



Staff Report

PLANNING DIVISION
DEPARTMENT of COMMUNITY and NEIGHBORHOODS

To: Salt Lake City Historic Landmark Commission

From: Krissy Gilmore, Principal Planner
(385) 214-9714 or Kristina.gilmore@slcgov.com

Date: September 2, 2021

Re: PLNHLC2021-00605 – Re-roof

Minor Alteration

PROPERTY ADDRESS: 1024 E 1st Avenue
PARCEL ID: 09-32-459-007
HISTORIC DISTRICT: Avenues Historic District
ZONING DISTRICT: SR-1A
DESIGN GUIDELINES: Residential Design Guidelines

REQUEST: This is a request by Dynamic Roofing & Construction, representing the property owner, to approve a re-roof request. The matter is being referred to the Historic Landmark Commission for a decision because Staff concludes that the re-roof does not comply with standards of review and adversely affects the historic district. The building is considered contributing to the character and integrity of the Avenues Local Historic District.

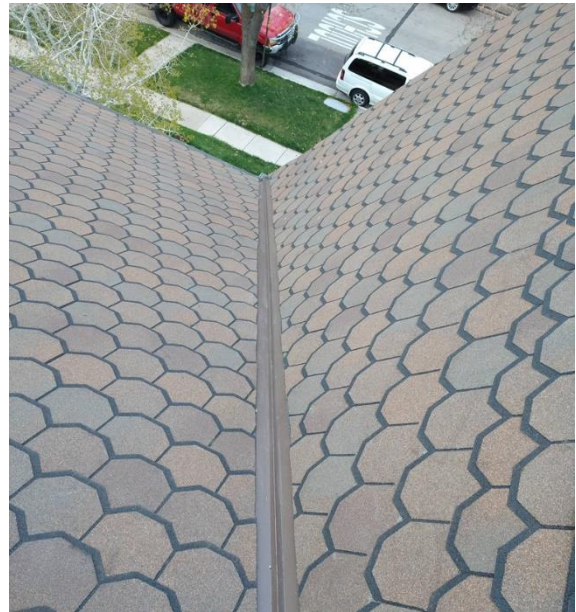
RECOMMENDATION: Based on the analysis and findings outlined in this staff report, it is Planning Staff's opinion that the proposed material for a re-roof does not meet the applicable standards of approval, specifically standards 2 and 3. As such, Staff recommends that the Commission deny the request.

ATTACHMENTS:

- A. [Site & Context Map](#)
- B. [Current Photographs](#)
- C. [Historic Photographs](#)
- D. [Historic Survey Information](#)
- E. [Analysis of Standards for Minor Alterations in a Historic District](#)
- F. [Applicable Design Guidelines](#)
- G. [Public Process and Comments](#)

BACKGROUND:

The applicant submitted a minor alteration application for the proposed re-roof. Generally, re-roof applications for historic properties are reviewed at a staff level. At the time of the application submittal, the work was already completed and in noncompliance with Salt Lake City regulations. This application was initially submitted for administrative review for a replacement of the existing composite shingles on the primary home and garage. The home was replaced with asphalt CertainTeed Carriage House Shingles 21SQ in the color brownstone and the garage was replaced with OC Duration Shingles in the color Teak10 SQ. The proposed shingles on the primary home, Carriage House Shingles, have a faux shadow design that does not meet the historic guidelines as it creates a false sense of history. The shingles proposed for the garage are found to be appropriate for the historic district.



Photograph provided by applicant of new roof. Please note that the work has already been completed.

BUILDING, SITE, AND CONTEXT:

The subject property contains a historically contributing single-family building. The Reconnaissance Level Survey (RLS) for the Avenues Historic District indicates that the building was constructed in 1892. The two-story Victorian home is an example of pattern book design. Many of the home's original details were removed or covered when the house was sided with asbestos shingles, probably in the 1950s. The roof shingles that were replaced were likely not the original shingles, given the extensive history of the structure. Nevertheless, the structure is considered a significant, historically contributing structure to the Avenues Local Historic District.

KEY ISSUE:**Replacement of material to mimic a false sense of history and architecture**

The character of a roof is a prominent defining feature of a historic building. It reflects the traditional design of the structure and contributes to the historic nature of the neighborhood. Safeguarding the roofing characteristics and ensuring its integrity in historic buildings is an important goal in historic preservation.

While asphalt shingles are generally an appropriate replacement material for most roofs, the design of the proposed shingles in this instance mimic a more dimensional shingle. The City's adopted historic guidelines and zoning ordinance discourage imitation materials designed to look like other materials.

The project includes an asphalt shingle roof with a faux shadow line designed to look like a more dimensional shingle, creating a false sense of history and architecture. Primarily, the proposal does not meet Standard 21A.34.20.G.3 since the roofing material is designed to look like other materials.

21A.34.20.G.3. states: *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.*

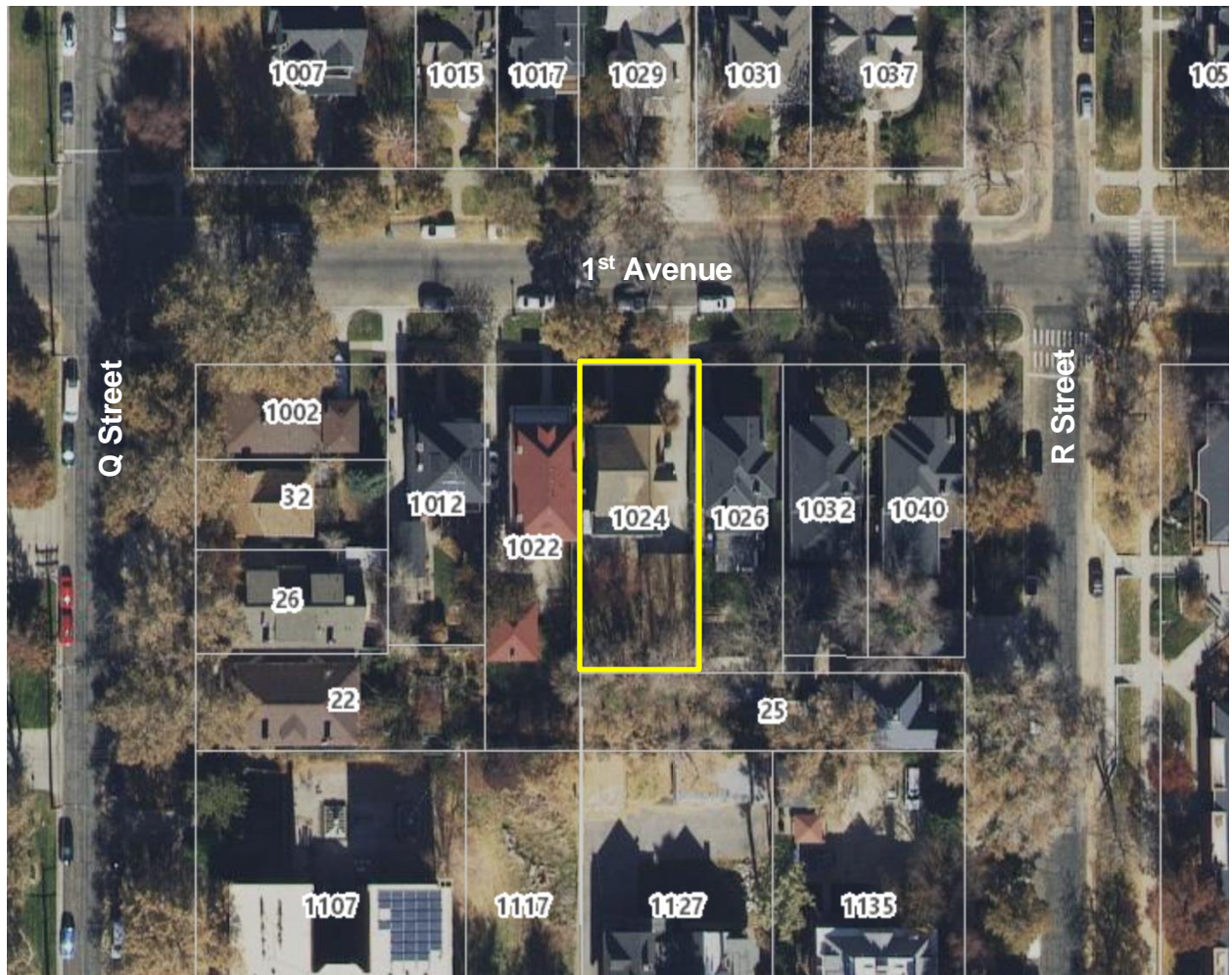
Additionally, the Historic Design Guidelines are specific in that the shingle shape and character should be similar to the original form. While it is difficult to see the roof in historical photos, more recent photos from the Avenues Local Historic District Reconnaissance Level Survey 2007-2013 appear to show a simple, typical shingle design. It is worth noting that it is somewhat difficult to see in photos given the height of the home from the grade of the street. The roof is most visible from the east-facing façade rather than directly in front of the house.

NEXT STEPS:

If the request is denied by the HLC, the applicant will not be issued a COA. The applicant could proceed with repair and replacement utilizing appropriate materials, as necessary, with another minor alteration application that could be reviewed administratively.

If the Commission disagrees with Staff's recommendation and the project is approved, the applicant would receive a COA to proceed with the project as represented in this Staff Report.

ATTACHMENT A: Site & Context Map



 Subject Property

ATTACHMENT B: Current Photographs



Front/North façade



Side/East façade



Image provided by the applicant of new re-roof

ATTACHMENT C: Historic Photographs



*Historic Tax Photo.
Source: Salt Lake County*



Avenues Historic District Survey, 2007 - 2013

ATTACHMENT D: Historic Survey Information

Researcher: John McCormick
Date: June 1, 1979

Site No. _____

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

1
IDENTIFICATION

Street Address: 1024 1st Avenue Plat c Bl. 5 Lot 3
Name of Structure: Russel L. Tracy/Eugene W. Kelly House T. R. S.
Present Owner: Heinrich E. Kuennemann UTM:
Owner Address: Tax #: 5-1548

2
AGE/CONDITION/USE

Original Owner: Joseph P. Bache Construction Date: 1892 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 Records.
Salt Lake City Building Permit, #621, October 22, 1892.
"Tracy, Russel L." Men of Affairs in the State of Utah, SLC: The Press Club of SLC,
1941, p. 70.
"Tracy, Russel L." Deseret News, May 17, 1945, p. 1; May 18, 1945, p. 11; May 19, 1945,
p. 5.

Architect/Builder: Carroll/E. Darling

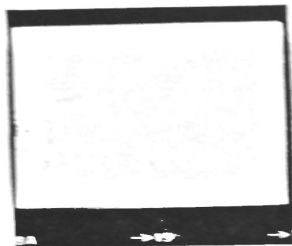
Building Materials: asbestos shingle siding Building Type/Style: Victorian eclectic

Description of physical appearance & significant architectural features:

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

This is a two-story Victorian home, probably of pattern-book design. Most of its original details were removed or covered when the house was sided with asbestos shingles, probably in the 1950's. The tall front gable was probably covered with wood shingle siding, as was the second floor, which is flared out over the first. The second floor porch still has the original wooden paired columns, while those on the first are gone. Above the large first floor front window is an art-glass transom.

--Thomas W. Hanchett



Statement of Historical Significance:

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

This two-story Victorian house of pattern-book design is historically significant because of its association with Russel L. Tracy and Eugene W. Kelly.

It was built in 1892 for Joseph P. Bache, an apparently interesting person about whom it would be nice to know more. Unfortunately, the only information available about him is found in Salt Lake City Directories. According to them, at the time he built the house he was "Utah Territorial Librarian" and "Clerk, Supreme Court." Bache evidently held the house as rental property until 1894 when he sold it to Russel L. Tracy. According to his obituary, he was "a noted Salt Lake financier and philanthropist." Tracy was born in Mansfield, Ohio, December 10, 1860. In 1883 he moved to Cheyenne, Wyoming, and in 1884 founded the Tracy Loan and Trust Company. In 1892 he moved to Salt Lake City and transferred headquarters of the company here. Eventually, the business became one of the largest of its kind in the Intermountain West. In addition to commercial affairs, Tracy was active in community affairs. He financed the Boy Scout camp, known as Tracy Wigwam, in Millcreek Canyon, and funded the Tracy Aviary in Salt Lake's Liberty Park. Tracy was a member of the Congregational Church.

In 1906 Tracy moved to a larger house in Salt Lake City (1285 Military Way) and sold this one to Eugene W. Kelly. He was born in Fillmore, Utah in 1873, received his schooling there and remained in the town until coming to Salt Lake City in 1902. Active in politics, while in Fillmore he served as its mayor, in the state legislature, and as chairman of the Utah State Republican Committee. Upon coming to Salt Lake City he founded Rowe and Kelly Men's Clothing Store, later Mullett-Kelly, and continued his involvement in politics. In the 1930's he was twice an unsuccessful candidate for the office of Salt Lake City Mayor, and in 1936 unsuccessfully sought the Republican nomination for Governor. He was

1024 1st Avenue-1892

also widely known for editorials appearing in local newspapers boosting Utah. In 1923 he sold the house to Zora W. Phinney. She was not listed in Salt Lake City Directories, and was evidently an out of town investor. She held the house for two years, and in 1925 sold it to a commercial painter named John T. Fornander. Three years later, in 1928, he sold it to Thomas A.C. Bruce and his wife Chloe. They held it as a rental property until 1936 when they lost it in a tax sale. For the next ten years, Zion's Benefit Building Society was the owner. In 1946 the company sold it to Lillian M. Taylor, an insurance salesperson. She lived in it until the late 1950's. In the early 1960's the house was converted into a number of small apartments. When the present owner bought it, he converted it back into a single family residence.

Property Type: 111

Historic Preservation Research Office

Site No. _____

BATCH KEY
1805052612

Structure/Site Information Form

Street Address: 01024 FIRST AV

UTM: 14809 14809

Name of Structure:

T. 01.0 N R. 01.0 E S. 32

Present Owner: KUENNEMANN*HEINRICH*E* & CHARLOTTE

1024 1ST AVE

Owner Address: SLC, UTAH

84103

Year Built (Tax Record): 1898

Effective Age: 1920

Tax #: 05 1548

Legal Description

01 Kind of Building: RESIDENCE

OM AT NW COR LOT 4 BLK 5 PLAT G SLC SUR E 3 RD S 8 RD W

3 RD N 8 RD TO BEG

Original Owner:

Construction Date:

Demolition Date:

Original Use:

Present Use:

Building Condition:

Integrity:

Preliminary Evaluation:

Final Register Status:

☐ Excellent☐ Site☐ Unaltered☐ Significant☐ Not of the☐ National Landmark☐ District☐ Good☐ Ruins☐ Minor Alterations☐ Contributory

Historic Period

☐ National Register☐ Multi-Resource☐ Deteriorated☐ Major Alterations☐ Not Contributory☐ State Register☐ Thematic

Photography:

Date of Slides:

Slide No.:

Date of Photographs:

Photo No.:

Views: ☐ Front ☐ Side ☐ Rear ☐ OtherViews: ☐ Front ☐ Side ☐ Rear ☐ Other

Research Sources:

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

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

Researcher:

Date:



986 E 1st Avenue
D



1002 E 1st Avenue
B



1007 E 1st Avenue
A



1007 E 1st Avenue
(garage)



1007 E 1st Avenue
(fence)



1012 E 1st Avenue
B



1015 E 1st Avenue
B



1017 E 1st Avenue
B



1022 E 1st Avenue
B



1024 E 1st Avenue
A



1026 E 1st Avenue
B

*Architectural Survey Data for SALT LAKE CITY
Utah State Historic Preservation Office*

1st Avenue — Avenues Historic District (SLC Landmark District)

RLS 2007, PAGE 15

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
986 E 1ST AVENUE	D	1/0	c. 2000	REGULAR BRICK	NEO-VICTORIAN	OTHER LATE 20TH C. SINGLE DWELLING	07	
	2							
1002 E 1ST AVENUE	B	0/0	1920	REGULAR BRICK	BUNGALOW	BUNGALOW	07	SMALL ADDITION ABOVE ATTACHED GARAGE
		1			PRAIRIE SCHOOL	SINGLE DWELLING	N04	
1007 E 1ST AVENUE	A	0/2	1893	SHINGLE SIDING	SHINGLE STYLE	CENTRAL BLK W/ PROJ	07	ARCH-FREDRICK ALBERT HALE SLC REGISTER
NEWELL BEEMAN/HOYT		2.5		STONE:OTHER/UNDEF.	QUEEN ANNE	SINGLE DWELLING	N04	
1012 E 1ST AVENUE	B	0/0	1901	REGULAR BRICK SHINGLE SIDING	VICTORIAN ECLECTIC	FOURSQUARE (BOX)	07	N04
		2				SINGLE DWELLING		
1015 E 1ST AVENUE	B	0/0	1893	REGULAR BRICK	VICTORIAN ECLECTIC QUEEN ANNE	CENTRAL BLK W/ PROJ	07	
JOHN T. DONNELLAN HOUSE		2.5				SINGLE DWELLING	N04	
1017 E 1ST AVENUE	B	0/0	1892	REGULAR BRICK SHINGLE SIDING	VICTORIAN ECLECTIC QUEEN ANNE	CENTRAL BLK W/ PROJ	07	A.G. SNAKE/H.E. REDFIELD BLDRS
DAVID S. SYKES HOUSE		2				SINGLE DWELLING	N04	
1022 E 1ST AVENUE	B	0/1	1905	REGULAR BRICK	VICTORIAN ECLECTIC	FOURSQUARE (BOX)	07	TJ STRNGER ARCH/OSCAR ENGDAHL-
JAMES J. BURKE HOME		2		ROCK-FACED CONC BLK BUNGALOW		SINGLE DWELLING	N04	
1024 E 1ST AVENUE	A	0/1	1892	SHINGLE SIDING	VICTORIAN ECLECTIC	CROSSWING	07	CARROLL/E. DARLING; RECENT REHAB
RUSSEL L. TRACY/EUGENE W.		2.5		CLAPBOARD SIDING	SHINGLE STYLE	SINGLE DWELLING	N04	
1026 E 1ST AVENUE	B	0/1	1897	REGULAR BRICK SHINGLE SIDING	VICTORIAN ECLECTIC	SIDE PASSAGE/ENTRY	07	JG ANDERSON CONTRACTOR
JOSEPH A. GRAHAM HOUSE		2				SINGLE DWELLING	N04	

?=approximate address

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

ATTACHMENT E: Analysis of Standards for Minor Alterations in a Historic District

H Historic Preservation Overlay District – Standards for Certificate of Appropriateness for Alteration of a 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, or the Planning Director, 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.

Standard	Analysis	Finding
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;	The existing structure on site was constructed as a single family dwelling. The applicant is proposing to continue using it as single family dwelling.	Complies
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;	The proposal is to replace existing roof with a new asphalt roof with a faux shadow line. The faux shadow line creates a false sense of history by mimicking another material.	Does not comply
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;	Faux shadow lines on asphalt roofs are intended to replicate more dimensional materials, such as cedar shingles, which creates a false sense of architecture.	Does not comply
4. Alterations or additions that have acquired historic significance in their own right shall be retained and preserved;	The proposed work does not involve such alterations.	Not applicable

<p>5. Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved;</p>	<p>It is difficult to determine the original roofing material from photographs, though it appears to be a more typical rectangle shape and design. The material to be replaced was likely not historic given the extensive history of the site.</p>	<p>Complies</p>
<p>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;</p>	<p>The scope of work does not include the repair of any deteriorated architectural features.</p>	<p>Not applicable</p>
<p>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;</p>	<p>The proposed work does not involve such alterations.</p>	<p>Not applicable</p>

<p>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;</p>	<p>This proposal does not involve an addition itself but inappropriate roofing material. The proposed work does not involve such alterations.</p>	<p>Not applicable</p>
<p>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;</p>	<p>The proposed work does not involve such alterations.</p>	<p>Not applicable</p>
<p>10. Certain building materials are prohibited including the following:</p> <p>a. Aluminum, asbestos, or vinyl cladding when applied directly to an original or historic material.</p>	<p>The proposed work does not involve such alterations.</p>	<p>Not applicable</p>

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 chapter 21A.46 of this title.	The project does not involve changes to or any new signage.	Not applicable
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ATTACHMENT F: Applicable Design Guidelines

A Preservation Handbook for Historic Residential Properties and District in Salt Lake City provides guidance and advice on ways to meet the design standards in the zoning ordinance, and Part II, Chapter 7: Roofs includes the relevant historic guidelines for this application and are identified below for the Commissions' reference:

[A Preservation Handbook for Historic Residential Properties and District in Salt Lake City, Chapter 7: Roofs](#)

Roof Materials

When repairing or altering a historic roof, one should avoid removing historic roofing materials that are in good condition. Where replacement is necessary, such as when the historic roofing material fails to properly drain or is deteriorated beyond use, one should use a material that is similar to the original in style and texture. The overall pattern of the roofing material also determines whether or not certain materials are appropriate. For instance, cedar and asphalt shingles have a uniform texture, while standing seam metal roofs create a vertical pattern.

The color of the repaired roof section should also be similar to the historic roof material. Wood and asphalt shingles are appropriate replacement materials for most roofs. A specialty roofing material, such as tile or slate, should be replaced with a matching material whenever feasible.

Unless the existence of a historic metal roof can be demonstrated, either by existing material or through historic documentation such as photographs, the use of metal shingle or standing seam roofs on contributing structures should be avoided because of their texture, profiles and reflectivity.

7.3 Preserve original roof materials wherever feasible.

- Removing historic roofing material that is in good condition should be avoided.
- Where replacement is necessary, use materials that are similar to the original in both style and physical qualities wherever possible.
- Use a color that is similar to that seen historically.
- Specialty materials such as tile or slate should be replaced with matching material whenever feasible: replacement of a few individual units may be all that is required with these durable materials.

ATTACHMENT G: Public Process and Comments

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

Public Hearing Notice:

Notice of the public hearing for this project includes:

- Public hearing notice mailed on August 19, 2021.
- Public hearing notice posted on City and State websites on August 19, 2021.
- Sign posted on the property on August 23, 2021.

Public Comments:

As of August 26, 2021, no public comment have been received. Any comments received after the publication of this staff report will be forwarded to the Commission.