telephone 801/533-3559
name/title _Kathleen Scott, Jennifer A. Breme, & Utah SHPO Staff organization	date October 8, 1999
name/title Kathleen Scott, Jennifer A. Breme, & Utah SHPO Staff	
).55	.,
The boundaries are those which were historically, and continue to be associated with	n the property.
(Explain why the boundaries were selected.)	
16-05-334-011Sec	e continuation sheet(s) for Section No. 10
Property Tax No.	
COM AT SW COR LOT 2 BLK 29 PLAT B SALT LAKE CITY SUR; N 236 FT; E 95 F	T; S 236 FT; W 95 FT TO BEG.
Verbal Boundary Description (Describe the boundaries of the property.)	
A 1/2 4/2/7/1/2/0 4/5/1/2/1/4/0 B / ///////////////////////////////	
Place additional UTM references on a continuation sheet.)	
JTM References	
TM References	

Paperwork Reduction Act Statement: This information is being collected for applications to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C. 470 et seq.).

Estimated Burden Statement: Public reporting burden for this form is estimated to average 18.1 hours per response including time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Chief, Administrative Services Division, National Park Service, P.O. Box 37127, Washington, DC 20013-7127; and the Office of Management and Budget, Paperwork Reductions Projects (1024-0018), Washington, DC 20503.

National Register of Historic Places Continuation Sheet

Section No. 7 Page 1

Keyser/Cullen House, Salt Lake City, Salt Lake County, UT

Narrative Description

The Keyser/Cullen House, built c.1879, is a two-story, brick and stucco cross wing-type house on a sandstone foundation, with a gabled roof. The style of the house is best described as a vernacular version of the Gothic Revival, although some of the defining trim and other details have been removed over the decades. Still, enough of the decorative elements are retained to describe the house as Gothic Revival. The house sits on a half-acre of land in an urban setting only a few blocks from downtown Salt Lake City, and is surrounded by other residences both historic and nonhistoric. In spite of major alterations that have occurred on the exterior (most of them quite early from the historic period), the house retains its architectural integrity.

The front (south) facade of the house is dominated by the gable end of a two-story cross wing on the east end. This lends an asymmetrical, Gothic Revival appearance to an otherwise classically proportioned building. A c.1887 drawing of the house reveals that there was a bay window with second-story balcony located on the gable end of the cross wing. This was later replaced with a two-story, enclosed square bay that was built sometime between 1900 and 1911 (when the square bay appears on the Sanborn map). Windows on the bay are similar to those on the rest of the building, being one-over-one, double-hung wooden sashes. The other windows on the historic portion of the house are vertically divided, two-over-two, double-hung sashes. Other Picturesque elements include bargeboard trim in the cross wing gable, wooden balustrades and columns on the porch, decorative lintels over the windows, and two tall, brick chimneys (which have been stuccoed). The early drawing reveals that there was a widow's walk located on the roof, as well as a finial at the cross wing gable, and decorative wood trim on the bay window. These elements have since been removed.

The building's original conception was not a cross wing but possibly a west-facing double cell or hall parlor, with the wing to the west being a later addition, probably mid-to-late 1880s.¹ The earliest Sanborn map of the area is from 1898, which shows the building basically as it is now. According to the map, it was constructed of brick, but it was probably stuccoed quite early. The south-facing facade of the main portion of the house is symmetrically organized into four bays, with four doors (originally windows that were enlarged probably in the 1930s) on the main level and four windows on the second level, immediately above the doors. This gives the appearance of a two-story double cell-an early vernacular house type-and would seem to be the original house. This assumption, however, is contradicted by other physical evidence, namely the overlapping of the cross wing roof by the stem

¹Evidence in the attic reveals the original roof and exterior brick wall with chimney (now on the interior) of the main portion of the house. This portion was apparently either a double-cell or hall-parlor type house that originally faced west and was expanded in a series of additions. The main wing that now faces south on the street appears to be the later addition. The roof added after the cross-wing addition covers this portion, leaving an approximately five-foot space.

National Register of Historic Places Continuation Sheet

Section No. 7 Page 2

Keyser/Cullen House, Salt Lake City, Salt Lake County, UT

wing's roof (as visible in the attic), which indicates that the cross wing was built first.² Immediately to the right of the rightmost door is the main entrance which skews the symmetry of this facade somewhat. A covered porch runs the full length of this portion and wraps around to the west facade. The porch retains its Picturesque-period columns and balustrade.

A couple of non-historic additions have been made at the rear of the house. These include a kitchen and a study area. These do not appear on the 1949 Sanborn map, and were built sometime after this date. The bay located at the northeast corner of the house appears on the 1898 map, and apparently was added to the house c.1890. The roof of the bay was altered in 1996 to connect better with the main roof of the house. Also at this time, a flat roof was added over a large portion toward the rear of the house. This was done to remedy a situation where two parallel gables met, creating a valley that allowed water to pool and leak through.

Although cosmetic changes have been made to portions of the interior it remains close to the historic plan. Bathrooms have been added and some redefining of room usage has occurred. A majority of the alterations appear to have occurred from the 1960s up to the early 1990s. The most apparent being the widening of two doorways, the alteration of a fireplace, and addition of false box beams in the living room. The pitch of the ceiling in a first-floor room was altered to a hipped ceiling with raised center panel so that it could be used as a chapel for the Oblates; the closets in the same room were also enlarged. Skylights were added in the attic sometime during this period as well. Two extant hatchways are found in the dining room and hallway; these lead to cellars below the house.³ The current owners have recently renovated the kitchen and one second level bathroom and porch area, and are in the process of restoring the rest of the house.

The house is located in an urban setting in a neighborhood with houses from various eras. In the yard are located several mature, deciduous trees. A noncontributing garage of concrete-block construction on a sandstone foundation is located behind the house. This replaced the original carriage house at an unknown date. Also directly behind the house is a noncontributing six-car garage. This is of wood, drop-siding construction and was built c.1950. A noncontributing swimming pool was constructed in 1953.

²This narrow-end-to-the-street orientation is a bit atypical, since most houses of the 1870s period were build with their broad sides facing the street. One of the main exceptions to this was the temple form house. Another explanation for this unusual orientation may be the steep hillside on which the house was built. It may have been easier to set the broad side of the house into the hillside rather than try to extend and support it down the hillside.

³The original use of these two rooms is unknown. Approximately 6'x8'x6' high, and lined with plaster and concrete, they could have been cisterns since there is a 6" pipe that enters the one room at the ceiling level. One of the rooms has an unusual ceiling comprised of railroad rail joists separated by arched vaults of lath-work that was never plastered. According to family folklore, these underground rooms connected the house to the Salt Lake City Brewery through a series of tunnels, although no evidence has been discovered that proved these tunnels ever existed.

National Register of Historic Places Continuation Sheet

Section No. 8 Page 3

Keyser/Cullen House, Salt Lake City, Salt Lake County, UT

Narrative Statement of Significance

The Keyser/Cullen House, constructed c.1879⁴, is significant under Criteria B and C. It is significant under Criterion B for its association with Matthew Cullen, a prominent Salt Lake City businessman and entrepreneur who lived here for thirty-five years, from 1883 to 1918. Cullen made significant contributions to the development of mining in Utah and the Intermountain west, and was also involved in other businesses, including the Salt Lake Brewing Company, one of the city's earliest breweries. Cullen was also highly involved in the railroad industry in Utah and Wyoming. Architecturally, the building is significant under Criterion C as a fairly large and unique example of a cross wing-type house with vernacular Gothic Revival details. Although the house has received some minor cosmetic alteration, it still maintains its historic and architectural integrity and contributes to the history of the neighborhood.

Historical Significance

In September 1879, Aaron Keyser purchased from Cynthia Burns a large piece of property next to the Salt Lake City Brewery where he would build his residence. Aaron was born on August 22, 1829, in the town known as Oxford (now Belvidere), New Jersey, the son of George and Mary Fullmer Keyser. At the age of 21 he became involved in the hide and leather business in Pennsylvania. At the close of the Civil War he moved south, investing in land in Virginia and Georgia. Eventually he expanded his land acquisitions, purchasing a ranch in Lincoln, Nebraska. After driving cattle to Cheyenne, Wyoming, he decided to travel to San Francisco, via Salt Lake City. In his absence, Indians stole half of his herd. After returning to Wyoming to collect what remained of the cattle, Keyser settled in Utah, where he continued to be highly involved in the livestock and other business enterprises. His business interests were diverse and included not only tanning, real estate, and cattle, but also sheep raising, lumbering (Parker Depue Lumbering Company), mining, and loan making.⁵

In 1875, Keyser joined with Jacob Moritz as co-owner of the Salt Lake Brewing Company⁶ (demolished, except for a 1905 office and bottling works). The brewing industry was quite important in Utah. From the time the first brewery opened in the state in 1867 until the Utah Prohibition in 1917⁷, breweries

⁴This was the year Keyser was deeded the property. One source states that Aaron Keyser built the residence in 1871 (see "Diocese Buys Landmark Home in S.L.," <u>Salt Lake Tribune</u>. July 8, 1962). Also, a listing in the 1874 Salt Lake City Directory states that a Wm. Burns (Keyser purchased his property from a Cynthia Burns) lived in the 10th Ward at 5th South (500 South) between 1000 and 1100 East. This would place him a block east of where the Keyser/Cullen house is. However, the address could be a typographical error. So it is possible that Burns actually constructed the house then later sold it to Keyser.

⁵<u>Deseret News</u>, (December 25, 1914), p.10.

⁶ Also known as the Tenth-Ward Brewery for its location within the boundaries of the LDS Tenth Ward.

⁷Utah actually passed a statewide prohibition in 1917, several years prior to the passage of the 18th Amendment.

National Register of Historic Places Continuation Sheet

Section No. 8 Page 4

Keyser/Cullen House, Salt Lake City, Salt Lake County, UT

played an important role in the local economy. According to a 1904 history of Utah, there were four major breweries in the state producing 800,000 barrels of beer annually at an average value of eight dollars per barrel. From the inception of the Salt Lake Brewery in 1871 until 1917, the company saw steady annual growth and profits.

In 1879, Keyser married Henrietta Ayres Depue, also of Belvidere, New Jersey. That same year he purchased the property one-half block to the west of the brewery, and possibly had the house constructed at that time. The location of the house was convenient for Keyser's operation of the brewery. Aaron and Henrietta lived here probably until July 1883, when he deeded the house to Matthew Cullen. Aaron then worked for A. Fisher Brewing Company, also in Salt Lake City. He and Henrietta continued to reside in Salt Lake City until moving to New Jersey in 1890 for a short time. In 1894, Henrietta passed away, and Aaron married again in 1896, to Ann Opdyke, of Plainfield, New Jersey, after which the couple returned to Salt Lake City for a few years. Some of the major business interests he was involved in included: Zion Savings Bank & Trust Company, Bell Telephone Company, Silver King Coalition, Utah Idaho Sugar Company, Union Pacific, and several others. Keyser Passed away on December 24, 1914, at the age of 85. The following was recorded in the Keyser Company Board of Directors meeting:

WHEREAS, his long life of rectitude and hard labor well directed was rewarded with smiles of fortune and the good will of his fellow men so that he leaves as a heritage to his surviving family and to the Company he founded, not only a substantial accumulation of property, but, what is greater and better than this, an untarnished name, the universal respect of the public, and the example of an active useful life, well and successfully lived.¹⁰

Matthew Cullen purchased the house from Keyser in 1883 for \$15,000, quite a large sum of money for the time. Cullen furnished the house with expensive furnishings shipped from the east, providing it with an air of elegance to match its large size. Under Cullen's ownership the property was landscaped with elaborate and well-maintained gardens to provide an atmosphere of the old South, where he had spent several years earlier in life. Cullen was also reported to have employed servants in the southern tradition.¹¹

⁸George E. Biair & R.W. Sloan, <u>The Mountain Empire Utah</u>, (Salt Lake City, Utah: George E. Blair & R.W. Sloan, 1904), 172.

⁹None of Keyser's later residences are extant. After remarrying, Aaron changed residences in Salt Lake City quite frequently, as well as moving between Utah and New Jersey a couple of times.

¹⁰A. Keyser Company Minutes. 1906-1916, (Paul Keyser, Utah Paper Box Co., Salt Lake City, Utah).

¹¹Based on an interview with Julie McCarty, Cullen's granddaughter. Interview by Kathy Scott.

National Register of Historic Places Continuation Sheet

Section No. 8 Page 5

Keyser/Cullen House, Salt Lake City, Salt Lake County, UT

Cullen's life previous to settling in Utah was in some ways similar to that of Aaron Keyser. Born in Ireland on July 17, 1840, to Patrick and Catherine Rice Cullen, Matthew emigrated with his family to the United States in 1852, settling in Maryland. After apprenticing as a blacksmith at the age of fourteen, Matthew worked in the trade for three years before heading west, driving a team across the plains to Fort Bridger, Wyoming. He spent the next few years herding cattle and freighting between Fort Bridger and Fort Laramie. He was then placed in charge of government stock at what is now Stockton, where he remained until May 1860. Matthew then returned to Maryland after a stop at New Mexico with the United States Army. With the outbreak of the Civil War, Cullen embarked on an active and short-lived military career. He was stationed in several areas, and served in the First Division, Twentieth Corps, which accompanied General Sherman on his march through Atlanta. After the war he returned to Maryland for a short visit with his mother and sister before traveling to Chicago to secure the release of his brother, who had been a Confederate soldier, from the Camp Douglas military prison.

From this point, Cullen continued west, ending up in Denver, Colorado, in the autumn of 1865. He became involved with mining for a couple of years, and then in 1867 became a railroad contractor, assisting in the construction of the Union Pacific line through Utah and Wyoming. He subsequently moved to Echo, Utah, where he made freighting trips between there and Salt Lake City. He also shuttled passengers to the mines and the railroads. His career path then took another turn when he became a prospector. Along with James C. O'Neil he discovered the rich Star District mines in Beaver County, Utah, and also became a part owner of the Horn Silver Mine near Frisco, in Beaver County in 1876. With an investment of \$25,000, Cullen and his three partners, A.G. Campbell, Dennis Ryan, and A. Byram would become owners of one of the richest silver mines in the world at the time. The partnership sold the mine three years later for \$5,000,000.13

Cullen also became highly involved in real estate and his business activities contributed much to the development of the state. Along with his involvement with mines (which was not limited to Utah alone), he also owned the Cullen Hotel (demolished) in Salt Lake City, and the Gault House in Chicago, Illinois. He later purchased interest in the Salt Lake Brewing Company, where he served as president (later, this would become the Cullen Ice and Beverage Company). It was most likely this association with the Salt Lake Brewery that Cullen met Aaron Keyser, although no documentation mentions anything about their acquaintanceship.

It seems to have been common practice for brewery owners in Salt Lake City to live near their brewerles. Albert Fisher¹⁴, a major brewer in the city lived near his brewery; Keyser lived here until

¹²Martha Sonntag Bradley, <u>A History of Beaver County</u>. (Beaver, Utah: Beaver County Commission, 1999), 118.

¹³lbid., 112.

¹⁴Albert Fisher's house (1206 West 200 South, Salt Lake City) is listed on the National Register.

National Register of Historic Places Continuation Sheet

Section No. 8 Page 6

Keyser/Cullen House, Salt Lake City, Salt Lake County, UT

Cullen became president of Salt Lake Brewery and purchased the house. Brewery workers also apparently lived in this neighborhood. According to long-time residents, Fletcher Court houses (north of the Keyser/Cullen House) housed supervisors of the brewery, while the modest frame houses of nearby East Place and Dresden Place accommodated rank-and-file workers.

Matthew married Emma J. Thompson on December 19, 1878. Emma was the niece of the Honorable Ezra Thompson, who was then mayor of Salt Lake City. Her parents, Edward and Julia Thompson, were early settlers in Utah. This union produced two daughters, Nellie M. and Julia Catherine. Unfortunately, Emma died ten years after their marriage, on June 18, 1888. Later, at an unspecified date, Matthew remarried to Emma's sister, Nellie Thompson Rasche. After a very prolific life of rising from poverty to become a successful businessman and entrepreneur, Matthew passed away on February 27, 1918. He willed the house to Nellie, and it remained in the family for at least three generations.

Nellie transferred title in 1920 to her daughter Nellie and her husband, Frederick H. Leonard, who succeeded Cullen as president of the brewery. They resided in the house for more than thirty years. After World War II, a portion the house was divided into apartments, although the Leonards continued to reside there. In 1952, the Leonards transferred title to their daughter and son-in-law, Margaret and Richard Pollock. They retained ownership for ten more years before selling the house in 1962 to the Catholic Diocese of Salt Lake City, for use as a residence for the Oblates of St. Francis de Sales, many of whom taught at Judge Memorial Catholic High School in Salt Lake City. Matthew Cullen was a devoted Catholic, and apparently this devotion passed down through the generations. Some changes were made to the building during the period that the diocese owned it to accommodate the religious purposes of its use. This included the transformation of a room to accommodate a chapel. There have been several subsequent owners since the diocese sold the building in 1987. The current owners are in the process of restoring the building to the pre-World War II residential floor plan and appearance.

Architectural Significance

The Keyser/Cullen House is an early example of a two-story cross wing-type house in an area of Salt Lake City that remained relatively undeveloped for approximately a decade after the house's construction, c.1879. Although of brick construction, the house was stuccoed quite early. The earliest Sanborn map shows the house with basically the same footprint as it has now, sans some minor rear additions. However, it was not originally a cross wing plan, having received the west wing sometime in the 1880s. Architectural evidence reveals that the original house was either a double-cell or hall-parlor type house that backed up against the hillside perpendicular to the street. It appears that

¹⁵Grace Gether, "1947 Home Echoes Past," newspaper article, (newspaper name not provided in photocopy, c.1947). "1947" date in title is somewhat misleading, referring to the then-current date rather that the date of construction.

¹⁸A drawing of the house from 1887 shows the crosswing in place.

National Register of Historic Places Continuation Sheet

Section No. 8 Page 7

Keyser/Cullen House, Salt Lake City, Salt Lake County, UT

various sections were added over time with the large, south facing cross wing being the last major section added.

The cross wing house plays a ubiquitous role in Utah. Because Mormon town planning based on Joseph Smith's "Plat of the City of Zion" was promoted, nucleated villages were set up in a grid-iron fashion. With a prescribed number of lots per block, housing, a garden, and a small family farm were incorporated into each homestead. Houses were usually placed at the corner of the lot nearest the intersection of the streets which left two sides of the house as potential formal facades. With symmetry being a principle concern in the design of a house, the ambiguity of placement was somewhat disconcerting to the designers. But house builders devised solutions that were also in keeping with changing architectural trends. By adding another wing to the common single-cell or hall-parior, another less-formal facade was created so that there was now an entrance onto both streets. With the addition of the wing the classical form of the house was altered to a Victorian type. Thus, not only was space increased, but the entire appearance of the house was updated as well.¹⁷ The familiar, and proven, hall parlor plan was maintained with the addition of another room, usually in the form of a kitchen.

By approximately 1880, cross wings were being constructed as a general type, rather than just as additions to previously existing homes, although cross-wing additions continued to be a popular way to update and enlarge an existing home. The cross wing ushered in the Victorian house type in Utah that would dominate through the first decade of the twentieth century. No longer was this type limited to corner lots but was commonly being constructed mid-block in Salt Lake City's larger blocks. This is the case with the Keyser/Cullen House. Because neither Keyser nor Cullen were Mormon might also explain the mid-block location of the house rather than on the corner.

Although some of the architectural detailing has been removed from the Keyser/Cullen House over the years, enough is retained to describe the style as vernacular Gothic Revivalism. The porch balustrade and simple gable with bargeboard trim on an otherwise classically inspired building seem to reference the Gothic Revival more than they do the Victorian Eclectic. Gothic Revival is a form of picturesque expression in architecture that was popular in Utah from approximately 1865-85. The style was developed on the premise that the Classical styles (which had been the styles of choice since settlement in 1847), were artificial and in contrast to natural forms. Romanticism was making inroads to the American's way of life, and Gothic Revival architecture, with its asymmetrical and vertical massing, sometimes complicated decorative schemes, and use of rich colors and various materials, was the architectural rendition of this natural ideal. There are only sixteen Gothic Revival buildings documented in Salt Lake City. Gothic Revival houses in Utah range from the very simple vernacular (a

¹⁷Keith Bennett & Thomas Carter, "Houses with Two Fronts: The Evolution of Domestic Architectural Design in a Mormon Community," <u>Journal of Mormon History</u>, Volume 15, (Provo, UT: Mormon History Association, 1989, 49-50).

¹⁸Thomas Carter and Peter Goss, *Utah's Historic Architecture*, 1847-1940: A Guide, Salt Lake City, Utah: University of Utah Press, 1988, 102-103.

National Register of Historic Places Continuation Sheet

Section No. 8 Page 8

Keyser/Cullen House, Salt Lake City, Salt Lake County, UT

Classical house type with a single gabled dormer), to very elaborate. The Keyser Cullen House, although quite large, is a more vernacular demonstration of the style.

The location of the house and the brewery along the east bench of Salt Lake City probably occurred because of the lack of desirable farmland in the area. The location of the brewery within the boundaries of the Salt Lake City Tenth Ward of the LDS church is of significance. There were many industries, commercial enterprises, and businesses located in the area, and thus the ward was known as a ward of industry, but little remains of any of the original industries in the area, (however, the later Salt Lake Brewery office and bottling works, built in 1905, still remain and currently function as a bed and breakfast). Because of the dichotomy between the Mormon's and non-Mormon's lifestyles, individual areas of development, both commercial and residential, were demarcated and occurred throughout the city through the early twentieth century. The industrial make-up of the Tenth Ward area brought about sociological changes with non-Mormon, or "Gentile" infiltration into a primarily Mormon neighborhood. The Keyser/Cullen House is possibly the earliest remaining non-Mormon residence in the area. Salt Lake City Brewery operation, including the brewery, ice ponds, and outbuildings were demolished decades ago.

¹⁹A/P Associates Planning and Research, <u>Salt Lake City Architectural Survey: Central/Southern Survey Area,</u> (unpublished report, 1983, p.105-107).

National Register of Historic Places Continuation Sheet

Section No. 9 Page 9

Keyser/Cullen House, Salt Lake City, Salt Lake County, UT

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National Register of Historic Places Continuation Sheet

Section No. PHOTOS Page 10

Keyser/Cullen House, Sait Lake City, Sait Lake County, UT

Common Label Information:

- 1. Keyser/Cullen House
- 2. Salt Lake City, Salt Lake County, Utah
- 3. Photographer: J. Cory Jensen
- 4. Date: August 1999
- 5. Negative on file at Utah SHPO.

Photo No. 1:

6. South elevation of building. Camera facing north.

Photo No. 2:

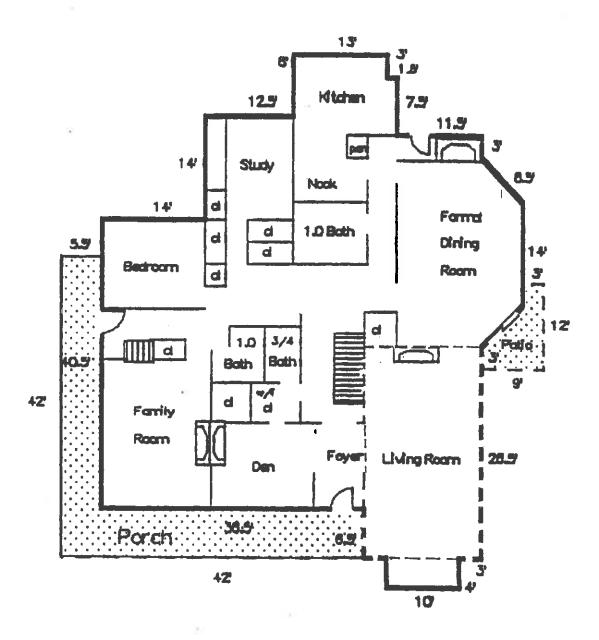
6. North elevation of building. Camera facing southwest.

Photo No. 3:

6. North & west elevations of building. Camera facing southeast.

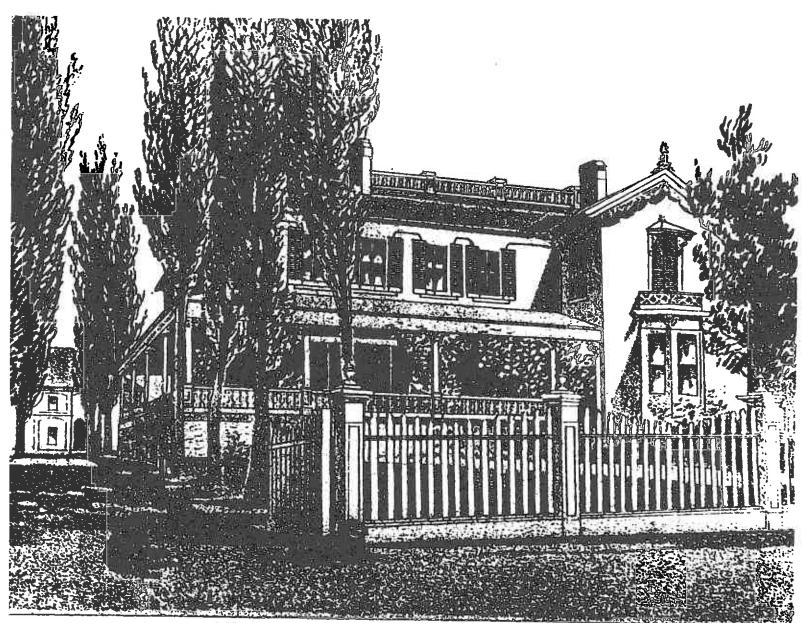
Photo No. 4:

6. West elevation of building. Camera facing northeast.



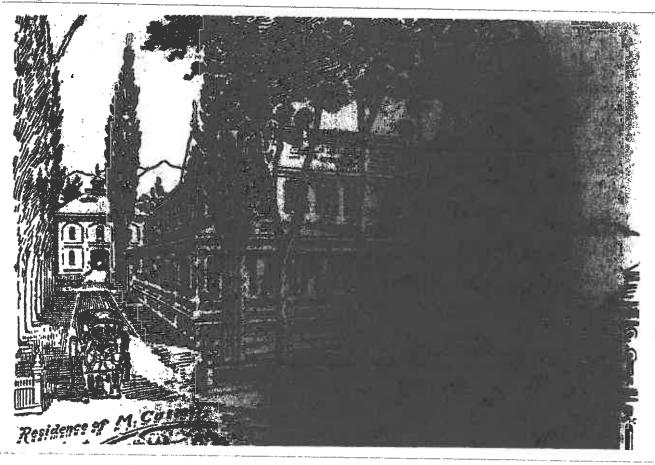
Keyser/Cullen House

Current floor plan. Dashed line indicates possible original double-cell house before additions



RESIDENCE OF MATTHEW CULLEN. C. 1887 drawing

21213



ATTACHMENT F: PUBLIC PROCESS AND COMMENTS

Public Notice, Meetings and Comments

The following is a list of public meetings that have been held, and other public input opportunities, related to the proposed project.

Notices of the public hearing for the proposal include:

- Notice mailed on March 2, 2017
- Agenda posted on the Planning Division and Utah Public Meeting Notice websites on March 2, 2017
- Property posted on March 1, 2017

Staff has not received public comment related to this project. Any comments received after the publication of this staff report will be forwarded to the Historic Landmark Commission.

ATTACHMENT G: MOTIONS

Consistent with Staff Recommendation:

Based on the analysis and findings listed in this staff report, testimony and the proposal presented, I move that the Commission deny the request for a minor alteration for the installation of a small solar energy collection system as proposed on the front facing roof plane, visible from the public right-of-way for the residence at 941 E 500 South. Specifically, the Commission finds that the proposed project does not comply with the standards of review. The property is designated as a Local and National Historic Landmark. It is unique in the neighborhood and the addition of solar panels on the front roof plane changes the character of the structure.

Not Consistent with Staff Recommendation:

Based on the information, testimony and the proposal presented, I move that the Commission approve the request for a minor alteration for the installation of a small solar energy collection system as proposed on the front facing roof plane, visible from the public right-of-way for the residence 941 E 500 South. Specifically, the Commission finds that the proposed project does not comply with the standards of review. (Commissioner then states findings based on Standards 1, 2, 3, 4, 5, 8 and 9 to support the motion):

- 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;
- 2. 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;
- 3. 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;
- 4. 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:
- Alterations or additions that have acquired historic significance in their own right shall be retained and preserved;
- Distinctive features finishes and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved;
- 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;
- 8. 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;
- 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;
- 10. 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;
- 11. Certain building materials are prohibited including the following: Aluminum, asbestos, or vinyl cladding when applied directly to an original or historic material.

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 chapter 21A.46 of this title.