



# Staff Report

PLANNING DIVISION  
COMMUNITY & ECONOMIC DEVELOPMENT

To: Salt Lake City Planning Commission

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Date: December 9, 2015

Re: PLNHLC2015-00403 – 381 E 11<sup>th</sup> Avenue – Historic Overlay Removal (Zoning Map Amendment)

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## Zoning Map Amendment

**PROPERTY ADDRESS:** 381 E. 11<sup>th</sup> Avenue  
Malcolm and Elizabeth Keyser House – City Landmark & National Register Site

**MASTER PLAN:** Avenues Community Plan and the Community Preservation Plan

**ZONING DISTRICT:** SR-1A (Special Development Pattern Residential District)

**REQUEST:** Larry Perkins is requesting to alter the boundaries of a Landmark Site. The applicant proposes to subdivide part of the property in order to create a new buildable lot in the north-east portion of the current property. An amendment to the zoning map is required to remove this portion of the site from the H-Historic Preservation Overlay District and the City Council is the final decision making body. On, July 16, 2015 the Historic Landmark Commission denied a Certificate of Appropriateness for a major alteration to subdivide the lot and forwarded a negative recommendation to the Planning Commission and the City Council regarding amending the boundaries. The Planning Commission is being asked to make a recommendation to the City Council about the proposed change. Currently, the site contains a single family building, the Malcolm and Elizabeth Keyser House and its associated grounds. The existing parcel is 33,977 square feet and would be subdivided into two lots. The new lot would be approximately 7,200 square feet leaving a remainder parcel of 26,777 square feet that would contain the historic house and balance of the physical property. The existing property is zoned SR-1A (Special Development Pattern Residential District). The entire property is a City Landmark site and is listed on the National Register of Historic Places.

For this type of application the Planning Commission is required to hold a public hearing and forward a recommendation to the City Council.

### RECOMMENDATION:

Based on the findings listed in the staff report and the testimony and plans presented, I move that the Planning Commission transmit a negative recommendation to the City Council for the proposed zoning map amendment.

**ATTACHMENTS:**

- A. Vicinity Map
- B. Existing Conditions
- C. Analysis of Standards
- D. Public Process and Comments
- E. Motions
- F. Additional Applicant Information
- G. Staff Report to the Historic Landmark Commission – July 16, 2015

**KEY ISSUES:**

The key issues listed below have been identified through the analysis of the project, neighbor and community input and department review comments.

**Issue 1: Would the proposed alteration of the property have a negative impact on the overall integrity of the Landmark Site?**

This is the main issue to be considered in relation to this proposal. Based on the information contained in the National Register Nomination, the physical property itself appears to be significant to the overall historic site itself. The prominence of the site was intended to provide an inspiring view of the city and to make a favorable impression on the original owner's professional associates and social contacts. The prominent site conveyed a sense of place that was important in the context of the neighborhood and that functions in harmony with the distinctive house itself. The house was designed to both stand above and blend in with the sloping site. Staff believes that removing a portion of the property would negatively impact the overall context of the property.

**Issue 2: Is the proposed alteration in the best interest of the City?**

Staff believes that this action will have a negative impact on the Landmark site and has concern about a precedence being set in terms of allowing the parceling off of portions of Landmark sites throughout the city. This is contrary to the standards considered for the Alteration of a Landmark Site as presented to the Historic Landmark Commission. It is staff's opinion that the requested action is not in the best interest of the City.

**DISCUSSION:**

In 2005, a request to revoke the designation Landmark Site status from the entire site was denied by the City Council because it was found that the Landmark Site meets the criteria for designation, including the physical integrity of the entire site within the setting and location on the property.

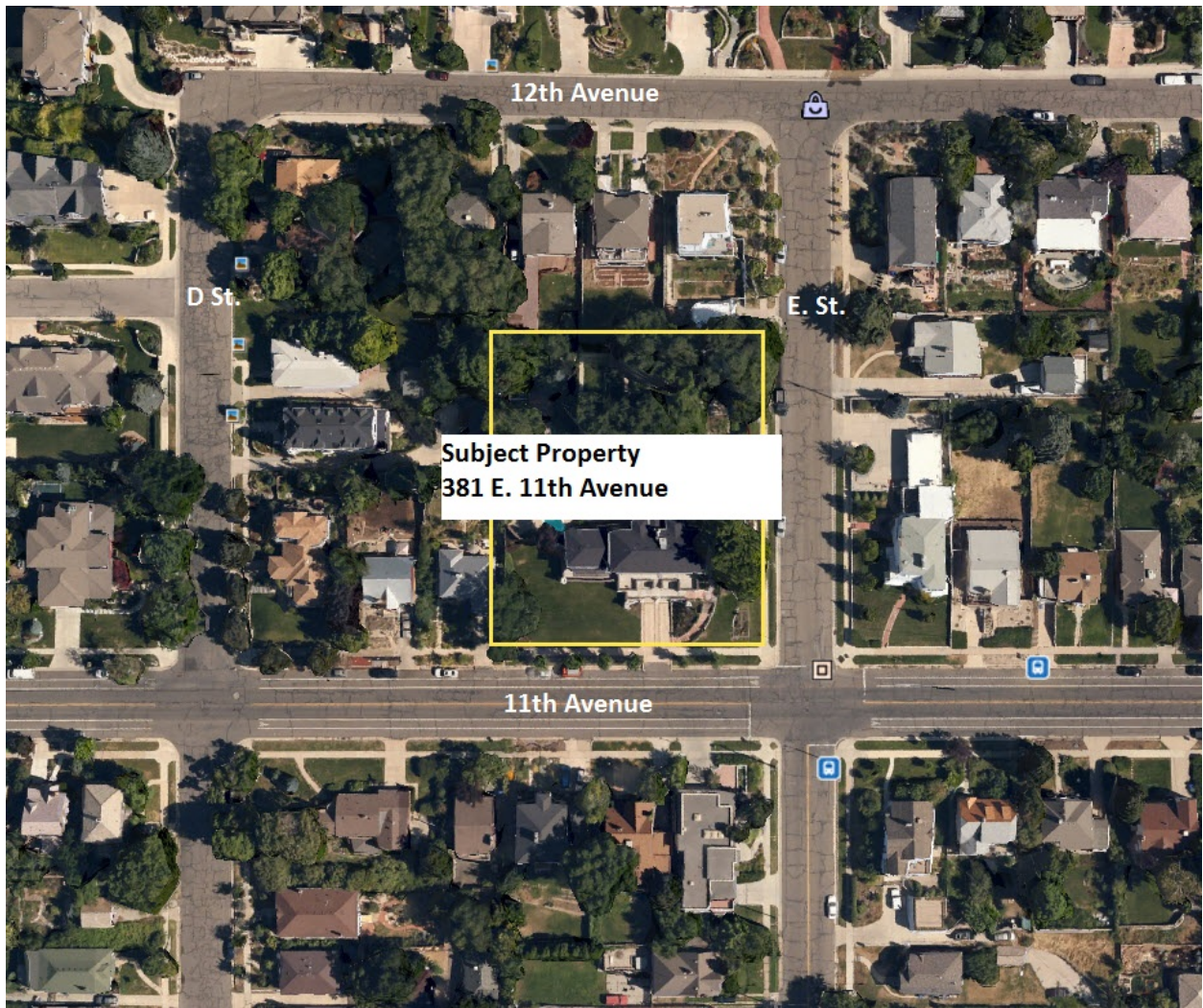
Additional information and background on these issues and the property can be found in Attachment G: Staff Report to the Historic Landmark Commission – July 16, 2015.

**NEXT STEPS:**

With a recommendation of approval or denial of the proposed amendment to the H – Historic overlay for this property, the proposal will be sent to the City Council for a final decision by that body.

# **ATTACHMENT A: VICINITY MAP**

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## **ATTACHMENT B: EXISTING CONDITIONS**

Aerial of the subject property located at 381 E 11<sup>th</sup> Avenue. The boundary of the existing property parcel is outlined in red (0.78 acres/33,977 square feet) and the proposed area where the H – Historic overlay would be removed to create a buildable lot (approx. 7,205 SF) is outlined in yellow.





Above: Subject Property - photo looking north from the SW corner of 11<sup>th</sup> Avenue and E Street.

Below: The proposed new buildable lot would front on E Street on the north side of the existing property.



## Adopted Master Plans and City Policies

The primary plan that addresses historic preservation in the city is the **Community Preservation Plan**. The City Council adopted the Community Preservation Plan in October 2012. The Plan is the key strategic document that will guide Salt Lake City's preservation efforts into the future. The purpose of the plan is to address the important goals of historic preservation and community character preservation to ensure the continued preservation of the City's neighborhoods. The Plan provides vision and established policies that will help preserve those areas of the City that are uniquely historic and tell the story of the City's historic past. ([Click this link to view the Community Preservation Plan](#))

### Relevant Community Preservation Plan Policies

The following policies identified in the Community Preservation Plan are relevant to the proposal:

**Policy 3.2j: Pursue local listing of significant individual properties to ensure their continued protection.**

Staff Analysis: This property is significant and is recognized as an important Landmark site. Continued protection of this site is in the best interest of the city. In staff's opinion, the proposal is contrary to this policy and the reasons for the Landmark Site designation of this property.

***Policy 3.3c: The standards for review of projects in local historic district or regarding Landmark Sites are to be applied in a way that respects that change is part of history and that appropriate additions and alterations to Landmark Sites or structures within local historic districts must be considered as part of a natural evolution of historic properties and districts.***

Staff Analysis: This policy would seem to support the applicant's request as being a reasonable evolution of the Landmark Site and its physical property. Over time the boundaries of the site have been altered from their original configuration. If the amendment were allowed, the remaining property would still be considerably larger than most properties within the general area and the proposed new lot would meet all standards and requirements of the underlying zoning district for a single-family dwelling.

### Relevant Avenues Community Master Plan Policies

The Historic Preservation Planning Goal identified in the Avenues Community Master Plan states: "Encourage preservation of historically and architecturally significant sites and the established character of the Avenues and South Temple Historic Districts"

Staff Analysis: The applicant's request to modify the boundaries of an existing Landmark Site is inconsistent with encouraging the preservation of historically and architecturally significant sites because it would alter the physical integrity of the existing Landmark Site relating to its historic setting. Furthermore, the removal of the Overlay from a portion of the parcel, would remove the regulations for preservation and therefore, the design of a new structure would not be reviewed for compatibility with the Landmark Site.

## **Zoning Ordinance**

The Salt Lake City Zoning Ordinance Standards and Purpose Statements include the following language that relates to this request.

### **Historic Preservation Overlay**

[21A.34.020.A \(click here for a link to the Historic Preservation Overlay zoning provisions\)](#)

- A. Purpose Statement: In order to contribute to the welfare, prosperity and education of the people of Salt Lake City, the purpose of the H historic preservation overlay district is to:
1. Provide the means to protect and preserve areas of the city and individual structures and sites having historic, architectural or cultural significance;
  2. Encourage new development, redevelopment and the subdivision of lots in historic districts that is compatible with the character of existing development of historic districts or individual landmarks;
  3. Abate the destruction and demolition of historic structures;
  4. Implement adopted plans of the city related to historic preservation;
  5. Foster civic pride in the history of Salt Lake City;
  6. Protect and enhance the attraction of the city's historic landmarks and districts for tourists and visitors;
  7. Foster economic development consistent with historic preservation; and
  8. Encourage social, economic and environmental sustainability.

#### Staff Analysis:

The purpose of the Historic Preservation Overlay District (21A.34.020A.2.) speaks to allowing the development and redevelopment of historic properties, with the caveat that any new development would need to be compatible with the existing development. An underlying goal of these provisions is to allow property owners to derive positive economic benefit and enjoyment from their property while balancing these actions and desires with protecting structures and sites that contribute to the unique cultural and historic fabric of the City. This purpose statement was intended to provide a balance between protection and development, but only on logical sites for this to take place.

Staff does not believe that sites of exceptional importance to the historic and cultural fabric of the City would be logical choices for redevelopment. In this case, the subject property is both a City Landmark Site and listed in the National Register. Staff feels that this request does not comply with the intent of section 21A.34.020A.2. of the zoning ordinance.

# **ATTACHMENT C: ANALYSIS OF STANDARDS**

## **ZONING MAP AMENDMENTS - Standards for General Amendments**

**21A.50.050:** A decision to amend the text of this title or the Zoning Map by general amendment is a matter committed to the legislative discretion of the City Council and is not controlled by any one standard. In making a decision to amend the Zoning Map, the City Council should consider the following:

<b>Factor</b>	<b>Finding</b>	<b>Rationale</b>
<b>1. Whether a proposed map amendment is consistent with the purposes, goals, objectives, and policies of the city as stated through its various adopted planning documents;</b>	<b>Does not Comply</b>	<b>The proposal does not appear to comply with all of the applicable goals, objectives and policies stated in various planning documents. It appears to comply with some but not others.</b>
<b>2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance.</b>	<b>Does not Comply</b>	<b>The proposed map amendment does not appear to further the specific purpose statements of the zoning ordinance relating to the H Historic Preservation Overlay Zone.</b>
<b>3. The extent to which a proposed map amendment will affect adjacent properties;</b>	<b>Complies - Negligible impact on adjacent properties.</b>	<b>The goal of the proposal is to create an additional buildable lot within a previously developed residential neighborhood but on property that is a Landmark Site. The Landmark Status of the property may have given adjacent property owners an assumption that the Landmark Site property would remain intact and there would not be another principal structure built on the property. However, if the overlay is removed from this portion of the property and another principal structure is allowed to be built, it would be required to meet all bulk and lot standards of the SR1-A zoning district regulations and should not have a negative impact on the adjacent property owners.</b>
<b>4. Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards</b>	<b>Not applicable</b>	<b>The proposal would not be consistent with the H Historic Preservation Overlay Zoning District which is mapped on this property to protect the entire parcel as the historic setting of the Landmark Site. Removal of a portion of the property from the Overlay would remove regulations aimed at the protection and</b>



		<p><b>preservation of the site and ensuring that modifications are compatible with this historic structure.</b></p> <p><b>The property is also within the Groundwater Source Protection Overlay District. The proposal is consistent with this type of overlay.</b></p>
<p><b>5. The adequacy of public facilities and services intended to serve the subject property, including, but not limited to, roadways, parks &amp; recreational facilities, police &amp; fire protection, schools, stormwater systems, water supplies, and wastewater and refuse collection.</b></p>	<p><b>Complies</b></p>	<p><b>Adequate facilities exist to serve the existing property and any additional buildable lot created.</b></p>

## **ATTACHMENT D: PUBLIC PROCESS AND COMMENTS**

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

- Historic Landmark Commission (HLC) meeting: July 16, 2015
- Greater Avenues Community Council (GACC) meeting: November 4, 2015
- Planning Commission hearing: December 9, 2015
- City Council hearing: Upcoming - date to be determined

Zoning map amendments require that both the Planning Commission and the City Council hold public hearings prior to a decision being made.

### **Notice of the Planning Commission public hearing of 12/09/2015 for the proposal included:**

Public hearing notice posted: November 25, 2015

Public notice posted on City and State websites and Planning Division list serve: November 25, 2015

### **Public Input:**

Staff has received email and phone call comments from several neighboring property owners, some of whom attended the Greater Avenues Community Council meeting on November 4, 2015. The comments from all neighboring property owners have been positive in nature and supportive of the applicant's proposal. Although the GACC did not offer a formal recommendation in support or opposition of the proposal, there were no negative comments made at the meeting or opposition expressed in that forum.

## **ATTACHMENT E: MOTIONS**

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### **Recommended Motion:**

Based on the testimony and the following findings, I move that the Planning Commission transmit a negative recommendation to the City Council to amend the Zoning Map to remove the north-east portion of the current property from the H-Historic Preservation Overlay District. The proposal does not meet the minimum standards necessary for a Zoning Map Amendment.

The Planning Commission shall make findings on the Zoning Map amendment standards as listed below:

1. Whether a proposed map amendment is consistent with the purposes, goals, objectives, and policies of the city as stated through its various adopted planning documents;
2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance;
3. The extent to which a proposed map amendment will affect adjacent properties;
4. Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards; and
5. The adequacy of public facilities and services intended to serve the subject property, including, but not limited to, roadways, parks and recreational facilities, police and fire protection, schools, stormwater drainage systems, water supplies, and wastewater and refuse collection.

### **Not Consistent with Staff Recommendation:**

Based on the analysis and findings listed in the staff report, testimony, and information presented, I move that the Planning Commission transmit a favorable recommendation to the City Council to amend the Zoning Map to remove the north-east portion of the current property from the H-Historic Preservation Overlay District as requested.

## **ATTACHMENT F: ADDITIONAL APPLICANT INFORMATION FOR PLANNING COMMISSION AND CITY COUNCIL TO CONSIDER**

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The applicant has provided the attached materials and photographs to be considered by the Planning Commission in making its recommendation to City Council.

Additional information and photographs of the property supplied by the applicant can be found in Attachment G: Staff Report to the Historic Landmark Commission.

## INTRODUCTION

### **We are empty nesters with a downsizing problem ... and the solution is in our own backyard**

My name is Larry Perkins. My wife Gayle & I are in the home at 381 11<sup>th</sup> Avenue -- for Historical reference called **The Keyser House**. That home is too big for just the two of us so we have Proposed to downsize by:

- splitting off a new building lot at the rear of our existing property, then
- building a smaller craftsman style bungalow for us to move into on that new lot, and then
- selling the large Keyser House to some family that needs more room than we need.

Our property is (like all of the other properties on our Block and in our area of the Avenues) Zoned "SR-1A." The new building lot we propose to split off of our existing yard is fully compliant in all respects with the requirements of the SR-1A zoning and is very compatible with the other lots existing on our Block. Moreover, the yard and home left after the split ALSO remain fully compliant in all respects with the requirements of the SR-1A zoning.

If that were the end of the story, we would not need to approach the Planning Commission. But the rest of the story is that in 1978 the Keyser House was designated as a City Landmark Site and therefore in addition to the SR-1A zoning our house is subject to the provisions of an "H Historic Preservation Overlay District."

### **Many precedents exist for lots to be divided or adjusted to accommodate new construction within an "H Historic Preservation Overlay District"**

When I first submitted the Application/Proposal to split the new building lot off of the existing lot, I expected it to be readily approved within the framework of the existing "H Historic Preservation Overlay District" and subject simply to the architectural review process. Many times over the years, lots have been created and adjusted within "H Historic Preservation Overlay Districts" and new homes built without problems. It was my perception that there was no legal difference between the "H Historic Preservation Overlay District" that applied to the large Neighborhood Historic Districts in Salt Lake City vs. the smaller "H Historic Preservation Overlay District" that applies to my single Landmark Home.

However, the Planning Staff informed me that they had made an Administrative Interpretation that we should only be allowed to proceed if the boundaries of the "H Historic Preservation Overlay District" were adjusted by the City Council deleting from the boundaries of the "H Historic Preservation Overlay District" that portion of our Lot which we propose to split off. They further explained that their decision/requirement was supported by a legal opinion from the Salt Lake City Attorney.

Therefore, the Question being presented to you is:

**Besides my Home, what part of my land needs to be in the "H Historic Preservation Overlay District."**

And the answer made clear from the facts that follow herein is:

**The interests of Salt Lake City are well served by an "H Historic Preservation Overlay District" applied to a Lot that is commensurate with its original 1913 size; one that gives a sense of spaciousness and that allows and promotes the enjoyment of the Historic Architecture when viewed by the public from the streets and sidewalks.**

**The Lot Division Proposal before you Promotes and Preserves and does not interfere with the Interests of Salt Lake City and therefore should be supported by the Planning Commission.**

Pertinent facts are:

1. When the Landmark House was Originally Built in 1913, it was known as 381 11<sup>th</sup> Avenue and sat on a Lot of approximately 6/10 of an acre. A large Barn was also partly on the 381 11<sup>th</sup> Avenue Lot and partly on the adjacent Lot to the North.
2. After some 14 years, the original 381 11<sup>th</sup> Avenue Lot which accommodated the Landmark House was added to by the purchase of the additional plot of land that incorporated the Second Main Structure (the Barn). At that point in time the land that accommodated the Two Main Buildings (a Large House and a Large Barn) totaled a little more than 3/4 acres.
3. By 1978 when the Keyser House was made a City Landmark Site, the barn no longer existed. But the extra land that had been acquired for the barn was (wrongly, I contend; and certainly without any evaluation) included in the "H Historic Preservation Overlay District."
4. The new lot proposed to be created now is located where that early barn had been located. It represents a return to "Two Main Buildings" on the total land area, and it leaves the Landmark Site House on a Lot matching the Lot's original size of approximately 6/10 of an acre. *In the absence of the historic barn, it is fully appropriate to delete from the "H Historic Preservation Overlay District" the Proposed land area (because, again, that expanded area had been specifically acquired not for the house but rather for the barn).*

## OVERVIEW

It is very difficult to know or decide "how big picture" vs. "how detailed" to be in making an approach to the Planning Commission. The True, Practical, Real-World, Rubber-Meets-The-Road facts are that:

- Splitting off this new building lot does no harm to (and is perfectly consistent with) the Purposes, Goals, Objectives, and Policies of Salt Lake City.
- In fact, splitting off a new lot promotes some important policies of Salt Lake such as accommodating population growth and facilitating water conservation by reducing the unused portion of the current 3/4 acre Large and Arguably Wasteful yard of the Keyser House.
- Given the height restrictions and other provisions imposed by the SR-1A zoning, adjacent properties will not be adversely affected by the creation of (or building on) the new building lot. In fact (because of tree trimming and utility-line-burials associated with my wife and myself building a new home for ourselves to live in on the new lot) the views and general effect on our adjacent neighbors will be beneficial and not detrimental.
- The public neither knows nor has any reason to care exactly how big the yard is at the Keyser House.
- The "Landmark Site" refers specifically to the Structure (the House) and not the land.
- The land was neither part of the Criteria for creating the Landmark Site nor was it mentioned at all in the Ordinance or deliberations about the designation of the House as a Landmark Site.
- The Historic Site Survey dated May 23, 1973, -- on which the decision to create this Landmark Site was based -- also makes no mention of the land as being of any importance whatsoever in the Historical Significance of the Landmark. (Because the Lot Size was simply not a factor.)
- The House was declared a Landmark Site because of its architectural significance and because it was judged that the public had an interest in preserving the streetscape. And the creation of

the new building lot does no harm to the public's ability to enjoy, to view, and to appreciate the fine Landmark House on an Estate Sized Lot that will remain 4 - 5 times the size of the other lots on the Block.

- Nor does the creation of a new building lot harm the "integrity" of the Landmark Site inasmuch as:
  - (i) The Home was originally built on a parcel comprising just over 0.6 acres and
  - (ii) The Lot was expanded to just over 0.75 acres by purchasing a portion of an adjacent lot to accommodate a now-demolished barn (which barn was located on the land we propose to use as the new building lot), and
  - (iii) the actual Landmark Site (the Keyser House) will remain – after splitting off the requested Lot – on a parcel of just over 0.6 acres {within 0.02 (2/100) of the original acreage}.

### HISTORY OF THE LANDMARK DESIGNATION

How did the "H Historic Preservation Overlay District" get placed on my property? It comes from a single Ordinance ordained by the Board of Commissioners of Salt Lake City on March 22, 1978. That single Ordinance established the Avenues Historic District and also established Three City Landmark Sites – my home being 1 of the 3. [PLEASE SEE EXHIBIT A ATTACHED, the referenced Ordinance]

The language of the Ordinance itself tells us that designating this house a Landmark Site:

- is for the purpose of preserving its structure and streetscape
- was done based on "... an extensive individual structure inventory completed by the Utah State Historical Society (see Exhibit B hereto for said Survey concerning 381 11<sup>th</sup> Avenue)
- was consciously related to my House (the Structure) rather than to the land

Reading from the Ordinance itself, please note the wording of the 1978 Commissioners in the four lines of text near the bottom of Page 2 of the Ordinance:

"City landmark sites. The following structures (emphasis added) are hereby designated as City Landmark Sites because of their individual historical and/or architectural significance. Such structures (emphasis added) shall be listed by the street address or other common description."

The Commissioners made it very clear that it was *the three specific structures* that were designated as City Landmark Sites. The designated "Landmark Sites" are not plots of land!!

The 3 Landmark sites established in the Ordinance are listed at the bottom of Page 2 and the top of Page 3 of the Ordinance [Exhibit A]. And they are listed (designated) exactly as called for in the text quoted above, "... by the street address or other common description." Specifically, the Ordinance reads:

"(a) Avenues area.

- (1) 259 Seventh Avenue
- (2) Building at rear or behind 259 Seventh Avenue
- (3) 381 Eleventh Avenue"

The fact that each Landmark Site is a structure and not a plot of land is a point that has been emphasized repeatedly! And this is no technicality nor is it an oversight nor is it an ambiguity:

- THE FIRST City Landmark Site mentioned is the Colonial House or the McIntyre House. It is listed (as the ordinance specifies) by its street address of 259 Seventh Avenue.
- THE SECOND City Landmark Site mentioned is the carriage house that is on the same Lot as the first site above. *The Carriage House has no other address except 259 Seventh Avenue. But because the “259 Seventh Avenue” designation above specifically included only the single Main Dwelling Structure (it included the House, in other words; it did not include all of the land) it was necessary for the Ordinance to specify the “Building at rear or behind 259 Seventh Avenue” as a City Landmark site in its own right even though it sat on the same Lot.*

To belabor that point: Saying “259 Seventh Avenue” did not make all of that property and the buildings that were on it a City Landmark Site. To include the Carriage House as a Landmark Site (even though everything was at one address and on ONLY ONE Salt Lake County Recorder “Lot”) it was required to designate the Carriage House as a Separate Landmark Site.

THE THIRD City Landmark Site is also *a structure*: my House. It is not the entirety of my land.

It is thus obvious that by splitting off a building lot from my yard, we are NOT making any change to the designated City Landmark Site.

#### **BOUNDARIES TO H HISTORIC PRESERVATION OVERLAY DISTRICTS**

Of course, any “H Historic Preservation Overlay District” must have boundaries. And that is where we see the Major Difference between, for instance

- (I) the “H Historic Preservation Overlay District” that relates to the Avenues Historic District (or, for that matter, to other neighborhood-sized Salt Lake City Historic Districts), and
- (II) the “H Historic Preservation Overlay District” that relates to my Landmark Site Home.

The Boundaries for the “H Historic Preservation Overlay District” on the Avenues Historic District were established **By Careful Study and Deliberation.**

while

The Boundaries for the “H Historic Preservation Overlay District” on The Keyser House were established **With No Study and Without Deliberation and By Default.**

It is certainly fair to ask and to wonder “Why” the zoning map shows the “H Historic Preservation Overlay District” zoning on my entire property? Well, it is because:

- the Landmark House was designated by its street address; **That’s the Default.**
- that address goes with a Parcel Number at the County Recorder’s Office, and
- that Parcel Number goes with All Of The Land and not just the structure, and
- what land was specifically included in the Overlay was not a critical matter, and so
- the overlay was applied to all of my land because it was easy – not because it was necessary.



Even though the entire lot that goes with the house has some superficial “association” with the Keyser House, the obvious background questions arise:

- “What is the history of this lot?” and
- “Why is it the size it is?”

Inasmuch as we are talking about an “H Historic Preservation Overlay District,” and inasmuch as that Overlay District is specifically for the purpose of promoting the Ordinance’s goal of recognizing and preserving the architecture and streetscape of the Keyser House Landmark Site Structure, then History is a valuable element in deciding what land boundaries are required for the Overlay District to meet the objectives of the Ordinance.

### **HISTORY OF THE KEYSER HOUSE AND LOT**

To provide information regarding what boundaries are necessary, here is a thumbnail history of the Keyser House and its yard.

My house, this Landmark Site, is an attractive, Prairie Style house that was built in 1913 on a Lot sized just over 0.6 acres. That original 1913 house design is believed to have been done by the architects Hyrum Pope and Harold Burton, who designed the Mormon temple in Alberta Canada that was built two years later in 1915. Both my house and that Temple share as architectural features the prominent use of square columns and the exact same design of 4 foot diameter cast cement planter bowls. One of the chief architectural successes of the design of the Landmark Home is the way the front facade of the home stands on the crest of the hillside on the North side of 11<sup>th</sup> Avenue while at the same time nestling into the hill with the garage and terraces. That front Facade is the main Public Feature of the home .... and, of course, the separation of a lot off the rear NE corner of the yard has absolutely no impact on it.

Malcolm Keyser (the man who built and first lived in my house) was a real estate developer who owned the entire East ½ of the block. In late 1913 he built the home at 381 11<sup>th</sup> Ave ... and another of its Defining Characteristics is that it purportedly has the very first attached garage in the Salt Lake Valley. But those new fangled cars had certainly not replaced the horse as the most common means of transportation in 1913, so Mr. Keyser also built a barn behind the house. To minimize the likelihood of the people in the house having to suffer from the odor of the manure in the barn, the barn was built waaay at the rear of the yard. In fact, the barn was only partly on the same Lot as the house and it was mostly on the adjacent Lot to the north of the house’s Lot.

In 1922 Keyser sold the House and the Barn to his brother’s business partner, Albert Merrill. However, although Merrill had clear title to the House and its Lot as well as having exclusive use of the Barn, Merrill only owned part of the land under the Barn – he did not at that time own the part of the neighboring Lot that the barn encroached from.

But in 1926 Keyser was ready to subdivide that North Lot into 3 building lots facing 12<sup>th</sup> Avenue. And it was at that time that Merrill, rather than revert to One Main Structure on his property, bought from Keyser the South portion of that North Lot in order to accommodate the Two Main Structures – the

House & the Barn. That land purchase increased the lot size from a little over 6/10 of an acre to a little over 3/4 acres.

By 1978 when the Keyser House was designated a Landmark, the barn had fallen into disrepair and had long since been demolished – so instead of there being Two Main Structures on the Lot there was only the house left. But due to the Happenstance-Carryover-Fact that that in 1978 the 381 11<sup>th</sup> Avenue address took in all of the land that had accommodated both the house and the barn, the “H Historic Preservation Overlay District” was blindly applied to ALL of the Land in the Lot. *That disregarded the fact that because there is no barn (and never has been in the post-1978 Landmark Era), the reason for much of the backyard land is gone without a trace.* There is therefore certainly no need for the “H Historic Preservation Overlay District” to be applied to a larger area than the original 1913 lot size of the Keyser House.

**WHAT ABOUT THE ZONING ORDINANCE STANDARDS  
INCLUDING 21A.50.050 and 21A.34.020 ET.AL.**

Let me acknowledge that I am an amateur when it comes to the legalistic parsing of the fine details of how my Proposal to remove the “H Historic Preservation Overlay District” from a comparatively remote corner of my Land should best be justified within the framework of all of Salt Lake City’s Ordinances.

But I am an old hand when it comes to being offered false targets or windmills to tilt at. And the windmill here is that There Never Was A Study Nor An Investigation Nor An Argument Made That Required All Of The Land At 381 11<sup>th</sup> Avenue To Be Placed In An “H Historic Preservation Overlay District.” From the very outset there was no rationale other than “ease of administration” for placing the land of Two Main Buildings into an “H Historic Preservation Overlay District” being created for One Main Building. This write-up contains multiple bits of “New Information” showing that the land we seek to exclude from the Overlay should never have been placed within the overlay from the beginning.

PLEASE REFER TO EXHIBIT B HERETO: The Historic Sites Survey dated May 23, 1973, that was the basis for designating the Keyser House as a City Landmark Site in 1978. Nowhere therein will you see a statement claiming that the specific size of the Lot is at all important in even the least degree. And certainly nowhere therein will you find any support for the idea that the then-existing Lot size is a defining characteristic of the building.

No one of us today has a larger investment (not in money, not in time, not in sweat, and not in passion) in the Keyser House than do I. I will do nothing that harms that investment of mine! So you should please note that the Proposal as presented to divide off a new building lot:

- Does Not crowd the Landmark Home, and
- Neither obstructs nor interferes with the public’s streetviews of the Landmark Home, and
- Leaves intact the sense of place and scale that the Landmark Home has had from the beginning

*The point is that it is irrelevant and a mistake to get bogged down in the details of the lot size.* The interest of Salt Lake City in the Lot Size of The Keyser House Landmark Site is simply that the Landmark House be on a Lot that gives a sense of spaciousness to the streetscape and that allows the enjoyment

of the Historic Architecture when viewed by the public from the streets and sidewalks. My proposal Promotes and Preserves and does not interfere with that interest!

I have spoken to one of the 3 persons who was directly involved in the “windshield surveys” that guided the determination of the specific boundaries of the Avenues Historic District (and other Salt Lake City Historic Districts and “H Historic Preservation Overlay Districts”) and who was personally familiar with the procedures and details relating to the passing of the Ordinance that named my home a Landmark Site {again see Exhibit A hereto}. He has made it clear that the specific lot sizes and land characteristics were unimportant and were consciously ignored and that the sole focus was the architecture of the structures involved.

If my home had been on a Lot of 0.5 acres or even less, it would still have met the Standards and the Criteria for being designated a Landmark Site; there is nothing magic about the size of the Lot in 1978. And we now have considerably more information than anyone bothered to learn in 1978 about the Barn and the reason why the original 0.6 acre lot size of the Keyser House was supplemented by additional land to accommodate that Second Main Building. That additional information supports the Exclusion of the land that related to the missing barn and the return to the site size (0.6 acres) that was originally associated with the House. Only if the (missing) barn itself had been named a Landmark Site would it be rational to try to insist on the Inclusion of its land in the Overlay.

### **NATIONAL REGISTER OF HISTORIC PLACES**

The Planning Division Staff Report to the Salt Lake City Historic Landmark Commission referenced the fact that this property is listed on the National Register. I am proud of that Listing, and in fact I am responsible for obtaining that Listing. The Keyser House has numerous features and aspects that qualify it for Listing on the National Register of Historic Places, but it is worth emphasizing that not only is the specific Lot Size NOT one of those aspects or features, a key fundamental principal of that Program specifies, “National Register listing places no obligations on private property owners. There are no restrictions on the use, treatment, transfer, or disposition of private property.”

In other words that Listing itself places no restrictions nor requirements that relate to the recommendation you are being asked to make today. But the Registration Form does specify and highlight several aspects of The Keyser House that point us to important facts. Among those facts that are relevant to the Proposal to divide a new building lot off of the existing Yard we can include:

1. The “Category of Property” that qualifies the Keyser House for Listing as an Historic Place is **“building(s)”** and is **not “site”** (*it is the House and not the land*)
2. When cataloging the “Number of Resources within Property” per the Registration Form, there is  
One (1) Contributing Building [the House], plus  
Three (3) Contributing Structures [a barbeque, a picnic pavilion and a swimming pool], plus  
Two (2) Noncontributing Buildings [the pool-house and the garage facing E Street] and  
**Zero (0) Sites** (*no specific land is cited as being important*)

3. The Areas of Significance are entered as “Architecture” and “Commerce.” The available category of “Landscape Architecture” is specifically and notably omitted because that possible Area of Significance is simply absent from the subject property. *(nothing special about the yard)*
4. When entering a Boundary Description on the Registration Form, the Registry Administrators (US Department of the Interior, National Park Service) indicate that the relevant question to be addressed is “Have the boundaries been drawn to include all features directly related to the significance of the property?” *And it is a fact that all of the resources and features mentioned in Paragraph 2 above DO remain with the Landmark Home after the requested new building lot is divided off.*
5. The Registration Form includes Four (4) pages of Narrative in Section 7 and an additional Eight (8) pages of Narrative in Section 8. Only two sentences in Section 7’s four page Narrative Description of the Property even mention the size of the yard, because yard size is totally peripheral to the important Historical and Architectural aspects of the Property. Section 8’s “Narrative Statement of Significance” is 100% devoid of any reference to the yard size – because the yard size is NOT part of the Criteria nor is it relevant except in the most general terms that relate to (i) the commanding City and Mountain views Southward that the House has due to its elevation above 11<sup>th</sup> Avenue and (ii) the pleasing appearance of the front facade of the home nestling into its sloping site as viewed from 11<sup>th</sup> Avenue. *(Splitting off the proposed building lot has No Impact whatsoever on those Features.)*
6. That earlier Salt Lake City Planning Staff Report did utilize the fact that 3 lines (out of the 8 pages) of Section 8 Narrative did observe that the existing lot associated with 381 11<sup>th</sup> Avenue is large and has existed for a long time. But, acknowledging that some people may think that is “a neat thing” does not transform it into a vital issue nor make it a Defining Feature of the Landmark Home. ***The facts that the Lot Size is (1) not emphasized and is (2) barely mentioned among the aspects of the home and is (3) not cited at all as an Area of Significance ... those are the relevant lessons to be taken from the 12 pages of Narrative that justified placing The Keyser House on the National Register of Historic Places.***

## HOW DO WE MEET AND PROTECT THE OBJECTIVES OF SALT LAKE CITY

Salt Lake City, like any major City or other large Social group, has numerous Objectives – some of which may from time to time conflict with one another. Among the City’s Objectives that are relevant for the Planning Commission are the desire to:

- a) Encourage single-family infill housing in single family neighborhoods ... where appropriate.
- b) Preserve valued historic structures that are significant to the architectural heritage of the City.
- c) Encourage social, economic, and environmental sustainability.
- d) Achieve a reasonable balance between private property rights and the public interest.

**Regarding Objective (a), housing:** I am looking to add a single family house for my own use in a built up urban neighborhood where the demand for housing exceeds the stock of housing.

**Regarding Objective (b), preservation:** the Keyser House is a very noticeable building in the Avenues and we presumably agree that it should be valued and that it is significant to our architectural heritage. For you to decide about any change in the “H Historic Preservation District” Overlay that accompanies its Landmark Designation, the real questions you are being asked to consider today are:

- 1 What is the purpose of that City Landmark designation and
- 2 Why does my house qualify, and
- 3 What is the purpose of Overlay in this situation.

1. The Purpose clearly specified in the Ordinance that established my home as a Landmark reads {See EXHIBIT A attached}: **“It is the intent of this ordinance ... to preserve the remaining visual vestiges of our heritage represented by the structures, streetscapes, and atmosphere ....”** Now, if ever there was a subjective term, it is *“atmosphere.”* But at least we do understand that the Public Interest involved is the opportunity for the public to *see* the structures and streetscapes and for the public to *“feel”* the atmosphere of the District or Landmark. That is done from the streets and sidewalks; the public has no rights to be inside the home nor to be inside the private areas of the yard.

2. It has also been adequately emphasized that the Ordinance defines “Landmark Sites” as structures; they are not plots of land!! **It is the Streetscape – the public view of my house – that qualified it to be designated a Landmark.** Its Defining Characteristics include such features as (1) the way it was designed to sit into and on the hillside when viewed from 11<sup>th</sup> Avenue, (2) Its vertical columns and horizontal lines, (3) its gently pitched hip roof, and (4) its gunite exterior – because gunite was only invented 4 years before this home was built. The streetscape of its full 165-foot frontage on 11<sup>th</sup> Avenue may be argued to be a defining feature, and the fact that the Lot is large affects its “atmosphere.” But whether the lot is .5 acres or .6 acres or .75 acres or 1.0 acres is certainly not a Defining Feature and neither Lot Size nor Lot Specifics were ever considered as Defining Features in making the determination to designate the structure as a Landmark.

3. The purpose of the Overlay is to protect the Landmark. Placing that Overlay on a yard commensurate with the 0.6 acre size of the Historic Home’s Original Yard in 1913 is the suitable way to provide that protection. That overlay provides sizeable buffer zones on all sides of the House – certainly including the two Street sides which are what the Public mainly (nearly exclusively) sees.

**Regarding Objective (c), sustainability:** The Public does not see the backyard of the Keyser House. And I know from nearly ten years of living in the home that the Public is largely unaware of anything about the backyard including what size the backyard is. But I gotta tell you: When Gayle & I are mowing, or when we are weeding, or when we are watering, we are all too keenly aware of what size the backyard is! And environmental sustainability is not the strong point of a huge yard in an Urban area.

The Keyser House today includes 3/4 of an acre, largely in grass. And in a desert state. Yet, preserving the Historical Streetscape and “atmosphere” of the Home would not be well served by rock & cactus plantings. An important characteristic of a Landmark Site as per 21A.34.020 is that it, “... clearly conveys a sense of time and place and enables the public to interpret the historic character of the site.” The house does that very well itself and we work hard to maintain the streetscape and care for the lawn and plantings that facilitate the public’s ability to “enjoy and interpret” the historic character of the Home. But that takes an OUTRAGEOUS amount of water and we are asking the City to stand behind its water

conservation slogan and Help Us Slow The Flow. In our home we use around 800 cubic feet of water a month. In the hottest months of summer, the yard consumes up to 39,000 cubic feet of water per month. That is 48 times the household consumption! Breaking off the new building lot will ease that usage and make the Landmark Site more Sustainable from both a Public and Private perspective. And by leaving the yard at its original 0.6 acre size, no one can seriously argue that it is being made too small.

In Thailand (or old Siam), a lot of construction and farm work was done by elephants. Elephants are expensive to feed and care for in captivity. But because they are strong and trainable and have long productive lives, their use as beasts of labor made economic sense. However, albino elephants were considered Holy. It was forbidden to use them as work animals, but it was mandated that they must be especially well cared for. If the King therefore wanted to drain a rival's resources, he would give that person an albino elephant. And thus, to give a White Elephant as a gift originally meant to give a gift that was not only useless but also was costly and limiting to the recipient. In today's world, a 3/4 acre lot in the Avenues of Salt Lake City is a White Elephant! An extra large Lot might have been necessary to maintain horses, but Historic Preservation does not mean Historic Fossilization.

**Regarding Objective (d):** what actually is the reasonable balance between private property rights and the public interest? There are no doubt sometimes fine lines that are difficult to deal with, but this case presents no such "fine lines." In this case, the Public has no particular interest in the land that we are dividing off and the Public gains no benefit from that land (while I, the owner, incur costs and burdens from maintaining empty land that is outside the "usage circle" the Home is designed to focus on).

IN EXHIBIT C HERETO, By Ordinance the City Council and the Mayor directed the Historic Landmark Commission and Planning Staff (reading from the bottom of the first page and carrying on to the top of page 2): **"Respect that change is part of history and that appropriate additions and alterations must be considered as part of the natural evolution of historic properties and districts. Allow greater flexibility on secondary facades where alterations are less likely to negatively affect the significant character-defining features of the site or historic district."**

While I understand the tendency of historic preservation buffs to consider all changes to be undesirable (or at least to be suspect), this change in lot size is even more innocuous and has even less impact than a change in a secondary façade of the actual Landmark Site. It is a change that is absolutely deserving of the "greater flexibility" that the City Council directed. Splitting off that rearmost portion of my Lot has Zero Negative Impact on the Public Interest in our Historic Residence, just as it has No Negative Impact on the Historic Residence Itself.

It is extremely obvious and easy to see that "Balance between private property rights and the public interest" does not allow "The Public" (or Planners) to claim:

- 1 that my land was designated a landmark site when that is demonstrably not true, nor to claim
- 2 that the size of the Lot (which had been augmented by the acquisition of land to accommodate horses in a large barn) was some critical feature qualifying my Home as a Landmark Site despite the fact that such an assertion is also clearly not true.

**The land that we are asking you to remove from the "H Historic Preservation Overlay District" should never have been subject to that Overlay in the first place.** It has been implied that because the Historic Zoning Overlay was applied to all of the land in my current Legal Description, that confirms that

someone determined that the Public has an Interest in all of that land. In fact, no one made any such determination.

- I. The Ordinance did not call the land a Landmark Site nor did the Ordinance attach any special importance to the land.
- II. The land that is currently under the “H Historic Preservation Overlay District” did NOT get there consciously nor by analysis; it got there by virtue of nothing more significant than its Street Address
- III. The historical record shows that the land I am asking you to remove from the “H Historic Preservation Overlay District” was only tangentially associated with the Landmark House and was instead closely associated with a nearby Main Structure/Barn that ceased to exist before the Structure known as “The Keyser House” was named as a Landmark Site.
- IV. No special argument should be needed to remove the New Lot From the Overlay inasmuch as we have demonstrated that no argument was made to Include That Land In the Overlay.

**No weight should be attached to anyone’s subjective personal opinion claiming that the Exact Size of the Parcel of Land is an important Characteristic of the Landmark Structure. Especially should no weight be attached to that opinion when it is manifestly NOT supported by the historical record --** which historical record consists of:

- (a) EXHIBIT B = The “Historic Sites Survey of 381 11<sup>th</sup> Avenue dated May 23, 1973” and obtained from the Utah State Historical Society in the Rio Grande Building. That’s the Survey that was specified in the Ordinance itself as the basis for naming the Structure at 381 11<sup>th</sup> Avenue a Landmark Site. And it does not attach importance to the Lot Size.
- (b) The minutes and records of the procedures and deliberations associated with the passing of the Ordinance that established my Home as a Landmark Site. (Too voluminous to incorporate here, but which make no reference to any of the land associated with any of the Landmark Sites.)
- (c) EXHIBIT A = The verbiage of the Ordinance itself, which also makes absolutely No Reference to any of the land associated with any of the Landmark Sites and instead goes out of its way to emphasize that the Landmark Sites are Structures rather than Land.

**We have the Internal Evidence within the Ordinance itself: the identifying of two (2) separate Landmark Sites at 259 Seventh Avenue.** The Carriage House has no separate address from and is located on a single Lot with the Main House. If the intent had been to expand the Landmark Site from the Main House Structure to include all of the land associated with the Street Address of the Structure, then there would have been no need to specify the Carriage House separately -- because it would simply have been automatically included by virtue of being on the land.

PLEASE RECOMMEND APPROVAL OF THIS PROPOSAL. IT IS WORTHY ON ITS MERITS: IT IS CONSISTENT WITH THE PURPOSES, GOALS, OBJECTIVES, AND POLICIES OF THE CITY. IT FURTHERS THE SPECIFIC PURPOSE STATEMENTS OF ZONING IN TERMS OF PRESERVING AND ENHANCING THE HEALTH, SAFETY, WELFARE AND AMENITIES OF THE COMMUNITY. AND IT IS CONSISTENT WITH THE PURPOSES AND PROVISIONS FOR WHICH THE “H HISTORIC PRESERVATION OVERLAY DISTRICT” WAS CREATED.

For Reference, Please Find Attached:

FOUR PHOTOS -- illustrative of the Lot's relation to the House

PLAT -- Bird's eye view of the new Lot Proposal from Planning Staff

EXHIBIT A -- Landmark Ordinance of March 22, 1978

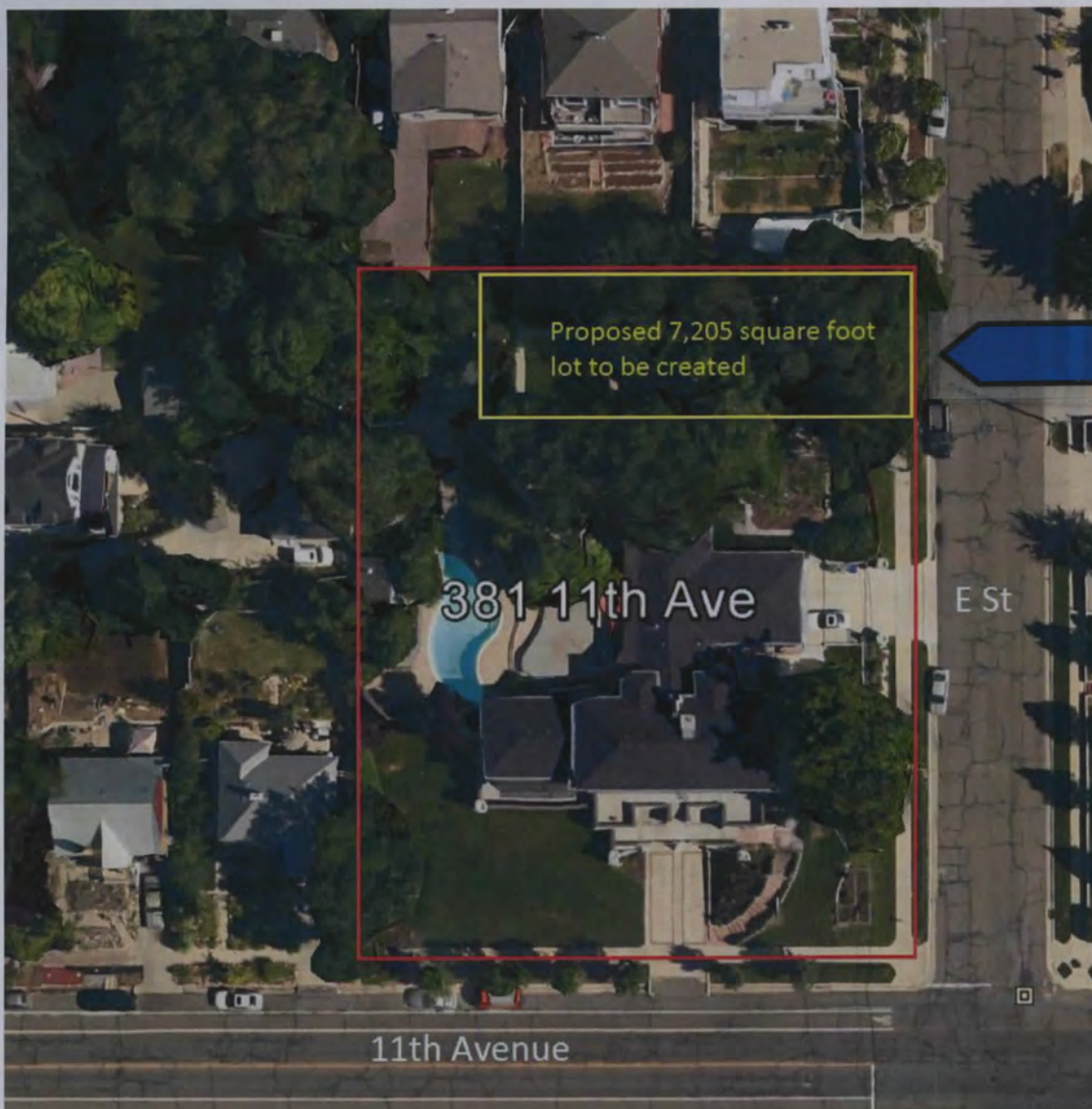
EXHIBIT B -- Historic Sites Survey, 381 11<sup>th</sup> Avenue May 23, 1973

EXHIBIT C -- Salt Lake City Council's "Historic Preservation Program Philosophy"  
adopted by Ordinance Nov 22, 2011





**BACKGROUND AND PROJECT DESCRIPTION:**



Aerial of the subject property located at 381 E 11<sup>th</sup> Avenue. The boundary of the existing property parcel is outlined in red (0.78 acres/33,977 square feet) and the proposed new buildable lot (approx. 7,205 SF) to be created is outlined in yellow.

# EXHIBIT A

30

ROLL CALL		
VOTING	Aye	Nay
Mr. Chairman ...	✓	
Agraz .....	Aye	
Greener .....	✓	
Hogensen Hall	✓	
Phillips .....	✓	
Result .....		

March 22 , 19 78  
Salt Lake City, Utah, \_\_\_\_\_

I move that the Ordinance be passed.



**AN ORDINANCE**

AN ORDINANCE AMENDING Titles 5 and 51 of the Revised Ordinances of Salt Lake City, Utah, 1965, as amended, relating to building permits in Historic Districts by REPEALING Section 5-5-6(b) and 51-4-5A; and by amending Section 51-32-2 relating to Historic District and Landmark Sites by ADDING Section 51-32-2(3) and (4) providing for the adoption of an Avenues Historic District and designated City Landmark Sites.

Be it ordained by the Board of Commissioners of Salt Lake City, Utah:

SECTION 1. PURPOSE.

It is the purpose of this ordinance to recognize the existence of the unique and charming area within Salt Lake City wherein the structures and streetscapes are significant and beloved by the residents of the City and State because of their historical and architectural value in preserving the rich history and heritage of this City. As revealed in an extensive individual structure inventory completed by the Utah State Historical Society, within the boundaries of this district there are 14 structures already located on various historical registers and 1203 structures which have been determined to be historically significant and even potentially qualified for placement on historical registers. It is the intent of this ordinance not only to preserve the remaining visual vestiges of our heritage represented by the structures, streetscapes and atmosphere of this area but to encourage new construction and the revitalized growth and interest in this area to enhance rather than detract or destroy forever the atmosphere of this Historic District or the designated Landmark Sites.

SECTION 2. That Sections 51-4-5A(a), (b) and (c) of the Revised Ordinances of Salt Lake City, Utah, 1965, relating to proposed avenues

historic district building permits regulation be, and the same are hereby REPEALED.

SECTION 3. That Section 5-5-6(b) of the Revised Ordinances of Salt Lake City, Utah, 1965, relating to issuance of building permits in the proposed avenue historic district be, and the same is hereby REPEALED.

SECTION 4. That Section 51-32-2 of the Revised Ordinances of Salt Lake City, Utah, relating to Historic Districts and Landmark Sites be, and the same hereby is amended by ADDING new subsection (3) providing for adoption of the Avenues Historic District and subsection (4) providing for the designation of additional City Landmark Sites located in the Avenues area which are not contained within said Historic District.

Sec. 51-32-2. Historic districts and landmark sites. The following are hereby adopted and designated as Historic Districts or Landmark Sites:

- (1) South Temple Historic District \* \* \*
- (2) Landmark sites on official registers \* \* \*

(3) Avenues Historic District. The Avenue Historic District shall include that area contained within the following boundaries:

Commencing at the center line of "A" Street and South Temple Street, thence west along the center line of South Temple Street 1300 feet, more or less, to the center line of State Street; thence north along the center line of State Street 780 feet, more or less, to the center line of Second Avenue; thence easterly along the center line of Second Avenue 310 feet, more or less, to the center line of Canyon Road; thence northerly along the center line of Canyon Road 1950 feet more or less to the western extension of a line 165 feet north of the north line of Sixth Avenue; thence east along said line 165 feet north of and parallel to the north line of Sixth Avenue 9210 feet, more or less, to the center line of Virginia Street; thence south along the center line of Virginia Street 2460 feet, more or less, to a point 165 feet north of the northern line of South Temple Street; thence West along a line 165 feet north of and parallel to the north line of South Temple Street 8665 feet, more or less, to the center line of "A" Street; thence south along the center line of "A" Street 231 feet to the point of beginning and EXCEPTING therefrom the city cemetery.

(4) City landmark sites. The following structures are hereby designated as City Landmark Sites because of their individual historical and/or architectural significance. Such structures shall be listed by the street address or other common description.

(a) Avenues area.

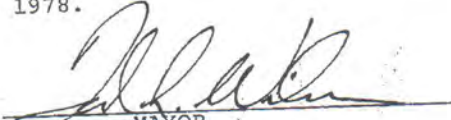
- (1) 259 Seventh Avenue.



- (2) Building at rear or behind 259 Seventh Avenue.
- (3) 381 Eleventh Avenue.

SECTION 5. In the opinion of the Board of Commissioners of Salt Lake City, Utah, it is necessary to the health, peace and welfare of the inhabitants of Salt Lake City that this ordinance become effective immediately.

Passed by the Board of Commissioners of Salt Lake City, Utah, this 22nd day of March, 1978.

  
MAYOR

  
CITY RECORDER

(SEAL)

BILL NO. 50 of 1978  
Published - March 28, 1978

# Affidavit of Publication

STATE OF UTAH,  
County of Salt Lake

SS.

Shana D. Palmer

Being first duly sworn, deposes and says that he is legal advertising clerk of the DESERET NEWS, a daily (except Sunday) newspaper printed in the English language with general circulation in Utah, and published in Salt Lake City, Salt Lake County, in the State of Utah.

That the legal notice of which a copy is attached hereto

Pub notice to amend an ordinance relating to building permits

was published in said newspaper on March 28, 1978

*Shana D. Palmer*  
Legal Advertising Clerk

before me this 4th day of

A.D. 1978

*Shana D. Palmer*  
Notary Public

**AN ORDINANCE**  
AN ORDINANCE AMENDING Titles 5 and 51 of the Revised Ordinances of Salt Lake City, Utah, 1965, as amended, relating to building permits in Historic Districts by REPEALING Section 5-5-6(b) and 51-4-5A; and by amending Section 51-3-2 relating to Historic District and Landmark Sites; by ADDING Section 51-3-2(3) and (4) providing for the adoption of an Avenues Historic District and designated City Landmark Sites.

Be it ordained by the Board of Commissioners of Salt Lake City, Utah:  
**SECTION 1. PURPOSE.**  
It is the purpose of this ordinance to recognize the existence of the unique and charming area within Salt Lake City wherein the structures and streetscapes are significant and beloved by the residents of the City and State because of their historical and architectural value in preserving the rich history and heritage of this City. As revealed in an extensive individual structure inventory completed by the Utah State Historical Society, within the boundaries of this district there are 14 structures already located on various historical registers and 123 structures which have been determined to be historically significant and even potentially qualified for placement on historical registers. It is the intent of this ordinance not only to preserve the remaining visual vestiges of our heritage represented by the structures, streetscapes and atmosphere of this area but to encourage new construction and the revitalized growth and interest in this area to enhance rather than detract or destroy forever the atmosphere of this Historic District or the designated Landmark Sites.

**SECTION 2.** That Sections 51-4-A(a), (b), and (c) of the Revised Ordinances of Salt Lake City, Utah, 1965, relating to proposed avenues historic district building permits regulation be, and the same are hereby REPEALED.

**SECTION 3.** That Section 5-5-6(b) of the Revised Ordinances of Salt Lake City, Utah, 1965, relating to issuance of building permits in the proposed avenue historic district be, and the same is hereby REPEALED.

**SECTION 4.** That Section 51-3-2 of the Revised Ordinances of Salt Lake City, Utah, relating to Historic Districts and Landmark Sites be, and the same hereby is amended by ADDING new subsection (3) providing for adoption of the Avenues Historic District and subsection (4) providing for the designation of additional City Landmark Sites located in the Avenues area which are not contained within said Historic District.

Sec. 51-3-2. Historic districts and landmark sites. The following are hereby adopted and designated as Historic Districts or Landmark Sites:

- (1) South Temple Historic District \* \* \*
- (2) Landmark sites on official registers \* \* \*
- (3) Avenues Historic District. The Avenues Historic District shall include that area contained within the following boundaries:

Commencing at the center line of "A" Street and South Temple Street; thence west along the center line of South Temple Street 1300 feet, more or less, to the center line of State Street; thence north along the center line of State Street 780 feet, more or less, to the center line of Second Avenue; thence easterly along the center line of Canyon Road; thence northerly along the center line of Canyon Road 1950 feet more or less to the western extension of a line 165 feet north of the north line of Sixth Avenue; thence east along said line 165 feet north of and parallel to the north line of Sixth Avenue 9210 feet, more or less, to the center line of Virginia Street; thence south along the center line of Virginia Street 2460 feet, more or less, to a point 165 feet north of the northern line of South Temple Street; thence west along a line 165 feet north of and parallel to the north line of South Temple Street 8465 feet, more or less, to the center line of "A" Street; thence south along the center line of "A" Street 231 feet to the point of beginning and EXCEPTING therefrom the city cemetery.

(4) City landmark sites. The following structures are hereby designated as City Landmark Sites because of their individual historical and/or architectural significance. Such structures shall be listed by the street address or other common description:

- (1) Avenues area.
- (2) 229 Seventh Avenue.
- (3) Building at rear or behind 259 Seventh Avenue.
- (3) 381 Eleventh Avenue.

**SECTION 5.** In the opinion of the Board of Commissioners of Salt Lake City, Utah, it is necessary to the health, peace and welfare of the inhabitants of Salt Lake City that this ordinance become effective immediately.

Passed by the Board of Commissioners of Salt Lake City, Utah, this 22nd day of March, 1978.

TED L. WILSON  
Mayor

MILDRED V. HIGHAM  
City Recorder

(SEAL)  
BILL NO. 50 of 1978  
Published - March 28, 1978

My Commission Expires

June 1, 1981

## **EXHIBIT B**



5/23/73

STATE OF UTAH  
DIVISION OF STATE HISTORY  
HISTORIC SITES SURVEY

County  
Salt Lake

(Type or Print - Complete Applicable Sections)

1. NAME

Common:  
Residence  
and/or Historic:

2. LOCATION

Street and Number or Other Description of Location  
381 11th Avenue  
City, Town, or Township  
Salt Lake City  
State  
UTAH  
Code  
49  
County:  
Salt Lake County  
Code

3. CLASSIFICATION

CATEGORY (Check One)		OWNERSHIP		STATUS		ACCESSIBLE TO THE PUBLIC	
District <input type="checkbox"/>	Building <input checked="" type="checkbox"/>	Public <input type="checkbox"/>	Public Acquisition: <input type="checkbox"/>	Occupied <input checked="" type="checkbox"/>	Yes:		
Site <input type="checkbox"/>	Structure <input type="checkbox"/>	Private <input checked="" type="checkbox"/>	In Process <input type="checkbox"/>	Unoccupied <input type="checkbox"/>	Restricted <input type="checkbox"/>		
Object <input type="checkbox"/>		Both <input type="checkbox"/>	Being Considered <input type="checkbox"/>	Preservation work in progress <input type="checkbox"/>	Unrestricted <input type="checkbox"/>		
PRESENT USE (Check One or More as Appropriate)							
Agricultural <input type="checkbox"/>	Government <input type="checkbox"/>	Park <input type="checkbox"/>	Transportation <input type="checkbox"/>	Zoning (Specify) <input type="checkbox"/>			
Commercial <input type="checkbox"/>	Industrial <input type="checkbox"/>	Private Residence <input checked="" type="checkbox"/>	Other (Specify) <input type="checkbox"/>	Comments <input type="checkbox"/>			
Educational <input type="checkbox"/>	Military <input type="checkbox"/>	Religious <input type="checkbox"/>					
Entertainment <input type="checkbox"/>	Museum <input type="checkbox"/>	Scientific <input type="checkbox"/>					

4. OWNER OF PROPERTY

Owners Name:  
Glade V. Snow  
Street and Number  
381 11th Avenue  
City or Town:  
Salt Lake City  
State:  
Utah  
Zip Code  
Code

5. LOCATION OF LEGAL DESCRIPTION

Courthouse, Registry of Deeds, Etc:  
Salt Lake County Recorder Office  
Street and Number:  
City and County Building  
City or Town:  
Salt Lake City  
State:  
UTAH  
Zip Code  
Code  
49  
Approximate Acreage of Nominated Property: 0.8

6. REPRESENTATION IN EXISTING SURVEYS

Title of Survey Records:  
Not Applicable  
Date of Survey:  
Federal  State  County  Local   
Depository for Survey Records:  
Street and Number:  
City of Town:  
State:  
Zip Code  
Code

County

Site Name

Date

**7. DESCRIPTION**

CONDITION	Excellent <input type="checkbox"/>	Good <input checked="" type="checkbox"/>	Fair <input type="checkbox"/>	(Check One) Deteriorated <input type="checkbox"/>	Ruins <input type="checkbox"/>	Unexposed <input type="checkbox"/>
INTEGRITY	(Check One) Altered <input checked="" type="checkbox"/>			Unaltered <input type="checkbox"/>	(Check One) Moved <input type="checkbox"/>	
Original Site <input checked="" type="checkbox"/>						

Describe the Present and Original (if known) Physical Appearance

The house is a single detached building facing south on the north-west corner of 11th Avenue and E Street. The original house was a two story rectangular plan. Single story wings have been added to the back and side. The site is sloped from rear to front, and there is a partial basement and garage under the front portion.

The structure is masonry with stucco covering. The wall panels are recessed and the piers are emphasized. Most panels are filled with fixed or flat sliding windows. The windows have plain surrounds and no head. The second story windows are all flush with the roof line, and the first story windows are flush with the line of the second floor.

The porch is covered. The porch area is a terrace with side access. The porch is supported by piers and the terrace parapet is masonry and stucco with an accentuated coping. Above the porch is a recessed balcony area.

The roof is a low-hip with a large rain gutter and fascia element. The roof overhang is quite large.

The main two story block of the house has been altered extensively on the interior. Two single story wings have been added. The one along the front to the west of the house was added in 1956. It contains a bedroom. The other to the north was added in 1953. It contains the kitchen and informal living area and car port. The upper story has been made into an apartment. The original staircase was blocked off from the main floor and opened to the exterior for access to the apartment. A swimming pool was added in 1953. The approach walkway was curved to the west to meet the driveway because the trees on the corner had grown so large.

The original window elements have been altered especially in the upper story. The original windows were sash windows with accentuated mullions. A small protruding roof over the front porch has been added.

**2. SIGNIFICANCE**

PERIOD (Check One or More as Appropriate)

Pre-Columbian <input type="checkbox"/>	16th Century <input type="checkbox"/>	18th Century <input type="checkbox"/>	19th Century <input type="checkbox"/>	20th Century <input checked="" type="checkbox"/>
15th Century <input type="checkbox"/>	17th Century <input type="checkbox"/>	1st Qtr. <input type="checkbox"/>	3rd Qtr. <input type="checkbox"/>	1st Qtr. <input type="checkbox"/>
		2nd Qtr. <input type="checkbox"/>	4th Qtr. <input type="checkbox"/>	2nd Qtr. <input type="checkbox"/>
				4th Qtr. <input type="checkbox"/>

SPECIFIC DATE(S) (If Applicable and Known)

AREAS OF SIGNIFICANCE (Check One or More as Appropriate)

Aboriginal <input type="checkbox"/>	Education <input type="checkbox"/>	Political <input type="checkbox"/>	Urban Planning <input type="checkbox"/>
Prehistoric <input type="checkbox"/>	Engineering <input type="checkbox"/>	Religion/ Philosophy <input type="checkbox"/>	Other (Specify) <input type="checkbox"/>
Historic <input type="checkbox"/>	Industry <input type="checkbox"/>	Science <input type="checkbox"/>	_____
Agriculture <input type="checkbox"/>	Invention <input type="checkbox"/>	Sculpture <input type="checkbox"/>	_____
Architecture <input checked="" type="checkbox"/>	Landscape <input type="checkbox"/>	Social/ Humanitarian <input type="checkbox"/>	_____
Art <input type="checkbox"/>	Architecture <input type="checkbox"/>	Theater <input type="checkbox"/>	_____
Commerce <input type="checkbox"/>	Literature <input type="checkbox"/>	Transportation <input type="checkbox"/>	_____
Communications <input type="checkbox"/>	Military <input type="checkbox"/>		_____
Conservation <input type="checkbox"/>	Music <input type="checkbox"/>		_____

STATEMENT OF HISTORICAL SIGNIFICANCE (Include Builder/Architect, Original & Subsequent Owners, Dates, Events, Etc.)

The house was built in 1913 by Malcolm Keyser. The architect is unknown. The subsequent owners were: Albert Merrill from 1922 to 1930, Margaret Lucas from 1930 to 1941, Margaret Ingersoll from 1941 to 1943, and Glade V. Snow from 1943 to present.

The major significance of the house is in its resemblance to the prairie houses of Frank Lloyd Wright.

Wright's prairie houses had low slung roof lines which emphasized the horizontal. The roofs were low pitched with deep overhangs to emphasize the thin edge. The house at 381 11th Avenue has a similar roof line and pitch. The horizontal is further emphasized by the large rain gutter and fascia element.

Another feature of Wright's prairie houses found in this house is the emphasis on horizontal created by the entrance terrace and balcony over the porch. Here the accentuated coping on the parapet creates a strong horizontal line. The line of the balcony is carried around the house by means of a string course. Wright often used the parapets of his terraces for planter boxes and urns; planters and urns are used on the terrace in this house.

The windows of this house are similar to Wright's prairie houses in that they are flush with the roof line and recessed between the piers. Wright often had a taller central element such as a two story living room with single story wings out from it. This house was a two story block originally but now has the single story wing elements extending from the taller portion.

Wright often used an open plan with the living spaces divided by a central fire place. This house had a similar arrangement. The dining, living, and kitchen areas were divided by a fire place. The character of this area has changed somewhat since the conversion of the upper story to an apartment.

The front exterior of the house still has a strong resemblance to Wright's prairie houses. Even though Wright didn't design this house, his influence on the architect who did is apparent.

**9 MAJOR BIBLIOGRAPHICAL REFERENCES (DOCUMENTS, PUBLICATIONS, REPORTS, NEWSPAPERS)**

County Assessor's Records serial number 42226  
 Building Permits

**10 GEOGRAPHICAL DATA**

LATITUDE AND LONGITUDE COORDINATES DEFINING A RECTANGLE LOCATING THE PROPERTY			OR	LATITUDE AND LONGITUDE COORDINATES DEFINING THE CENTER POINT OF A PROPERTY OF LESS THAN ONE ACRE		
CORNER	LATITUDE	LONGITUDE		LATITUDE	LONGITUDE	
	Degrees Minutes Seconds	Degrees Minutes Seconds		Degrees Minutes Seconds	Degrees Minutes Seconds	
NW	o ' "	o ' "		o ' "	o ' "	
NE	o ' "	o ' "		o ' "	o ' "	
SE	o ' "	o ' "		o ' "	o ' "	
SW	o ' "	o ' "		o ' "	o ' "	

**LIST ALL STATES AND COUNTIES FOR PROPERTIES OVERLAPPING STATE OR COUNTY BOUNDARIES**

State:	Code	County:	Code
State:	Code	County:	Code
State:	Code	County:	Code
State:	Code	County:	Code

**11. FORM PREPARED BY**

Stephen B. Smith	Team No.	Signature:
David Eldredge		Date May 23, 1973
Street and Number: 1089 South 7th East		
City or Town: Salt Lake City	State: UTAH	Code 84105
		Code 49

**12. LOCAL ORGANIZATION OR INTERESTS (INDICATE NAMES AND ADDRESSES)**

Incorporated <input type="checkbox"/>	Non-profit <input type="checkbox"/>

# EXHIBIT C

# SALT LAKE CITY

## PHILOSOPHY STATEMENTS

Over the past year, the Salt Lake City Council has refined and adopted several guiding philosophy statements to set a vision for HISTORIC PRESERVATION, HOUSING, *the ECONOMIC HEALTH of the CITY*, ARTS *and* CULTURE, NEIGHBORHOOD QUALITY *of* LIFE, TRANSPARENCY, TRANSPORTATION *and* MOBILITY, PARKS *and* OPEN SPACE, SUSTAINABILITY, *and* EDUCATION.

Each philosophy statement was developed with the intent to support our residents, and will be used to shape and respond to important elements of living in Salt Lake City.

The vision to develop these philosophy statements truly started several years ago, as the Council identified priorities each year to focus energies and resources. As the priorities were set, and confirmed year after year, a desire emerged to set a clear vision for each of the topics. Through the philosophy statements, the Council gives specificity and aspiration to each topic area.

It is the Council's intent that this collection of philosophy statements will provide a direction and communicate a vision that can be used and built upon by City residents, business owners, developers, and City employees.

The Council looks forward to the coming months to see how these philosophy statements help guide daily interactions that the public has with the City, and they will shape the larger PLAN SALT LAKE development efforts. This is an exciting time for Salt Lake City, when the philosophy statements and PLAN SALT LAKE will foster a clear vision and identity for the future of our great City.

Sincerely,

2012 SALT LAKE CITY COUNCIL

CARLTON CHRISTENSEN – *District One*

STAN PENFOLD – *District Three*

JILL REMINGTON LOVE – *District Five*

SØREN SIMONSEN – *Chair, District Seven*

KYLE LAMALFA – *District Two*

LUKE GARROTT – *District Four*

CHARLIE LUKE – *Vice Chair, District Six*

# HISTORIC PRESERVATION PROGRAM PHILOSOPHY

## *What is HISTORIC PRESERVATION?*

Historic preservation is a process of protecting local history through identification of unique places that tell our “story.” One can read this history by observing the historic fabric made up of specific cultural and archaeological resources, character defining features expressed in architecture and architectural details, landscapes and significant spaces. This process may include the survey and evaluation of historical, architectural, archaeological and cultural resources; development of appropriate measures to protect these resource; identification of public and private funding sources; design for the restoration, rehabilitation, and/or adaptive re-use and review of ongoing maintenance.

## *Why HISTORIC PRESERVATION is IMPORTANT*

Historic resources are tangible evidence of the past, helping us to know where we have come from and who we are today. When historic resources are lost or allowed to deteriorate, a part of our history disappears. Historic preservation provides opportunities for residents and visitors to experience and learn about the importance of our past, to live and work in surroundings that provide a sense of place anchored by collections of older buildings, residential neighborhoods, commercial areas and landscapes. This sense of place drives community pride, encourages neighborhood and commercial reinvestment and results in a sustainable community with cultural vitality.

## *How we PRACTICE HISTORIC PRESERVATION in SALT LAKE CITY*

Salt Lake City takes pride in its history. The City Council and the Mayor consider historic preservation a priority and commit to improving the array of tools, programs and incentives available to protect the best examples of the City’s architecture, commercial and residential development, cultural landscapes and archaeology to preserve our history for future generations. Historic preservation policies will be considered when developing an appropriate course of action when multiple City policies are involved.

### The City Council and the Mayor have directed the Historic Landmark Commission and Staff to:

- Achieve a successful city-wide historic preservation program by clearly conveying historic preservation objectives, opportunities, and benefits while consistently interpreting and applying the City’s adopted standards and efficiently administering the process.
- Support the designation of new National Register historic districts which provide property owners a significant financial incentive for appropriate re-investment.
- Ensure the boundaries of new local historic districts focus on protecting the best examples of an element of the City’s history, development patterns and architecture. Local historic districts should have logical boundaries based on subdivision plats, physical and / or cultural features and significant character defining features where possible.
- The Historic Preservation Overlay District standards are to be used as the basis for decision making when considering applications for Certificates of Appropriateness. Apply standards in a reasonable manner, taking into consideration economic and technical feasibility.
- Adopted design guidelines are intended to help decision makers interpret the Historic Preservation Overlay District standards and to provide the public with design advise.
- Respect that change is part of history and that appropriate additions and alterations must be considered as part of a natural evolution of historic properties and districts. Allow greater

↑ flexibility on secondary facades where alterations are less likely to negatively affect the significant character-defining features of the site or historic district.

- Allow greater flexibility when considering alterations to non-contributing buildings.
- Develop and maintain a public outreach program and continue providing training for the Historic Landmark Commission and Planning Staff to ensure that the City's Historic Preservation program remains up-to-date on historic preservation practice and philosophy to meet the goals of Salt Lake City.

Adopted by Ordinance, November 22, 2011



## **ATTACHMENT G: STAFF REPORT TO THE HISTORIC LANDMARK COMMISSION – JULY 16, 2015**

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The attached staff report was provided to the Historic Landmark Commission for their meeting of July 16, 2015. In addition to the Zoning Map Amendment, the HLC was also charged with reviewing a request for a Certificate of Appropriateness in relation to the Alteration of a Landmark Site. The standards considered by the HLC for these specific requests differ from the standards considered by the Planning Commission for the zoning map amendment.

The attached report is being included for the additional background information it contains in relation to the property history, specific information from the National Register nomination, and additional information provided by the applicant. While the standards considered by the HLC are outside of the purview of the Planning Commission, this information may be considered by the City Council in rendering a decision on this proposal.



# Staff Report

PLANNING DIVISION  
COMMUNITY & ECONOMIC DEVELOPMENT

To: Salt Lake City Historic Landmark Commission  
From: David J. Gellner, AICP, Principal Planner  
801-535-6107 or [david.gellner@slcgov.com](mailto:david.gellner@slcgov.com)  
Date: July 16, 2015  
Re: PLNHLC2015-00403 – 381 E 11<sup>th</sup> Avenue

## AMENDMENT TO THE ZONING MAP & ALTERATION OF A LANDMARK SITE

**PROPERTY ADDRESS:** 381 E 11<sup>th</sup> Avenue

**PARCEL ID:** 09-31-204-012

**LANDMARK SITE:** Malcolm and Elizabeth Keyser House – City Landmark & National Register Site

**ZONING DISTRICT:** SR-1A (Special Development Pattern Residential District)

**REQUEST:** Larry Perkins is requesting approval to amend the Zoning Map (remove H: Historic Preservation Overlay) on a portion of a City Landmark Site in order to allow a subdivision of the property. The applicant wishes to create a new buildable lot in the north-east portion of the property. This would require a zoning map amendment and the City Council is the final decision making body. Currently, the site contains a single family building, the Malcolm and Elizabeth Keyser House and its associated grounds located at 381 E 11<sup>th</sup> Avenue. The proposed new lot would be approximately 0.17 acres (7,205 Square feet) in size. The existing property is zoned SR-1A (Special Development Pattern Residential District) and is approximately 0.78 acres (33,977 Square feet) in size. The entire property is a City Landmark site and is listed on the National Register of Historic Places. This proposal is being referred to the (HLC) Historic Landmark Commission for the following actions:

- A. **Amendment to the Zoning Map** – An amendment to the zoning map is required to remove this portion of the Landmark site from the H-Historic Preservation Overlay. The HLC is being asked to make a recommendation to the Planning Commission and City Council about the proposed change in accordance with 21A.34.020 D.2 – The Adjustment or Expansion of Boundaries of an H Historic Preservation Overlay District and the Revocation of the Designation of a Landmark Site.
- B. **Major Alteration of a Historic Landmark Site** – Subdividing the property would alter the established property boundary. Altering the boundaries of a Landmark Site is considered a Major Alteration subject to the provisions of 21A.34.020 G – Standards for Certificate of Appropriateness for Alteration of a Landmark Site. The HLC may approve a Major Alteration. The applicant will also be required to follow the Subdivision process for creation and recordation of the new lot conditioned upon City Council approving the Zoning Map Amendment.

**RECOMMENDATION on Item A:** Based on the analysis and findings listed in this staff report, testimony and the proposal presented, Staff recommends that the Historic Landmark Commission forward a negative recommendation to the Planning Commission and City Council regarding the request to amend the zoning map to remove a portion of the site from the H-Historic Preservation Overlay District for the proposed subdivision of the property at 381 E. 11<sup>th</sup> Avenue.

A motion in support of the Staff recommendation on Item A is included in Attachment H of this report.

**RECOMMENDATION on Item B:** Based on the analysis and findings listed in this staff report, testimony and the proposal presented, Staff recommends that the Historic Landmark Commission deny the request to alter a Landmark Site for the proposed subdivision of the Malcolm and Elizabeth Keyser House at 381 E. 11<sup>th</sup> Avenue.

A motion in support of the Staff recommendation on Item B is included in Attachment H of this report.

**BACKGROUND AND PROJECT DESCRIPTION:**



Aerial of the subject property located at 381 E 11<sup>th</sup> Avenue. The boundary of the existing property parcel is outlined in red (0.78 acres/33,977 square feet) and the proposed new buildable lot (approx. 7,205 SF) to be created is outlined in yellow.

## **KEY ISSUES:**

The key issues listed below have been identified through the analysis of the project, neighbor and community input and department review comments.

**Issue 1:** What are the implications to the Landmark Site from removal of the overlay? (How does this proposal comply with the Standards for the Adjustment or Expansion of Boundaries of an H Historic Preservation Overlay District and the Revocation of the Designation of a Landmark Site codified in 21A.34.020 D?)

**Issue 2:** How does this proposal comply with the Standards for the Designation of a Landmark Site 21A.34.020.C.10? (Attachment F)

**Issue 4:** How does this proposal comply with the Standards for Certificate of Appropriateness for Altering of a Landmark Site? (Attachment F)

**Issue 5:** Would the proposed alteration of the property have a negative impact on the overall integrity of the Landmark Site?

**Issue 6:** Is the proposed alteration in the best interest of the City?

## **DISCUSSION AND PREVIOUS HISTORY**

This application is to subdivide an existing parcel that is 0.78 acres (approx. 33,977 SF in size) in order to create a 7,200 square foot new buildable lot to build a single family home. The full explanation and rationale submitted by the applicant with this proposal is included as Attachment D of this report.

This property and house was designated as a City Landmark Site by City Council on March 22, 1978 as part of the creation of the Avenues Historic District. When the proposed boundaries of the Avenues Historic were drawn, there were four properties that were proposed for listing as individual Landmark Sites. The Malcolm A. Keyser home was one of the four and was included in the ordinance that established the Avenues Historic District.

On July 6, 2005 the Salt Lake City Historic Landmark Commission held a public hearing to receive comments in regard to an application by the property owner requesting revocation of the designation of a Landmark Site from the Salt Lake City Register of Cultural Resources. The HLC transmitted a negative recommendation to the Planning Commission in agreement with the summary of staff findings which specified:

- 1) The property has not ceased to meet the criteria for designation as a Landmark Site. The qualities that caused it to be originally designated have not been lost or destroyed.
- 2) Additional information has not been presented to indicate that the Landmark Site does not comply with the criteria for selection of a landmark site.
- 3) The house continues to be significant for its association with businessmen who owned the house during its period of significance.
- 4) The house continues to display 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.
- 5) The house is over fifty years old.
- 6) Additional information has not been found indicating that the Landmark Site is not of exceptional importance to the city, state, region or nation.

The Salt Lake City Planning Commission subsequently held a public hearing on this request on July 13, 2005. The Commission forwarded a negative recommendation to City Council in regard to the revocation of the Landmark status of the site.

The Salt Lake City Council held a public hearing on this proposal on July 14, 2005. By unanimous vote, the Council denied the petition to revoke the Landmark designation for the site.

The current petition is proposing that a portion of the site be removed to create a new buildable lot. This differs from the previous petition which sought to remove Landmark Site status for the house and the entire property. While the scope of this action is certainly less than what was previously proposed, in 2005 the City Council reconfirmed the historic landmark designation of the entire site.

Based on the information contained in the National Register Nomination, the physical property itself appears to be significant to the overall historic site itself. The prominence of the site was intended to provide an inspiring view of the city and to make a favorable impression on the original owner's professional associates and social contacts. The prominent site conveyed a sense of place that was important in the context of the neighborhood and that functions in harmony with the distinctive house itself. The house was designed to both stand above and blend in with the sloping site. Removing a portion of the property would negatively impact the overall context of the property. Furthermore, Staff's has concern about the precedence being set that it may be acceptable to start parceling off portions of landmark sites throughout the city if this is approved. This is contrary to the Standards for Certificate of Appropriateness for Alteration of a Landmark Site as codified in 21A.34.020.G. It is staff's opinion that the requested action is not in the best interest of the City.

### **Information from the National Register of Historic Places Registration Form**

The following information has been extracted and summarized from the National Register of Historic Places Registration Form prepared by Korral Broschinsky, based on a draft by Larry Perkins (May 8, 2009). Mr. Perkins is the current property owner and was the owner of the property at the time that it was listed on the National Register.

**Note:** For complete information, please refer to the Registration Form itself. A copy of the **National Register of Historic Places Registration Form** as submitted in 2008 is included as **Attachment I** for reference.

- The Malcolm and Elizabeth Keyser House, built in 1913 is a two-story Prairie School residence located at 381 E. 11<sup>th</sup> Avenue in Salt Lake City. The house is significant under Criteria A and C for its association with the historical and architectural development of the upper Avenues neighborhood in Salt Lake City.
- The Keyser House was listed on the Salt Lake City Register of Historic Sites in 1978.
- The current boundaries of the parcel represent the historic boundary of the property.
- The design of the house integrates a series of terraces into the topography of the site which slopes down from north to south. The design of the house is such that it rises above three terraced levels that integrate into the sloping site. The rear of the home's main floor, opposite the current front door includes a 1950s era picture window that provides a view of the park-like backyard.
- Related to the portion of the property that is the subject the proposed subdivision, there are remnants of original infrastructure that served the property. In the north east corner along E Street, the street forms an asphalt ditch as it meets the property and a portion of the old cement-block sidewalk remains. An 8-inch corrugated metal pipe enters the property in the northeast corner (with its uppermost inch revealed above ground level) as a reminder of the irrigation system that served the property decades ago.
- The Keyser House was designed to both stand above and blend in with the sloping site. The low terrace walls do not obstruct the magnificent city and mountain views, facilitating a harmonious blending of the structure with the site and the indoors with the outdoors.
- The original property on Lot 1 is a rare example of an intact parcel in the Avenues. It has remained 0.78 acres in size since the 1920s. While large lots were common during the post-war expansion of the upper Avenues, there are very few examples below 12<sup>th</sup> Avenue.

**NEXT STEPS:**

In regard to the zoning map amendment, the HLC is making a recommendation to both the Planning Commission and the City Council. The City Council is the final decision making body on a zoning map amendment.

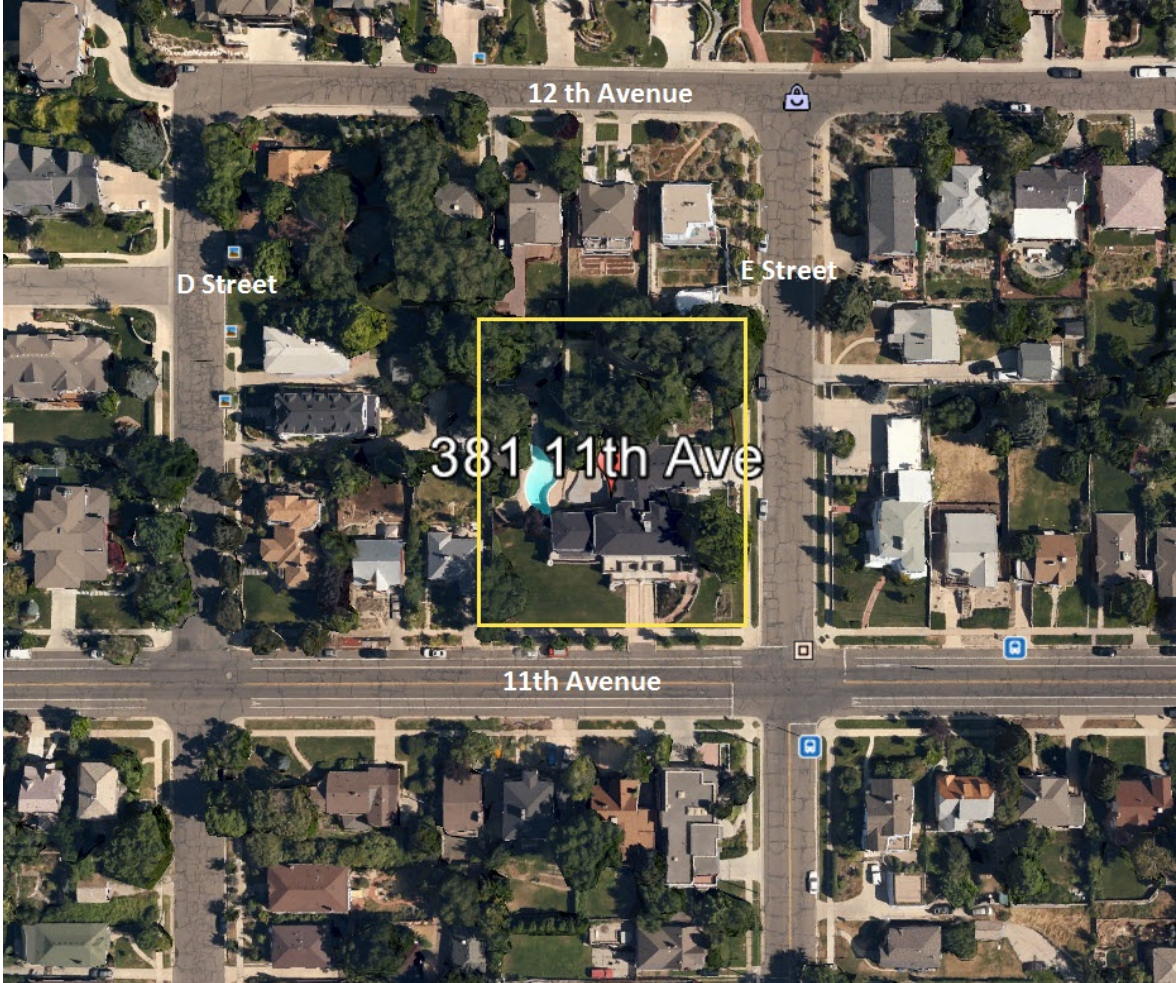
If the Certificate of appropriateness and the subdivision are conditionally approved by the HLC, the applicant will also be required to follow the Subdivision process to create a new lot conditioned upon City Council approval the zoning map amendment.

**ATTACHMENTS:**

- A.** Vicinity Aerial
- B.** Property Photographs
- C.** Development Plan Set
- D.** Applicant Information
- E.** Existing Conditions
- F.** Analysis of Standards
- G.** Public Process and Comments
- H.** Motions
- I.** National Register Nomination Form

**ATTACHMENT A: VICINITY AERIAL**

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Aerial photograph of the subject property located at 381 E. 11<sup>th</sup> Avenue (approximate property boundary outlined in yellow) and the surrounding neighborhood.



## **ATTACHMENT B: PROPERTY PHOTOS**

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Additional photos of the property are included in Attachment D – Application Information and in Attachment I - National Register Registration Form.



The Malcolm and Elizabeth Keyser House, a City Landmark Site and National Register. Photo looking north-west from the NW corner of 11<sup>th</sup> Avenue and E Street.



Above: Photo looking north from the SW corner of 11<sup>th</sup> Avenue and E Street.

Below: The proposed new buildable lot would front on E Street on the north side of the existing Landmark Site.

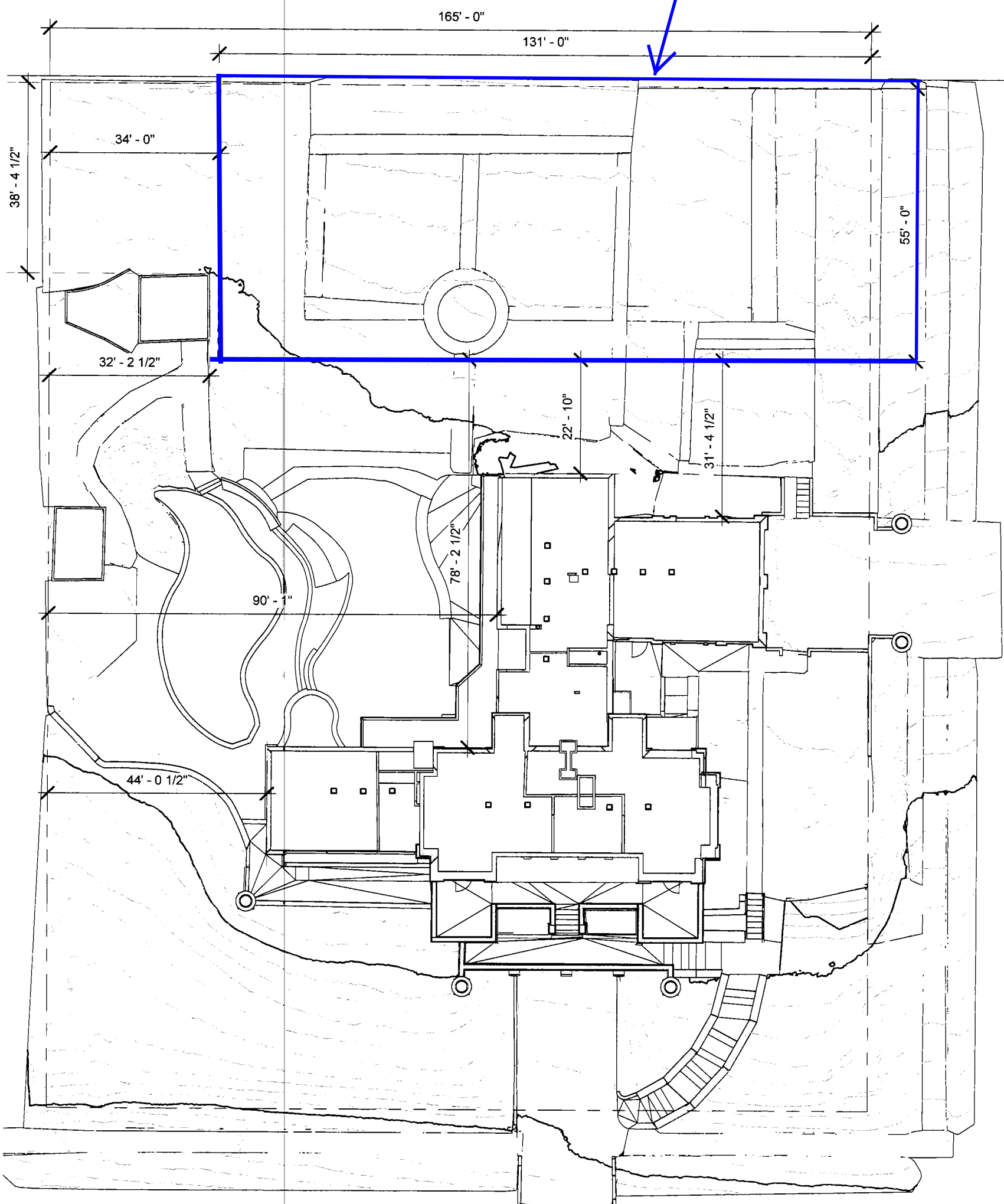


## **ATTACHMENT C: DEVELOPMENT PLAN SET**

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A site plan showing the existing 0.78 acre (33,797 square feet) property parcel and the proposed 0.17 acre (7,205 square feet) portion to be removed from the Landmark Site (as a subdivision) is included.

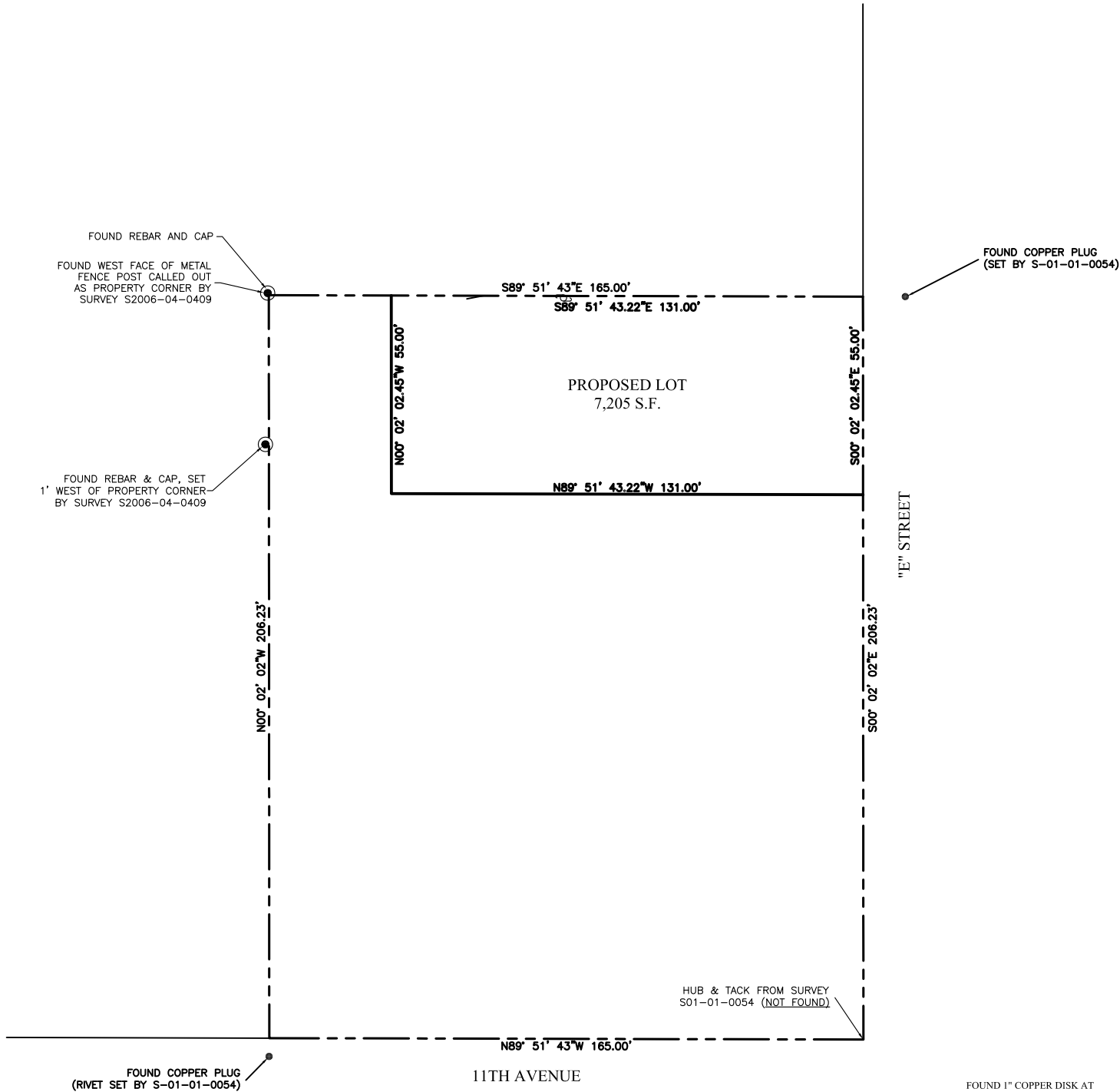
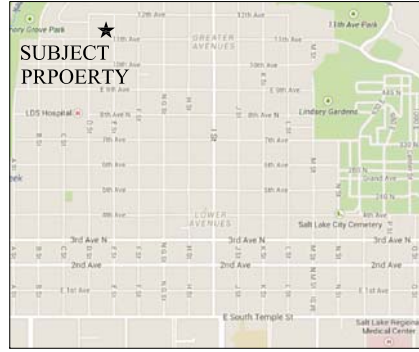
Proposed 0.17 acre (7200 SF) portion of the property to be subdivided to create a new buildable lot.



1 Site Plan  
1" = 20'-0"



VICINITY MAP



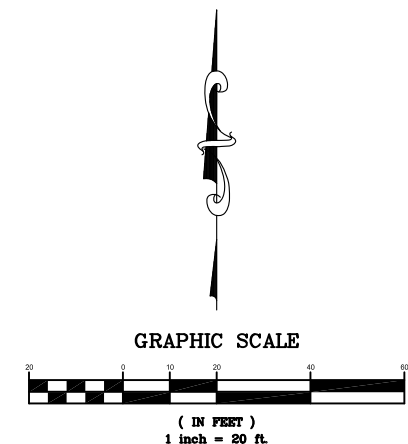
FOUND 1" COPPER DISK AT THE INTERSECTION OF 11TH AVENUE AND "E" STREET LOCATED IN THE TOP OF THE CONCRETE CURB (EAST OF AN INLET BOX) PROJECT BENCHMARK ELEVATION: 4784.16

- DRAWING LEGEND**
- BOUNDARY LINE (SUBJECT PROPERTY) \_\_\_\_\_
  - BLOCK LINE \_\_\_\_\_
  - STREET MONUMENT LINE \_\_\_\_\_
  - FENCE - CHAINLINK \_\_\_\_\_
  - STRUCTURE - HOUSE/GARAGE \_\_\_\_\_
  - PROPOSED PROPERTY LINE \_\_\_\_\_

- ⊕ STREET MONUMENT (FOUND)
- ⊕ STREET MONUMENT (NOT FOUND)
- ⊙ EXIST. UTILITY POLE
- REBAR AND CAP (FOUND)
- COPPER PLUG (FOUND)
- ⊕ FENCE POST

**RECORD LEGAL DESCRIPTION**  
ALL OF LOT 1 AND THE SOUTH 2-1/2 RODS OF LOT 4, BLOCK 159, PLAT "D", SALT LAKE CITY SURVEY.

- SURVEYORS NOTES**
- THE BASIS OF BEARING FOR THIS SURVEY IS BETWEEN THE FOUND SALT LAKE CITY STREET MONUMENT FOR THE INTERSECTIONS OF 11TH AVE AND "E" STREET AND 11TH AVE AND "D"
  - REFERENCED DOCUMENTS ARE AS FOLLOWS:
    - SURVEY - S98-01-0068
    - SURVEY - S01-01-0054
    - SURVEY - S2006-04-0409
    - OFFICIAL SURVEY BLOCK 159, PLAT 3, OF THE OFFICIAL SURVEY OF PLAT "D", SALT LAKE CITY SURVEY
    - ASSESSORS MAP OF PARCEL 09-31-204-012-000



SHEET: <b>1 OF 1</b>	LOCATED IN THE NORTHEAST QUARTER OF SECTION 31, TOWNSHIP 1 NORTH, RANGE 1 EAST, SLB&M
PERKINS BOUNDARY SURVEY 381 EAST 11TH AVENUE, SLC, UTAH	712 5th Ave, Salt Lake City, Utah 84103 801-490-3732 JasonRPerkins@gmail.com
DRAWN BY: JLM DESIGN BY: JLM CHECKED BY: JASON PERKINS DATE: 03/30/15	CLIENT: JASON PERKINS DMC: 11TH AVE BOUNDARY SURVEY.dwg JOB No: JLM-2015-401 DRAWING IS REDUCED IF LINES HAVE 20" OR MORE SPACING AND NOTES HAVE PRECEDENCE OVER SCALE.
REVISIONS 01/29/15 JLM ISSUED TO CLIENT 02/25/15 JLM ADDITIONAL SURVEY INFO	

## **ATTACHMENT D: APPLICANT INFORMATION**

The following pages contain the explanation and rationale provided by the applicant with the submitted proposal.

TO: Joel  
FM: Larry Perkins  
5/18/2015

I wanted to write you a note because the attached Request differs in one important aspect from our conversation at our Preliminary Meeting.

Although I was initially willing to treat the North yard to the rear of the home as the "rear" yard for Planning & Zoning purposes, my initial tape measuring along the ground turned out to be inaccurate vs. the actual surveyed lot dimensions. That is because that yard slopes – so the measurement along the sloping ground is greater than the true horizontal distance.

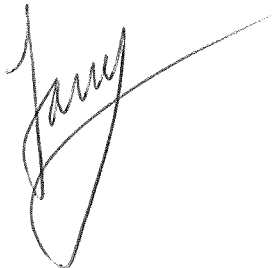
Therefore, for this corner lot I am relying on the existing 44 foot set-back from the West property line as the code-compliant "maximum 30 foot required rear yard set back."

I have included photos to help you visualize

- a) That the usage of the rear yard indeed is oriented toward the West where the deck and pool are located, so that when one goes to "the back yard" that pool area is where one goes, and
- b) The yard to the back/North of the South-facing home will be more than ample for both usage and for visual impact after the splitting off of the requested new lot. Most of that yard will be more than 78 feet in depth from the home structure; a goodly part of it will be more than 31 feet in depth from the attached garage structure; and about a 24 foot lineal section will be the narrowest ... at almost 23 feet in depth from the family room. Please note that those latter quoted distances are measured from wall heights that are only 6' tall or less. Wall height does have an impact on how things look – and the 23 foot set-back distance is a substantial distance in its own right.

Feel free to call me if you need clarification or additional information.

Regards, Larry Perkins

A handwritten signature in black ink, appearing to read "Larry", with a long horizontal stroke extending to the right.

Larry Perkins  
381 11<sup>th</sup> Avenue  
Salt Lake City, UT 84103

The historic property at 381 11<sup>th</sup> Avenue is a Prairie Style home on a corner lot (NW corner of 11<sup>th</sup> Avenue & E Street). In the mid-1950's, single story wings were added on the West and North of the home. When I bought the home in 2006, the front façade of the home was marred by a curved 1950's-built Santa-Fe-style wall; and by 1950's "bull's-eye panel" garage doors; and by significant deterioration of the gunite exterior finish; and by 2<sup>nd</sup> story side-sliding windows that had in the 1950's replaced the original 1913 casement windows.

See Attached Photo Sheet 1 to illustrate the architectural elements "Before"

As described in the already-available-to-you Historical File, during my ownership those aspects of the property have been improved as part of preserving and restoring its historical features and appeal.

See Attached Photo Sheet 2 to illustrate the architectural elements "After"

In the backyard, a small swimming pool was installed in the 1930's and was substantially enlarged (actually replaced) in the mid 1950's. For all of the decades since that time, the visual focus as well as the usage of the backyard has been westward from the house toward the patio/deck and swimming pool. The concrete pool surround along with its wood 2 x 4 expansion joints had badly deteriorated. We removed the concrete, and installed a granite paver pool surround.

See Attached Photo Sheet 3 to illustrate the backyard visual.

The lot is at present some 0.78 acres in size. The rear yard to the North is mostly in grass and is fundamentally unused. It has some concrete walkways (believed to be from the 1960's ranging back to the 1940's) which are badly deteriorated. Some areas of those walks were totally destroyed by uprooted trees in the Salt Lake City tornado of 1999; some (but not all) of the destroyed segments were re-poured as a repair measure; and I installed in 2008 a granite walkway northward from the patio.

See Attached Photo Sheet 4 for walkway detail

The north wing of the home is dug into the naturally occurring hillside such that its roof edge (gutter line) is typically less than 6 feet above the ground. Thus, the new proposed yard area to the north is not hemmed-in by the building and the yard's spaciousness is even more pronounced than it would appear if the building were full height at that point.

See Attached Photo Sheet 5 to visualize the proposed new width of the yard.



**IT IS PROPOSED TO SUBDIVIDE THE LOT – MOVING A PORTION OF THE NORTHERN BOUNDARY SOUTHWARD, AND THEREBY CREATING A NEW BUILDING LOT.** That new lot will be 55 feet wide North to South (to coincide with the front/South roofline of the existing pavilion) and will be 131 feet deep East to West– thereby leaving the pavilion and barbeque to its West still remaining as a portion of (and features on) the original lot. Total square footage of the new lot will be 7,205 sq ft.

The existing lot is 165 feet wide (East to West) and 206.25 feet deep (North to South). It therefore contains 34,031.25 sq ft. (0.78 acres). Deducting the proposed newly created lot, that will leave the lot on which the Historical Home sits at 26,826.25 sq ft., which is 0.62 acres. That remains an “estate-sized” lot that will still be one of the very largest in the Avenues.

The original lot will be totally unaltered as to the dramatic front elevation of the home from 11<sup>th</sup> Avenue looking North, and the current side view of the home from E Street looking West will also remain unchanged -- inasmuch as (more than) the area being divided off is already totally obscured from the road and sidewalk by a six foot tall solid wood plank privacy fence. Within the interior of the lot, the set-back from the proposed new North lot line is 78 feet (78’ 2.5”) from the rear of the original two story section of the home; is 31 feet (31’ 4.5”) from the side of the new 2007 garage on the East side of the home; and is 23 feet (22’ 10”) from the six foot tall exterior North wall of the 1950’s extended Home.

The 1930’s stone barbeque will remain with the Historic Home on the original lot, as will the associated picnic pavilion. [The pavilion itself was destroyed by the 1999 tornado and the new, current pavilion was built afterwards. The slab on which that pavilion stands appears to have been poured in the 1950’s at the same time as the original pool surround and with the same wooden 2 X 4 expansion joints – and also at the same time and with the same technique as the 1950’s curved front exterior entrance steps accessing the front elevation of the property from the front (South) driveway.]

See Attached Site Plan

The above explanation is intended to demonstrate that the Historical significance and appearance and use of the property will not be compromised by the proposed lot division. And, while the Historical Committee may choose to not directly consider economics and ecology, our increasingly water-scarce desert city is well served by reducing (even to the modest extent proposed) the area of this huge water-thirsty yard.

Photo Sheet 1



2  
3

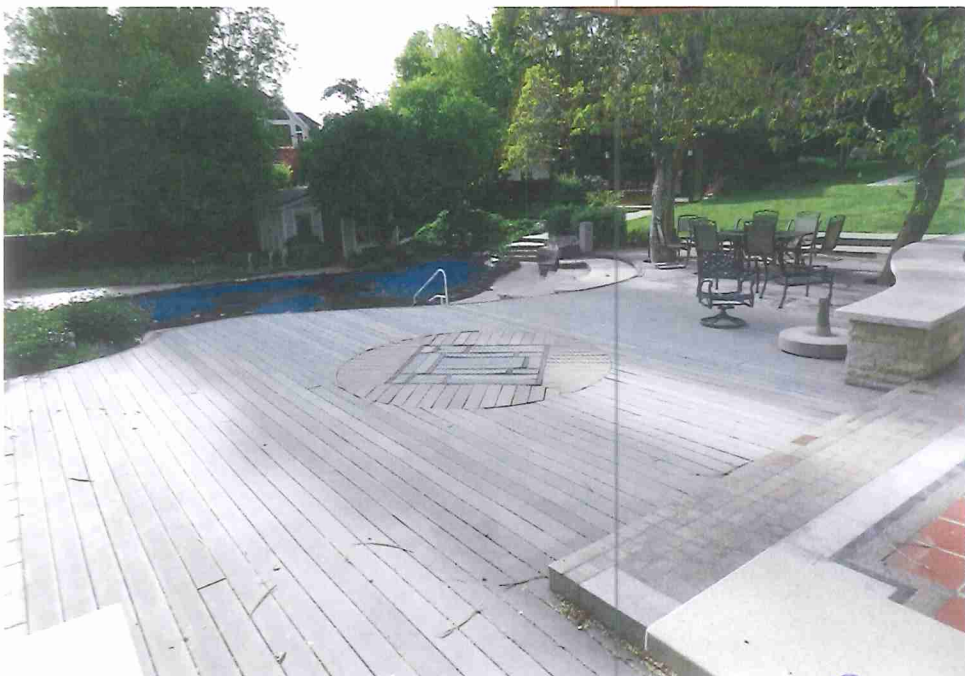


4  
4



Photo Sheet 2





④  
③



①  
②



Photo Sheet 4

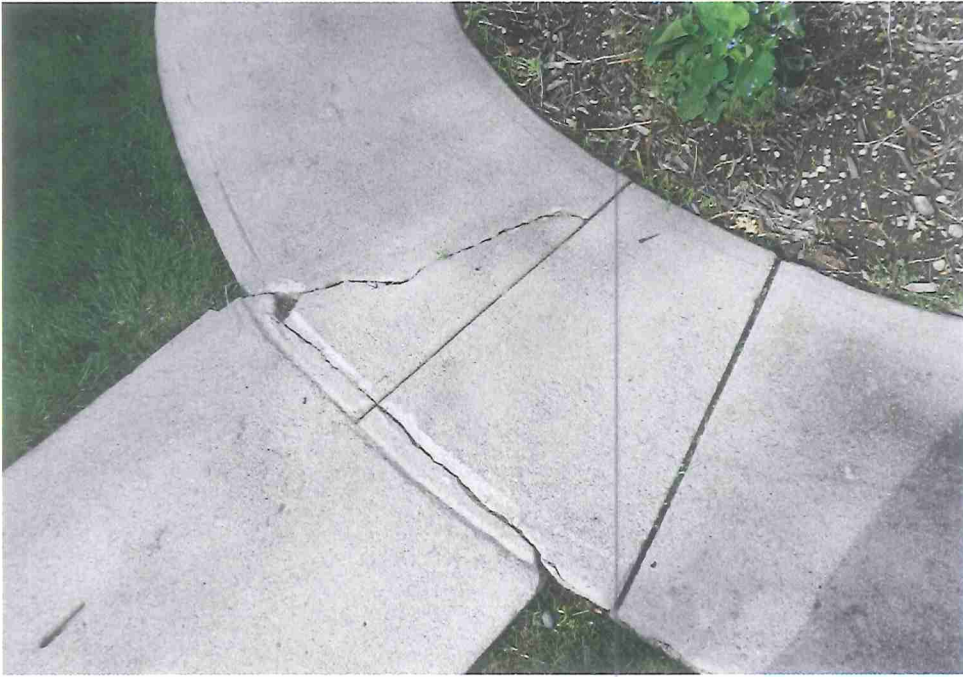
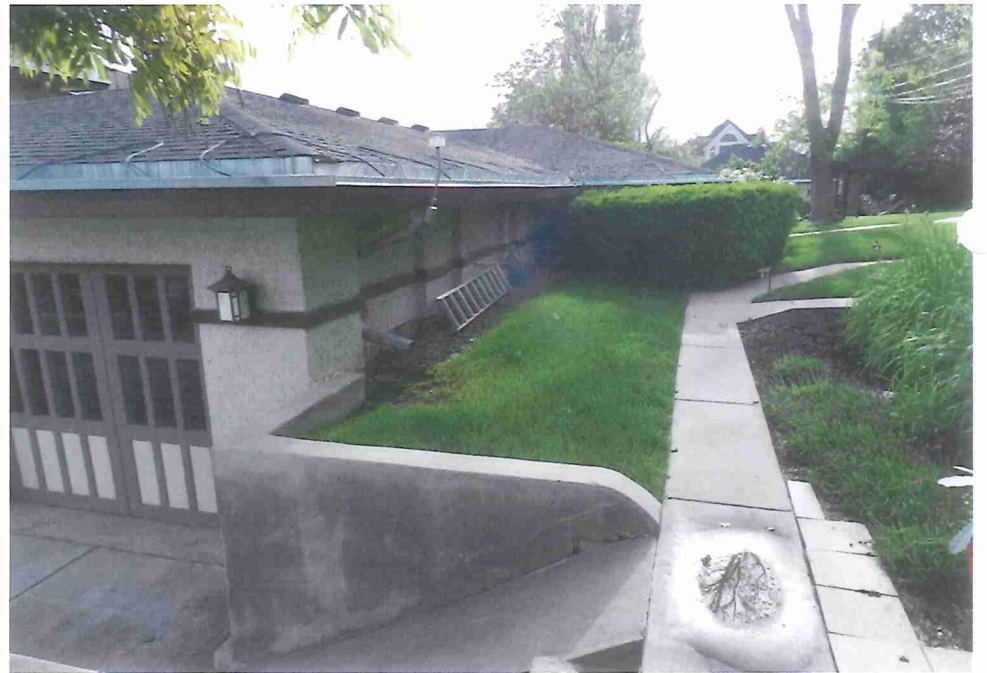


Photo Sheet 5



# **ATTACHMENT E: BASE ZONING ORDINANCE STANDARDS**

## **Existing Conditions:**

The site is currently developed with a single-family residence and is surrounded in all four directions with other single-family residences with the same zoning classification, SR-1A . The existing property is 0.78 acres (33,977 square feet) in size.

## **Title 20.04 – Subdivisions and Condominiums.**

The proposed alteration of the site (subdividing the property), if recommended for approval by the Historic Landmark Commission, and approved by the City Council is subject to the requirements of Title 20 of City Code. The applicant will be required to follow the Subdivision process for creation and recordation of the new lot.

## **Zoning Ordinance Standards for Residential Properties in the SR-1A (Special Development Pattern Residential District)**

The proposed lot would be approximately 0.17 acres in size. The minimum lot area for a single-family dwelling in the SR-1A district is 5000 square feet. The minimum lot width in the district is 50 feet. The proposed lot will be approximately 7205 square feet and 55 feet wide. It would meet the standards of the SR-1A district for a single-family dwelling. The applicant would be required to follow the Subdivision process for new lot creation.

# **ATTACHMENT F: HISTORIC PRESERVATION STANDARDS**

## **Amendment to the Zoning Map**

### **H Historic Preservation Overlay District – Criteria for Adjusting the Boundaries of an H Historic Preservation Overlay District (21A.34.020 D.2)**

2. Criteria for Adjusting the Boundaries of an H Historic Preservation Overlay District: Criteria for adjusting the boundaries of an H historic preservation overlay district are as follows:

<b>Criteria</b>	<b>Finding</b>	<b>Rationale</b>
<b>Criteria a:</b> The properties have ceased to meet the criteria for inclusion within an H historic preservation overlay district because the qualities which caused them to be originally included have been lost or destroyed, or such qualities were lost subsequent to the historic landmark commission recommendation and adoption of the district;	The proposal does not meet criteria a.	There is no indication that the portion of property proposed for removal from the Landmark Site has ceased to meet the criteria for inclusion due to the qualities considered for their inclusion having been changed or destroyed. While the property boundary has very likely changed over time from the original boundary, the current boundaries of the parcel represent the historic boundary of the property as included and considered with the establishment of the property as a City Landmark site in 1978. Further analysis on the criteria for inclusion (21A.34.020.C.10. are included below.
<b>Criteria b:</b> Additional information indicates that the properties do not comply with the criteria for selection of the H historic preservation overlay district as outlined in subsection C10 of this section;	The proposal does not comply.	There has been no information submitted which indicates that the property including its associated grounds ceases to comply with the standards referenced in C10 apply to the designation of this Landmark Site.
<b>Criteria c:</b> Additional information indicates that the inclusion of additional properties would better convey the historical and architectural integrity of the H historic preservation overlay district, provided they meet the standards outlined in subsection C10 of this section.	Not applicable	The applicant is not requesting that additional properties be included with the Landmark (H) site.

### **21A.34.020: H HISTORIC PRESERVATION OVERLAY DISTRICT**

#### **C. Designation of a Landmark Site, Local Historic District or Thematic Designation; H Historic Preservation Overlay District**

10. 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.

### **Analysis of the Standards of 21A.34.020. C.10**

#### **Standard 10a.**

##### **Discussion**

Malcolm A. Keyser was a member of a family with significant commercial, politic and civic ties to Salt Lake City. His father Aaron Keyser had business interests in livestock, lumbering, mining and real estate. Several building associated with him are on both the Salt Lake City Register of Cultural Resources and National Register. His son Malcolm continued his successful business practices founding the M.A. Keyser Fireproof Storage Company and had numerous interests in real estate and banking. The house was also an example of Prairie Style Architecture, associated with Frank Lloyd Wright and several notable Chicago architects.

##### **Finding**

The house is associated with several prominent businessmen and their families whose commercial success contributed to Salt Lake's transformation from an insular, communal society to a politically and economically mainstream American city. In this way, the home contributes to the broad patterns of local history via the home's owners in the history of commerce in Salt Lake City.

The house is also significant as an example of Prairie style architecture.

The house is significant for its association with previous owners and for its merits as an outstanding example of the Prairie style. It meets standard 21A.34.020. C.10.a

#### **Standard 10b.**

##### **Discussion**

Integrity can be defined as the ability of a property to convey its significance. This is addressed extensively in *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation*. The Zoning Ordinance also references seven aspects to be considered when determining the integrity of a historic property. Those are location, design, setting, materials, workmanship, feeling and association. The house itself is prominent in terms of design and materials. In terms of setting, the building has not moved although the neighborhood has filled in since the construction of the house. It continues to be in a residential neighborhood, on a large lot, and continues to convey its association with "captains of industry" in Salt Lake City.

##### **Finding**

While the house has undergone alterations, the alterations do not override the architectural style. The house has not moved and meets the standard for location and setting. It continues to be a home that was uniquely designed and prominently presented on a large lot. It meets standard 21A.34.020. C.10.b.

#### **Standard 10c.**

##### **Finding**

The property has been a designated City Landmark since 1978. It was listed on the National Register of Historic Places in 2008, a process initiated by the current property owner. It meets standard 21A.34.020. C.10.c.

#### **Standard 10d.**

##### **Discussion**

The house is also significant as an example of Prairie style architecture. It is the best example in the Avenues and possibly the City. The setting of the house is within a residential neighborhood, on a large elevated lot. This physical setting contributes to the prominence of the house, raising it above others in the neighborhood. This lot is a unique and rare example of an intact parcel in the Avenues. It has remained 0.78 acres in size since the 1920s.

While large lots were common during the post-war expansion of the upper Avenues, there are very few examples below 12<sup>th</sup> Avenue. (information from the National Register nomination).

### **Finding**

This house is the best example of Prairie style architecture in the Avenues and possibly the City. It meets standard 21A.34.020. C.10.d.

### **Standards 10e and 10f.**

This house was designated a Landmark Site in accordance with adopted planning policies in 1978. That designation was challenged in 2005 and ultimately upheld by the City Council upon the recommendations of the Historic Landmark Commission and Planning Commission . Both those bodies recommended that this site remain a Landmark and that historic designation not be repealed. The following staff findings were offered to the HLC at that time in support of retaining the historic designation for this property.

- 1) The property has not ceased to meet the criteria for designation as a Landmark Site. The qualities that caused it to be originally designated have not been lost or destroyed.
- 2) Additional information has not been presented to indicate that the Landmark Site does not comply with the criteria for selection of a landmark site.
- 3) The house continues to be significant for its association with businessmen who owned the house during its period of significance.
- 4) The house continues to display 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.
- 5) The house is over fifty years old.
- 6) Additional information has not been found indicating that the Landmark Site is not of exceptional importance to the city, state, region or nation.

The HLC, the Planning Commission and ultimately City Council agreed with these findings.

### **Finding**

The standards of 21A.34.020.C.10.e and C.10.f have been met.

### **H Historic Preservation Overlay District – Standards for the Designation of a Landmark Site (21A.34.020.C.10)**

The Standards for Designation of a Landmark Site included in Chapter 21A.34.020.C.10 and referenced in 21A.34.020 D2 (The Adjustment or Expansion of Boundaries of an H Historic Preservation Overlay District and the Revocation of the Designation of Landmark Site) pertain largely to the original designation of a site for inclusion in the Historic Overlay and to the expansion of the boundaries of a specific Landmark Site or Overlay District. Since this application is to remove a portion of property that was previously included as a Landmark Site, these provisions are applicable insofar as the question of “How would this property be considered and how would it meet the criteria today if it was the subject of a petition to have the property designated as a Landmark Site?”

Based on the analysis of the Standards for Designation, the site would meet the standards for inclusion today. None of the qualities that were considered for the inclusion of this property have been lost, changed or destroyed. The property still meets the criteria for inclusion, including the physical property itself which remains important to the overall feeling, setting and association of the site. Altering the property would be contrary to these standards and would not be in the best interest of the City.

### **Major Alteration of a Historic Landmark Site**

The outlined purpose of the Historic Preservation Overlay District (21A.34.020A.2.) speaks to allowing the development and redevelopment of historic properties, with the caveat that any new development would need to be compatible with the existing development. An underlying goal of these provisions is to allow property owners

to derive positive economic benefit and enjoyment from their property while balancing these actions and desires with protecting structures and sites that contribute to the unique cultural and historic fabric of the City. The National Register designation of a property also allows the owner to receive the benefit of tax credits for work done to improve the property

This purpose statement was intended to provide a balance between protection and development, but only on logical sites for this to take place. Sites of exceptional importance to the historic and cultural fabric of the City would not be logical choices for redevelopment. The purpose of the provisions was not to allow individual Landmark Sites to be “chipped away” for redevelopment purposes and economic gain.

In this case, the subject property is both a City Landmark Site and National Register property with significance under Criterion C as the most fully-realized example of the Prairie School residential design in the Avenues, and possibly the city. The physical property of the site is important to the overall context of the property and the sense of prominence it gives to the site.

**21A.34.020 - Historic Preservation Overlay District**

A. Purpose Statement: In order to contribute to the welfare, prosperity and education of the people of Salt Lake City, the purpose of the H historic preservation overlay district is to:

1. Provide the means to protect and preserve areas of the city and individual structures and sites having historic, architectural or cultural significance;
2. Encourage new development, redevelopment and the subdivision of lots in historic districts that is compatible with the character of existing development of historic districts or individual landmarks;

The newly created lot would be 0.17 acres in size. Within the general property block bounded by bounded by D, E, 11<sup>th</sup> and 12<sup>th</sup> streets, the proposed lot would be similar in size to six of the twelve existing lots. The residual or main property would be 0.61 acres which would still be a very large property in comparison to others in the area. The newly created lot itself would appear to be compatible with the existing character of single-family home development in the surrounding area in terms of the overall lot pattern.

New development is not guaranteed to be designed in a compatible way with the Landmark Site. If allowed to subdivide, the lot would be taken out of the overlay. No design review would be required. Subdivision it's the historic grounds of this site is not in the best interest of the city because it doesn't protect the significant site.

**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
<p><b>Standard 1:</b> 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;</p>	<p>Does not meet this standard.</p>	<p>The property and land itself appear to be significant to the overall historic site according to the National Register information. The property itself is a defining characteristic of this site. The design of the house integrates a series of terraces into the topography of the site. The Keyser House was designed to both stand above and blend in with the sloping site. The original property on Lot 1 is a rare example of an intact parcel in the Avenues. It has remained 0.78 acres in size since the 1920s. While large lots were common during the post-war expansion of the upper Avenues, there are very few examples below 12<sup>th</sup> Avenue. Removing a portion of the property would negatively impact the overall context of the property and sense of place and scale that it conveys.</p>
<p><b>Standard 2:</b> 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;</p>	<p>Does not meet this standard.</p>	<p>The prominence of the site conveyed a sense of place that was important in the context of the neighborhood. The site functions in harmony with the distinctive house itself so the property itself is significant to the overall historic site and a defining feature of the Landmark Site. Subdividing the property and removing a portion of the land would negatively impact the overall context of this property. The grounds and open spaces represent the historic boundary of the property and facilitate a harmonious blending of the structure with the site and the indoors with the outdoors.</p>
<p><b>Standard 3:</b> 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.</p>	<p>Not applicable to this proposal.</p>	<p>There are no alterations proposed which seek to create a false sense of history or architecture.</p>
<p><b>Standard 4:</b> Alterations or additions that have acquired historic significance in their own right shall be retained and preserved.</p>	<p>Not applicable to this proposal.</p>	<p>There are no proposals to change alterations or additions that have acquired historic significance.</p>
<p><b>Standard 5:</b> Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.</p>	<p>Not applicable to this proposal.</p>	<p>There are no proposals to change the distinctive features, finishes, construction techniques or craftsmanship.</p>

<p><b>Standard 6:</b> 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>Not applicable to this proposal.</p>	<p>There are no proposals to change, repair or replace the physical structure or architectural elements.</p>
<p><b>Standard 7:</b> 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>Not applicable to this proposal.</p>	<p>There are no proposals to clean the surfaces of structures or historic materials through chemical or physical treatments.</p>
<p><b>Standard 8:</b> 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.</p>	<p>Does not meet this standard.</p>	<p>Alteration of the property would have a negative impact upon the Landmark Site itself. The physical property adds to the prominence of the overall site and the value of the physical structure itself. Removing property from the overall site would have a negative impact on the property.</p>
<p><b>Standard 9:</b> 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.</p>	<p>Does not meet this standard.</p>	<p>The alteration of the property to remove a portion for another home to be built represents a significant change to the physical property that is not reversible. It is in essence a permanent change to the historic integrity of the property and its environment.</p>
<p><b>Standard 10:</b> Certain building materials are prohibited including the following: vinyl, asbestos, or aluminum cladding when applied directly to an original or historic material.</p>	<p>Not applicable to this proposal.</p>	<p>There are no proposals to use or apply building materials such as vinyl, asbestos or aluminum cladding directly to an original or historic material.</p>
<p><b>Standard 11:</b> 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.</p>	<p>Not applicable to this proposal.</p>	<p>There are no proposals related to new or existing signs associated with this petition.</p>

## **ATTACHMENT G: 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.

#### **Notice of the public hearing for the proposal includes:**

- Notice mailed on July 1, 2015
- Agenda posted on the Planning Division and Utah Public Meeting Notice websites on July 1, 2015

Any correspondence received after the publication of this staff report will be forwarded to the Historic Landmark Commission.

Zoning Map Amendments are subject to review and input from recognized community organizations. This proposal is located within the boundaries of the Greater Avenues Community Council (GACC). Information has been sent to the GACC requesting their input. A public hearing with the Planning Commission will not take place until the GACC has had 45 days to review and comment on the proposal as specified in Chapter 2.60.050.

The GACC has scheduled discussion of this proposal on the Agenda for their meeting of August 5, 2005. Any formal recommendation from the GACC in relation to this proposal will be forwarded to the Planning Commission and City Council.

# **ATTACHMENT H: MOTIONS**

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## **Amendment to the Zoning Map**

### **Motion Consistent with Staff's Recommendation:**

Based on the analysis and findings listed in this staff report, testimony and the proposal presented, I move that the Commission forward a **negative** recommendation to the Planning Commission and City Council regarding the request to amend the zoning map to remove a portion of the site from the H-Historic Preservation Overlay District for the proposed subdivision of the property at 381 E. 11<sup>th</sup> Avenue. Specifically, the Commission finds that the proposed project does not comply with the following review criteria identified in 21A.34.020D2 – a and b.

Criteria a: The properties have ceased to meet the criteria for inclusion within an H historic preservation overlay district because the qualities which caused them to be originally included have been lost or destroyed, or such qualities were lost subsequent to the historic landmark commission recommendation and adoption of the district;

Criteria b: Additional information indicates that the properties do not comply with the criteria for selection of the H historic preservation overlay district as outlined in subsection C10 of this section;

Rationale: There is no indication that the portion of property proposed for removal from the Landmark Site has ceased to meet the criteria for inclusion due to the qualities considered for their inclusion having been changed or destroyed. While the property boundary has very likely changed over time from the original boundary, the current boundaries of the parcel represent the historic boundary of the property as included and considered with the National Register nomination.

### **Motion Against Staff's Recommendation:**

Based on the analysis and findings listed in this staff report, testimony and the proposal presented, I move that the Commission forward a **positive** recommendation to the Planning Commission and City Council regarding the request to amend the zoning map to remove a portion of the site from the H-Historic Preservation Overlay District for the proposed subdivision of the property at 381 E. 11<sup>th</sup> Avenue with the following conditions:

## **Major Alteration of a Historic Landmark Site**

### **Motion Consistent with Staff's 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 to alter a Landmark Site for the proposed subdivision of the Malcolm and Elizabeth Keyser House at 381 E. 11<sup>th</sup> Avenue. Specifically, the Commission finds that the proposed project does not comply with review standards 1, 2, 8, and 9.

### **Motion Against Staff's Recommendation:**

Based on the analysis and findings listed in this staff report, testimony and the proposal presented, I move that the Commission approve the request to alter a Landmark Site for the proposed subdivision of the Malcolm and Elizabeth Keyser House at 381 E. 11<sup>th</sup> Avenue with the following conditions:

- 1) A Certificate of Appropriateness must be approved for any new development.
- 2) Approval through the Subdivision process for creation and recordation of the new lot conditioned upon City Council approving the Zoning Map Amendment is required. .

## **ATTACHMENT I: NATIONAL REGISTER OF HISTORIC PLACES REGISTRATION FORM**

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The complete National Register of Historic Places Registration Form as submitted in 2008 is included for reference. Excerpts from that document are included on Page 5 of this report.



**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 for individual properties and districts. See instructions in *How to Complete the National Register of Historic Places Registration 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.

**1. Name of Property**

historic name Keyser, Malcolm & Elizabeth, House

other name/site number Merrill, Albert & Zella, House; Lucas, Russell & Margaret, House

**2. Location**

street & town 381 East 11<sup>th</sup> Avenue  not for publication

city or town Salt Lake City  vicinity

state Utah code UT county Salt Lake code 035 zip code 84103

**3. State/Federal Agency Certification**

As the designated authority under the National Historic Preservation Act, as amended, I hereby certify that this  nomination  request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60. In my opinion, the property  meets  does not meet the National Register criteria. I recommend that this property be considered significant  nationally  statewide  locally. (  See continuation sheet for additional comments.)

\_\_\_\_\_  
Signature of certifying official/Title Date

Utah Division of State History, Office of Historic Preservation  
State or Federal agency and bureau

In my opinion, the property  meets  does not meet the National Register criteria. (  See continuation sheet for additional comments.)

\_\_\_\_\_  
Signature of certifying official/Title Date

\_\_\_\_\_  
State or Federal agency and bureau

**4. National Park Service Certification**

I hereby certify that the property is: Signature of the Keeper Date of Action

- entered in the National Register.  
 See continuation sheet.
- determined eligible for the National Register  
 See continuation sheet.
- determined not eligible for the National Register.
- removed from the National Register.
- other, (explain:) \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Keyser, Malcolm & Elizabeth, House  
Name of Property

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

**5. Classification**

**Ownership of Property**  
(check as many boxes as apply)

- public-local
- private
- public-State
- public-Federal

**Category of Property**  
(check only one box)

- district
- building(s)
- site
- structure
- object

**Number of Resources within Property**  
(Do not include previously listed resources in the count.)

Contributing	Noncontributing	
1	2	buildings
		sites
3		structures
		objects
4	2	Total

**Name of related multiple property listing**  
(Enter "N/A" if property is not part of a multiple property listing.)

N/A

**Number of contributing resources previously listed in the National Register**

N/A

**6. Function or Use**

**Historic Function**  
(Enter categories from instructions)

DOMESTIC: single dwelling  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**Current Function**  
(Enter categories from instructions)

DOMESTIC: single dwelling  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**7. Description**

**Architectural Classification**  
(Enter categories from instructions)

LATE 19<sup>TH</sup> & EARLY 20<sup>TH</sup> CENTURY MOVEMENTS:  
Prairie School  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**Materials**  
(Enter categories from instructions)

foundation CONCRETE  
walls STUCCO, BRICK, CONCRETE BLOCK  
\_\_\_\_\_  
roof ASPHALT SHINGLE  
other \_\_\_\_\_

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

See continuation sheet(s) for Section No. 7

**8. Description**

**Applicable National Register Criteria**

(Mark "x" in one or more boxes for the criteria qualifying the property for National Register listing.)

- A** Property is associated with events that have made a significant contribution to the broad patterns of our history.
- B** Property is associated with the lives of persons significant in our past.
- C** 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.
- D** Property has yielded, or is likely to yield, information important in prehistory or history.

**Criteria Considerations**

(Mark "x" in all the boxes that apply.)

Property is:

- A** owned by a religious institution or used for religious purposes.
- B** removed from its original location.
- C** a birthplace or grave.
- D** a cemetery.
- E** a reconstructed building, object, or structure.
- F** a commemorative property.
- G** less than 50 years of age or achieved significance within the past 50 years.

**Narrative Statement of Significance**

(Explain the significance of the property on one or more continuation sheets.)

**9. Major Bibliographical References**

**Bibliography**

(Cite the books, articles, and other sources used in preparing this form on one or more continuation sheets.)

**Previous documentation on file (NPS):**

- preliminary determination of individual listing (36 CFR 67) has been requested
- previously listed in the National Register
- previously determined eligible by the National Register
- designated a National Historic Landmark
- recorded by Historic American Buildings Survey # \_\_\_\_\_
- recorded by Historic American Engineering Record # \_\_\_\_\_

**Areas of Significance**

(enter categories from instructions)

ARCHITECTURE

COMMERCE

**Period of Significance**

1913-1956

**Significant Dates**

1913, 1919, 1939, 1943, 1953, 1956

**Significant Persons**

(Complete if Criterion B is marked above)  
N/A

**Cultural Affiliation**

N/A

**Architect/Builder**

Builder: John W. A. Timms & Thomas L. Timms

Architect: Pope & Burton

See continuation sheet(s) for Section No. 8

**Primary location of additional data:**

- State Historic Preservation Office
- Other State agency
- Federal agency
- Local government
- University
- Other Name of repository: \_\_\_\_\_

See continuation sheet(s) for Section No. 9

Keyser, Malcolm & Elizabeth, House  
Name of Property

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

## 10. Geographical Data

**Acreage of Property** 0.78 acres

### UTM References

(Place additional boundaries of the property on a continuation sheet.)

1 1/2 4/2/5/9/2/0 4/5/1/4/9/4/0  
Zone Easting Northing

2 / / / / / / / / / / / / /  
Zone Easting Northing

3 / / / / / / / / / / / / /  
Zone Easting Northing

4 / / / / / / / / / / / / /  
Zone Easting Northing

### Verbal Boundary Description

(Describe the boundaries of the property.)

COM AT SE COR LOT 1 BLK 159 PLAT D SLC SUR W 10 RD N 12 1/2 RD E 10 RDS S 12.5 RDS TO BEG.

Property Tax No. 09 - 31 - 204 - 012

### Boundary Justification

(Explain why the boundaries were selected.)

The current boundaries are the legal parcel description of the building which is the historic boundary.

See continuation sheet(s) for Section No. 10

## 11. Form Prepared By

name/title Korral Broschinsky, based on a draft prepared by Larry Perkins  
organization \_\_\_\_\_ date May 9, 2008  
street & number P.O. Box 58766 telephone (801) 913-5645  
city or town Salt Lake City state UT zip code 84158

## 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 properties having large acreage or numerous resources.

**Photographs:** Representative **black and white photographs** of the property.

**Additional items:** (Check with the SHPO or FPO for any additional items)

## Property Owner

name/title Larry Perkins  
street & number 381 E. 11<sup>th</sup> Avenue telephone (801) 322-3730  
city or town Salt Lake City state UT zip code 84103

**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, Malcolm & Elizabeth, House, Salt Lake City, Salt Lake County, UT

## Narrative Description

The Malcolm and Elizabeth Keyser House, built in 1913, is a two-story, Prairie School-style residence located at 381 E. 11<sup>th</sup> Avenue.<sup>1</sup> The Prairie School influence is seen in the emphasis on horizontal elements, such as the over-hanging eaves and railing walls with wide flat copings. The design of the house integrates a series of terraces into the topography of the 0.78-acre parcel site, which slopes downward from north to south. The foundation and basement-level double garage are built of concrete. The house is built of structural hollow clay tile with approximately 15 percent brick masonry infill. The exterior surface is covered with a finish that may be an early example of shotcrete (also called gunite), which resembles pebble-dash stucco.<sup>2</sup> The surface is painted light tan. The dark brown accent and coping materials are a combination of sandstone and concrete. The original one-story rear wing was expanded in 1953 and again in 1955. An addition was built on the west side of the house in 1956. There was also a series of interior remodels in the 1950s and the 1990s. A carport was built east of the rear addition around 1965. In 1994, the carport was removed. It was replaced in 2006 by a compatible two-car garage (non-contributing building). The entire house was rehabilitated in 2006-2007. The rehabilitation included a new roof of asphalt shingles. The property also includes three contributing structures, a barbeque/fireplace (1930s), picnic pavilion (1930s) and pool (1953), and the non-contributing pool-house (2006).

The Keyser House sits at the northwest corner of the intersection of 11<sup>th</sup> Avenue and "E" Street. The house faces south with a view of downtown Salt Lake, City approximately one mile southeast at the base of the foothills. The design is distinctively Prairie School with the two-story main portion of the house rising above three terraced levels integrated into the sloping site. The roof has wide overhanging eaves, and at each level, the copings accentuate the horizontal lines of the railing walls. The base includes the foundation and a basement-level double-car garage with two doors separated by sloping piers of brick (covered in stucco). The current garage doors with vertical panes of glass were installed in 2006 and are similar to the original doors seen in historic photographs of the 1920s.<sup>3</sup> The basement level walls extend east-west and end in piers topped by Prairie School-style concrete planter urns. The coping and urns had deteriorated and were replaced with concrete replicas (2006). The second (main) level of the façade is accessed by a set of steps from the driveway (1953) or from the secondary elevations. The main level deck features two rectangular reflecting pools flanking a set of shallow steps to the original front entrance. These features are hidden by the parapet of the basement level. Small windows above the reflecting pools provide light to the basement garage. A second retaining wall shelters the lower portions of the main deck. The line of the second-level retaining wall was extended to the west in 2006, replacing a curved wall built circa 1956 around the same time as the west addition. A third urn was mounted at the end of the extended wall (2006). The main level of the façade is divided roughly into four sections, with three being the original two-story house. The center section is recessed under the overhanging eaves and is divided into five bays set behind the supporting square piers. There was a door originally in the center bay, but this was changed to a window in the 1950s and replaced in 1994. The projecting sections to the

<sup>1</sup> The address appears in most records as simply 381 11<sup>th</sup> Avenue.

<sup>2</sup> Contractors working to replicate the surface for the 2007 rehabilitation thought the original material was gunite.

<sup>3</sup> The original doors had been replaced in the 1950s by paneled doors.

## National Register of Historic Places Continuation Sheet

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Keyser, Malcolm & Elizabeth, House, Salt Lake City, Salt Lake County, UT

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east and west feature large full-glass doors (replacing the original French doors, circa 1950) and narrow sidelights (filled with etched glass, also circa 1950).

The upper level of the original house is divided into three sections with the central portion recessed under the eaves of the main hipped roof. The recessed area has three openings with full-glass doors (circa 1950s) leading to the balcony deck. The coping of the railing wall along the balcony deck presents another horizontal line in the design. Prior to the 2006 rehabilitation, most of the windows were various replacements for the original casements. The current windows were installed in 2006. The new windows replicated the Prairie School divided panes and sash of the original casements. The original sandstone banding is intact where it has been protected by the over-hanging roof. A central double I-shaped chimney is located toward the rear of the main roof. New galvanized steel gutters were installed in 2006 to replace the partially original deteriorated gutters. To the west, the one-story bedroom cinderblock addition was built in 1956 and extends the façade approximately 30 feet. It was covered in textured stucco to match the original materials. The roof is also hipped. There are no openings on the south elevation of the addition. A row of small windows set high in the walls were filled in during a 1990s interior remodel. In 2006, a pier was added to the west end of the south elevation to provide needed support for the extended eaves. The west and north elevations of the addition feature 1950s picture windows and double-glass rear doors. The west elevation of the original house was mostly obscured by the construction of the addition in 1956. In 2006, a Prairie School-influenced leaded-glass window was installed on the upper level.

The east elevation has the best historic integrity from the original 1913 construction. The fenestration pattern has not been altered. The three basement-level windows are original, as are the fixed-frame large windows flanked with narrower windows on the main level. The four openings of the upper level feature the 2006 divided pane windows, which replaced the 1950s windows. The east elevation has a more vertical emphasis, with a single stringcourse of sandstone banding providing a horizontal element at the sill line of the upper windows. The main level of the north elevation features a side entrance tucked into the L-shape at the northeast corner. The side entrance is hidden from the front view of the house. The entrance is currently sheltered by a circa 1955 porch roof.

The original house included a one-story kitchen, walk-in pantry, and servant quarters to the rear (north elevation). The two original seven-foot projections provide space for a bathroom and entrance foyer on the main and bathrooms on the upper levels. The original upper openings are visible east and west of the projections. The windows were replaced with the divided-pane windows in 2006. The north walls of the family room and new garage are built into the sloping hillside. On the west side, a picture window was installed during the 1950s remodel. In 1953, the kitchen was extended to the west by six feet to create a breakfast nook behind the original main floor family bathroom. The south three casement windows of the east elevation of the single story wing have been replaced and the piers which separated them are gone. A family room extension was built to the north by 30 feet in 1955. The exterior surface of all the additions matches the original material. The family room extension is cinderblock laid in a corbelled diagonal pattern on the interior. The northwest corner features diagonal windows. A bank of full-height windows and sliding doors faced the terrace and pool (also built in 1953-1955). In 1955, a carport and second driveway was added to the east side of the addition. The carport was demolished in 1994. In 2006, an attached double-car garage was built in this location. The garage

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Keyser, Malcolm & Elizabeth, House, Salt Lake City, Salt Lake County, UT

is covered with a gunite-like finish and has compatible elements to the original basement-level garage and house (i.e. hipped roof, horizontal banding, similar carriage-house-style doors).

On the interior, the Keyser House has approximately 6,130 square feet of space, with 3376 square feet on the main floor, 1,377 square feet on the upper floor and slightly less in the partially finished basement. The main floor interior floor plan is characterized by large open rooms with a central fireplace dividing the living and dining rooms from the kitchen. The nouveau Baroque-style mantel is unusually ornate for a Prairie School type house. It is probably not original, but was installed during a circa 1945 remodel.<sup>4</sup> The hardwood floor is original, but the other finishes date from a 1990s remodel. The curved archways, moldings and baseboards date from the 1990s remodel. In 1994, the original front doorway was abandoned and replaced by a window matching those on each side of that center doorway. The dining room is at the east end of the space. The west wall originally had windows similar to the east wall, but these were blocked when the bedroom addition was built to the west in 1956. The bedroom addition includes a bathroom. The picture window to the west and north are flanked by narrower jalousie windows. The original kitchen is to the north between the main floor bathroom and east entrance foyer. The kitchen has been remodeled several times, mostly recently adding stainless steel appliances in the 1990s. The breakfast nook to the west was added during the 1953 expansion. The family room, known as the garden room, was built in 1955. The diagonal concrete block construction is visible on the north wall and in the laundry room, which is partitioned to the east. The laundry room features an exterior door to the 2006 garage, formerly the carport built in 1961.

The stairs to the upper floor are located behind the fireplace. The upper floor has undergone a series of modifications. The hall and bathroom spaces have remained essentially the same, although updated through the years with the master bath enlarged in 2006. In the original configuration, a large master bedroom filled the east end with a walk-through closet to the nursery. Another bedroom was next to the nursery and both had access to the balcony. The west end was divided into two bedrooms. Around 1962, the upper floor was converted to a separate apartment. The master bedroom remained the same, but the wall between the two central bedrooms was removed making a large living room. The bedrooms on the west end became an open dining room kitchen space. In the mid-1990s, the upper floor was returned to exclusively bedroom/bath space. The open spaces at either end were made into bedrooms with a closet added on the west side. The central wall was replaced.

At the rear of the main floor, on the rear (north) wall opposite the current front door is a 1950s picture window providing an excellent view of the park-like backyard as one enters the home. The basement level is partially finished with the original laundry room at the west end. In the garage, the construction is similar to warehouse construction of the early-twentieth century with large concrete piers. The interior of the garage features a metal rolling fire door at the bottom of the stairs.

The 0.78-acre property has had several modifications. In the north east corner of the property along E Street, the street forms an asphalt ditch as it meets the property and a portion of the old cement-block sidewalk remains. The other sidewalks around the property are modern continuous-pour and in those areas curb and

<sup>4</sup> The mantel appears in a photograph from a 1951 Salt Lake Tribune article describing owner Glade Snow's decorating techniques. It was installed after Glade Snow purchased the house in 1943.

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gutter are also present. An 8-inch corrugated metal pipe enters the property in the northeast corner (with its uppermost inch revealed above ground level) as a reminder of the irrigation system that served the property decades ago. Prior to the extension of the north wing of the house and construction of the carport in 1955, a drive way went from "E" street around the north end of the house to a large cement pad by the west door.

Vehicular access was cut off with the 1955 construction, but the cement pad remains in place—having served over the years as a large patio and pool lounging/entertainment area. It is currently underneath a 1300 square-foot Trex deck located in the "L" formed by linear quarry tile patios built in the 1950s. The patio extends ten feet out from the west face of the kitchen/family room wing and seven feet out from the north wall of the bedroom wing. The deck area immediately around the pool consists of two-inch thick granite pavers imported from China in 2007. The current swimming pool was built in 1953-1954. The pool is a contributing structure. Salt Lake City building permit records indicate the pool was "expanded" in 1953; however, the prior pool was little more than a cement wading pool and probably dated from the time the stone barbeque was built in the northwest corner of the yard. The barbeque is a contributing structure. Another contributing structure, a wood picnic pavilion was built near the barbeque sometime in the 1930s. In August 1999 a tornado damaged the pavilion and part of the structure was removed. The tornado also damaged several old trees on the property. In 2006, the 1954 pool house was replaced by a new building housing the filter, heater, and other pool equipment. It is a non-contributing building.

The property is completely fenced with a variety of materials. The east side yard is fenced with an open wrought iron bar fence (1990s) with piers and urns similar flanking the east driveway flanking the east driveway similar to those on the façade near the south driveway. There is a wood plank fence along the rear portion of the east property line. The central portion of the north property line is fenced with a circa 1940s wire fence overgrown with vines while the west and east segments of that north property line is marked with wood plank fencing. A hollow wall of sprayed gunite over a wire reinforcing frame constitutes the southern and western border (and retaining wall) of the pool area, while the remaining portion of the west rear property line has a wood plank fence. In the rounded corner of that wall is a decorative window containing geometrical design elements echoing the divided light design of the home's upper-story casement windows. A ten-foot medallion built into the deck incorporates a variation of that same design. Near the southeast corner of the front yard is a two-level planter box in a style matching the home's capped parapet walls (2006). The current terraced curving stairs (flanked by integrated masonry planters) replaced the original straight-line front entry steps from the sidewalk to the entrance of the front porch/entry terrace complex were built in 1953. The yard also includes several miscellaneous landscape items: a fish pond (1930s, now a planter), a stone wishing well (1930s remnant), and a tree house (date unknown). Because of their minimal impact on the property, these items have not been included in the resource count. The landscaping includes a combination of lawn, mature trees, and flower beds.

The Malcolm and Elizabeth Keyser House, though somewhat altered, is the best example of the Prairie Style in the Avenues neighborhood of Salt Lake City. Many of the subsequent modifications also fall within the historic period and represent the transformation of a prominent early twentieth-century house into a suburban-style showplace of the 1950s. The house has very good historic integrity and is a historic resource in the Avenues community.



# National Register of Historic Places Continuation Sheet

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Keyser, Malcolm & Elizabeth, House, Salt Lake City, Salt Lake County, UT

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## Narrative Statement of Significance

The Malcolm and Elizabeth Keyser House, built in 1913, is a two-story Prairie School residence located at 381 E. 11th Avenue in Salt Lake City, Utah. The house is significant under Criteria A and C for its associated with the historical and architectural development of the upper Avenues neighborhood in Salt Lake City. The original owners, Malcolm A. Keyser and Elizabeth Callison Keyser, were prominent citizens in Salt Lake City in the early twentieth century. Malcolm Keyser was president of the M. A. Keyser Fireproof Storage Company and vice president of the Aaron Keyser Investment Company. The Keyser Investment Company, specialized in real estate loans, and was one of the leading companies involved in the development of the Avenues neighborhood. Due to difficulties with infrastructure, the Keyser House was one of only a handful of homes built in the upper Avenues in the first quarter of the twentieth century. From its 11th Avenue location, the Keyser House commanded an inspiring view of the burgeoning city and likely made a favorable impression of on Mr. Keyser's professional associates and social contacts.

The Keyser House is significant under Criterion C as the most fully-realized example of the Prairie School residential design in the Avenues, and possibly the city. The house was built by John W. A. Timms and his son, Thomas L. Timms. The design is attributed to the architectural firm of Hyrum C. Pope and Harold W. Burton, who designed numerous Prairie School-style buildings in Utah. The Keyser House is distinctive, partially because of its horizontal massing, and also for its materials, a combination of brick and hollow clay block, covered in textured stucco/gunite. The majority of Prairie School-influenced buildings constructed in Utah in the early twentieth century were built of brick, including the work of Pope and Burton. Stucco covered examples are relatively rare. The choice of materials may have been suggested by Malcolm Keyser, who built his business on the "fireproof" storage business. During the 1950s, the house underwent a remodel and expansion that transformed the rear of the residence into a high-end suburban ranch house complete with pool. These modifications are also within the period of significance, 1913-1956, and were completed without compromising the integrity of the original Prairie School design. The Keyser House was listed on the Salt Lake City Register of Historic Sites in 1978. The home has recently undergone a complete rehabilitation as a state historic preservation tax project. The Malcolm and Elizabeth Keyser House is a contributing resource in the Avenues neighborhood of Salt Lake City.

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## History of the Avenues Neighborhood

Salt Lake's Avenues Neighborhood is located along the foothills of the Wasatch north and east of the downtown business district. The first survey of the area, known as Plat D, was recorded in February 1857. It was the first town plat to deviate from the original layout of the city. Salt Lake City was patterned after the City of Zion plat, drawn by Joseph Smith, founder of the Church of Jesus Christ of Latter-day Saints (LDS or Mormon Church), and with variations approved for use by Brigham Young for settlements throughout the Intermountain West.

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Keyser, Malcolm & Elizabeth, House, Salt Lake City, Salt Lake County, UT

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The City of Zion plat called for ten-acre blocks with large lots, a house set back from the wide streets, and room for lawn, trees, vegetable gardens and orchards. The Plat D area covered what is today known as the lower Avenues, but originally called the north or dry bench. The plat was fundamentally different than the first City of Zion-based plats. The Plat D survey had narrower streets and sidewalks, as well as smaller blocks divided into four lots. The four east-west streets were named Fruit, Garden, Bluff and Wall. The north-south streets were named for various trees. In 1885, the names were changed to the current numerical and alphabetical system. Plat D was extended to include the upper bench lands to Fifteenth Street in the late 1890s. In 1907, the city council approved the designation of the east-west streets as avenues and the neighborhood became collectively known as the Avenues.

Because of the steep topography and lack of water, the Avenues area developed gradually. Beginning in the 1880s, the population of Salt Lake City had grown exponentially with speculative development taking place throughout the city. An early mule-drawn streetcar line through the neighborhood was electrified in 1889 and a second line added. The layout of the north bench was conducive to a denser more urban development and the area was popular with artisans, clerks, professionals, and merchants, who worked in downtown Salt Lake City. By the turn of the century, the Avenues neighborhood was a fairly dense middle-class suburb with a range of housing stock from tract cottages for the families of laborers to stately mansions for the families of wealthy businessmen. The 1898 Sanborn map shows the layout of the streets west of the city cemetery, but very little development had occurred in the area known as the upper Avenues. By the 1911 Sanborn map, scattered infill and tract housing had been built up to the Tenth Avenue. Also in 1911, a water main was installed along Thirteenth Avenue to J Street, giving a boost to potential development. The Ensign School, at F Street and Ninth Avenue, was built for the school children of the upper Avenues (built in 1912, replaced 1970s). The most significant boost to the development of the upper Avenues was the construction of the LDS Hospital in 1904 on Eighth Avenue between C and D Streets. The north bench hospital was built above the noise and pollution of the city. The successful complex of buildings (now altered) paved the way for other city hospitals: the Veterans' Administration Hospital completed in 1932 on Twelfth Avenue at the terminus of E Street, and the second home of the Primary Children's Hospital built in 1952 at 320 Twelfth Avenue.

### **History of the Malcolm and Elizabeth Keyser House**

On February 28, 1913, Malcolm A. Keyser purchased property at the corner of 11<sup>th</sup> Avenue and E Street from Enoch and Ellen L. Smith. The Smith property included Lot 1, Block 159 of the extended Plat D, which had been previously acquired from the estate of Stanley B. Milner five years earlier. In early March 1913, Keyser also purchased Lot 4 of the same block from William A. and Alice V. Kinney. Neither parcel had been developed and only a handful of houses and the LDS Hospital were in the vicinity. On July 1, 1913, M. A. Keyser applied for a building permit for a two-story dwelling with an estimated cost of \$10,000. The builder was listed as John Timms & Son. The house was probably completed late that year.

Malcolm Aaron Keyser was born in Salt Lake City on July 17, 1887 to Aaron and Henrietta Depue Keyser. Aaron Keyser owned a real estate company and also raised cattle and sheep. Malcolm, also known as Bud, Keyser was educated in the public schools. The year 1909 was a banner year for Malcolm Keyser. On April 13, 1909, he married Elizabeth Callison. That spring he graduated from Harvard University. On his return to

## National Register of Historic Places Continuation Sheet

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Keyser, Malcolm & Elizabeth, House, Salt Lake City, Salt Lake County, UT

Salt Lake City, he established the M. A. Keyser Fireproof Storage Company. The company built a five-story brick and concrete building in the city's warehouse district at 328 W. 200 South (built 1910, expanded 1920s, and altered 1980s). Malcolm Keyser was the president and secretary/treasurer of the company, which later became the M. A. Keyser Moving and Storage Company. Malcolm Keyser's commercial and civic interests were vast and varied. He served as Vice President of both the Aaron Keyser Realty & Insurance Company and the Utah Paper Box Company. He was director and served on the executive committees of several entities: the Walker Bank & Trust Company, Utah Power & Light Company, Consolidated Wagon & Machine Company, and the St. Mark's Hospital. He was a member of the Chamber of Commerce, state secretary of the National Rifle Association, and president of the Utah Automobile Association. His civic work included serving as treasurer of the Castle Gate Relief Fund, chairman of the 1928 Community Chest drive, and president of the Boy Scout Council for twelve years. Malcolm Keyser was a state legislator (1925-1926) and a state senator (1931-1933).

Elizabeth C. Callison was born April 28, 1889 in Des Moines, Iowa to Frazier and Olive Coe Callison. Elizabeth was called Bess or Bessie for most of her life. Malcolm and Elizabeth had four children, a son, (Malcolm A. Keyser, Jr.), and three daughters (Helen K. McClure, Elizabeth K. Masson and Joan K. Hansell), born between 1910 and 1922. The family attended the Congregational Church. Malcolm and Elizabeth Keyser lived at 364 E. South Temple prior to moving to 381 11<sup>th</sup> Avenue. The census enumerations indicate that the Keyser's had live-in servants. In 1919, the family moved to the Cottonwood area about ten miles south of downtown Salt Lake City. They built homes on Holladay Boulevard and Walker Lane, one of the most prestigious suburban locations in the valley. Malcolm A. Keyser died March 1, 1954. Elizabeth Keyser moved to Pacific Grove, California, after the death of her husband. She became a member of St. Mark's Episcopal Church and was active in church and civic affairs. While on a visit with her daughter, Elizabeth C. Keyser died in Salt Lake City on August 7, 1961. She was buried next to her husband in Salt Lake City's Mount Olivet Cemetery.

The 1920 census enumeration lists the family of Malcolm's older brother, George D. Keyser, living at 381 11<sup>th</sup> Avenue as renters. George Depue Keyser was born on May 18, 1882. He graduated from Harvard in 1905 with a degree in civil engineering. On August 8, 1906, he married Florence Lambert Suydan, who was born on March 3, 1883, in Patterson, New Jersey. The couple moved to Utah that year and George became head of the Aaron Keyser Company in 1906. After serving in World War I, George Keyser bought the Utah Paper Box Company. George D. Keyser served as commissioner of the Salt Lake Water Works Department for twelve years. He purchased a cattle ranch near Palisade, Idaho, where the family lived part of the year. George and Florence Keyser had four sons born between 1908 and 1919. Except for renting the house on 381 11<sup>th</sup> Avenue between 1919 and 1922, the family lived in the lower Avenues and on their Idaho ranch. Their household was relatively large as enumerated on the 1920 census. In addition, to the nuclear family, they also listed as adopted daughter, Ruth, and two maids, Florence Vail and Helen Mattson. Florence S. Keyser died on June 17, 1950, in Idaho. George later married Jean Mac Neil. George D. Keyser died on March 31, 1960.

Malcolm and Elizabeth Keyser sold the house and all of Lot 1 (in May 1922) and the south 2.5 rods of Lot 4 (in March 1926) to Albert Merrill. Merrill was a partner with Paul F. Keyser (George and Malcolm's brother) in the food brokerage firm known as the Merrill-Keyser Company. Albert Merrill was born in Richfield, Utah, on February 16, 1881. He married Zella Gertrude Seely on April 18, 1906. She was born in Mount Pleasant, Utah,

## National Register of Historic Places Continuation Sheet

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Keyser, Malcolm & Elizabeth, House, Salt Lake City, Salt Lake County, UT

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on December 6, 1882. The couple had six children born between 1909 and 1923: Dorothy, Margaret, Albert, Madeline, Lorraine, and John. The 1920 census list a cousin, Chrystal Olsen, living with them just before they moved to 11<sup>th</sup> Avenue. The 1930 census lists a servant, Isabella Perkins, living with them in the home. Albert Merrill gave his occupation as broker on both census enumerations. He established the Albert Merrill Company, which he ran until his retirement in 1946.

The descendents of Albert and Zella Merrill remember stories of living in the house on 11<sup>th</sup> Avenue.<sup>5</sup> Albert would have his children exercise in the gymnasium room in the basement. Sometime in the mid-1920s, their youngest son, as a two-year-old, was found walking around the second story ledge and Zella had to instruct one of the other children to go rescue him without startling him and causing him to fall. In the 1920s horses and chickens were kept in a barn behind the house to the north. The barn was large enough that an owl lived in it and could fly through it from end to end. The Merrills welcomed the mouse-reducing efforts of the owl. Enough chicken eggs were produced to provide a nice little egg business for Albert Merrill Jr. One day while his mother was driving him and his delivery-bucket of eggs in a car down the very steep E Street, Zella was thinking of the large wooden roller coaster built at the Lagoon Amusement Park in 1921. She was mimicking the roller coaster thrill by driving at a pretty high speed over the “rolls” in the road created by intersecting streets. Albert and his bucket of eggs flew up off the seat on one of the bumps, and when he and his (now broken) eggs came down he lamented that “his customers better like scrambled eggs” that day. From the tax records, it appears the barn was demolished in the 1940s. With the onset of the Great Depression, Albert had to sell the home in 1930, and the Merrill family moved back to their previous home at 639 8th Avenue. Albert Merrill died on July 18, 1956. Zella S. Merrill died on December 9, 1970. They are buried in the Salt Lake City Cemetery.

According to the city directories, the house was occupied by renters, Harry E. & Sarah W. Rose, between 1929 and 1930. Harry Rose married Sarah Williamson in 1908. She was born in South Dakota in 1886. Harry E. Rose worked in the mining industry. Sarah W. Rose worked at the Auerbach’s Company. She died on November 1, 1935. No further information is known about the Roses. Albert and Zella Merrill sold the property to Margaret C. Lucas in April of 1930. Margaret Chase Lucas was born in Illinois in 1889. She married Russell G. Lucas around 1911. Russell Gause Lucas was born in North Carolina in 1882. Russell G. Lucas was an attorney for the Utah Copper Company. The couple had two daughters. Russell G. Lucas died unexpectedly at home on January 31, 1934. Margaret Lucas remained in the home with her daughters and her mother, Jane Ewing Chase, who had moved to Salt Lake City from Illinois after the death of Margaret’s father, Henry Chase, in 1929. The Lucas family appears to have made several improvements to the property. The front page of the society section of the *Salt Lake Tribune* for Sunday, August 25, 1935, features a photograph of a barbeque party in the back yard. The horseshoe-shaped stone barbeque enclosure and the grill shown in the photo are still present and useable. Margaret Lucas sold the house in January 1941 to Margaret Ingersoll.

Margaret Ingersoll was born on October 24, 1888, in American Fork, Utah. Margaret was a graduate nurse and retired from the US Army Nurse Corps (Fort Bliss, Texas) as a Lt. Col. in 1918. She returned to Utah to help out during the flu epidemic. Margaret Ingersoll received a degree in bacteriology from the University of Utah. From 1925 to 1936, Margaret Ingersoll was the supervisor of nurses at the Salt Lake County Hospital. She

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<sup>5</sup> As told to Larry Perkins.

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retired from that position to be in charge of the blood bank at the Veterans' Hospital in Salt Lake City. It was during this time that Margaret Ingersoll purchased the house on 11<sup>th</sup> Avenue just below the VA Hospital on 12<sup>th</sup> Avenue. The house was rather large for a single woman and it may be that Margaret had plans to make it a home for nurses similar to that on the campus of the LDS Hospital two blocks to the west. However, she lived there only two years before selling it to Glade V. Snow in June 1943. In her later years, Margaret Ingersoll was in charge of the blood bank at LDS Hospital until her retirement in 1964. She died on May 27, 1983, at the age of ninety-four. Her obituary stated "She dedicated her life to needy and the sick, and her memory long will be revered by hundreds of sick patients who felt her healing hand in the hospital."<sup>6</sup>

Gladye Vincent Snow was born in Murray, Utah, in 1907. She attended Westminster College and the University of Utah. She married Lyndon D. Snow in 1929. Lyndon Daynes Snow was born in Salt Lake City in 1906. He graduated from the University of Utah and the University of California at Berkeley earning a medical degree. Dr. Lyndon D. Snow was an eye specialist. Gladye and Lyndon Snow had two daughters, Linda and Gloria.

Their home on 11<sup>th</sup> Avenue was a showplace in the neighborhood. Gladye Snow's ornate fireplace was photographed decorated for Christmas in the December 9, 1951, edition of the *Salt Lake Tribune*. The Snow family made a series of remodels and additions to the house between 1953 and 1956, transforming the rear of the Prairie School-style dwelling into a high-end suburban ranch house completed with terrace, pool, and patio. The Snows gave parties for 200 to 400 guests that continue to be talked about in the neighborhood. Dr. Snow would go to a local high school after an annual play, purchase the scenery from the production, and use it to set the theme of the next party. Some examples of their themed and costume parties include a Western Party (1947), Old China Party (1948), Storybook Ball (1950), Hawaiian Party (1952), and Hello Dolly Party (1964).<sup>7</sup> These parties were regularly features in the *Salt Lake Tribune*, *Deseret News*, and other local publications.

Gladye Snow was a member of the Neighborhood Garden Club for 30 years and frequently held meetings at her home and garden. She held numerous positions with various arts organizations in the city and was a founder of the Salt Lake Opera Company, with which she had several leading roles. Gladye V. Snow died on October 15, 1977. The upper floor of the house was remodeled into a separate apartment. In 1985, Lyndon Daynes Snow, as trustee of the Gladye V. Snow Trust, deeded the property to their daughter, Gloria Snow Rudd, but Lyndon continued to live in the house. In 1978, the house was listed on the Salt Lake City Register of Historic Sites.

After Dr. Snow's death, on May 18, 1993, Gloria Rudd sold the property to Jonathan W. Spigel along with a contiguous building lot to the west of the property which Snows had acquired previously. Spigel sold off the adjacent lot separate from the house to a third party. In 1995, Spigel sold the house to Karin L. Kane; in 1999 Kane conveyed to Michael J. Kearns. While owner of the property, Michael Kearns battled unsuccessfully with Salt Lake City to have the house's landmark designation removed. In 2006, the property was purchased from Kearns by the current owner, Larry Perkins. Perkins lived in Indonesia and Greece as an international banker with the First National Bank of Chicago. He now owns and operates Advance Mortgage Corporation in Salt

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<sup>6</sup> *Salt Lake Tribune*, May 28, 1983: D-2.

<sup>7</sup> Notes provided to Larry Perkins by Gloria Snow Rudd and various newspaper articles.

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Lake City. In 2007, Larry Perkins completed an extensive rehabilitation of the house as a state historic preservation tax credit project.

### Architecture

The Malcolm and Elizabeth Keyser House has been called the “most complete realization of the Prairie style on the Avenues.”<sup>8</sup> Prairie School-style residences are rare in the Avenues, because at the height of the style’s popularity, other neighborhoods in Salt Lake City, such as Federal Heights, were considered more fashionable. The Keyser House is notable for its resemblance to residences built by Frank Lloyd Wright during his most productive period as an architect. It has been mistaken for a Wrightian design by many who are unfamiliar with the building’s history. The Keyser House, in particular, resembles the Avery Coonley House in Riverside, Illinois (built in 1910-1909, and listed on the National Register in 1970). Although, the original design of the Keyser House is more symmetrical than the Coonley house, many elements are similar: the low, wide profile of the two-story building; terraced walls and landscaping; hipped roofs and wide eaves; horizontal banding; interior arranged around a central fireplace; etc.

The building permit for the Keyser House lists John Timms & Son as the builder. John William Avery Timms (1856-1916) was a building contractor for most of his life. He partnered with one of his sons, Thomas Latimer Timms (1881-1963) soon after the younger Timms returned from serving an LDS mission to Canada in 1903. The elder Timms was also a partner in the Phoenix Planing Mill Company. John Timms lived with his family at 253 Sixth Avenue and the family of Thomas L. Timms lived at 259 Sixth Avenue, both houses were built in the Victorian style by Timms. Within a few years of his father’s death in 1916, Thomas L. Timms left general contracting to become a carpenter and maintenance man for the LDS Hospital, a position he held for 45 years.

Though not listed on the 1913 building permit, the design of the home is attributed to the architectural firm of Pope and Burton, based on strong circumstantial evidence. Malcolm Keyser hired Pope and Burton to design a Prairie School-style brick building at 1104 E. 100 South, later known as the Keyser Apartments (built in 1911, demolished in 1980). In addition, Pope and Burton worked with the firm of John Timms & Son to build a Prairie School-style stucco house at 1376 E. Perry Avenue (built 1914, extant). Hyrum Conrad Pope (1888-1939) studied architecture at the Chicago Art Institute and a good deal of his work reflects the influence of Frank Lloyd Wright and Prairie School concepts. Harold W. Burton (1887-1969) partnered with Pope in 1910. Pope and Burton designed numerous Prairie School-style buildings in Salt Lake City and throughout the Intermountain West. One of their designs, the Church of Jesus Christ of Latter-day Saints’ temple in Cardston, Alberta, Canada, (built 1913-1923), incorporates circular urns shaped identically to those used at the Keyser house.

The construction methods used to construct the Keyser House were very innovative for the time period. The hollow-tile block used as the basic masonry component was not common in Salt Lake’s residential architecture. It was usually used on the interior of walls, and not as a primary material. However, there are examples of

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<sup>8</sup> Karl T. Haglund and Philip F. Notarianni, *The Avenues of Salt Lake City*, (Salt Lake City, Utah: Prepared by the Utah State Historical Society for the City of Salt Lake, 1980): 113.

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scored blocks, such as those used in the Keyser House, that were intended to take a plaster or stucco surface.<sup>9</sup> The hollow-tile blocks used for the Keyser House were a pale yellow in color. Standard size bricks were used for fillers where the hollow-tile blocks proved unsuitable, for example, on the three tapered piers flanking the front garage doors.

In the use of stucco for the exterior material, the Keyser House is distinct from other Prairie School-style houses, which were more often brick in Utah, including the domestic work of Pope and Burton. The surface is similar to pebble-dash stucco, which was used more often as an Arts & Crafts-style accent material in Utah. The dense concentration of pebbles suggests the house may be an early example of gunite. Gunite was a proprietary name for the material commonly known as shot-crete. Shot-crete was developed between 1904 and 1909. Originally a dry concrete mix was fed through a hose with water was added at the nozzle to spray the material and allow for quick set. With a plaster interior finish on the bricks and tile blocks, the home was built with no combustible material except for the wood sash windows, floor joists, and roof structure. This is in keeping with the mindset of the original owner, who was President of the M.A. Keyser Fireproof Storage Company.

The state-of-the-art fireproof construction of the house is also evident in the basement garage. The basement double garage was among the earliest attached garages in the Salt Lake Valley. Although, below grade garages were common in the Avenues, the Keyser House garage may have been the first below-grade garage to be fully integrated with the residential design. The interior of the garage resembles fire-proof concrete warehouses of the period. The main floor is supported on large concrete piers and a poured concrete foundation. The garage also features an original metal fire door that separates the space from the rest of the house. The door is held open with a fusible link designed to melt in case of fire, at which time a weight would be released and the door would automatically slide closed. The door was designed to be kept closed when not in use; thus, when or if a horseless carriage should combust, the fire would be contained within the concrete garage.

The Keyser House is essentially Prairie School with its columns, piers, and rectangular cubic masses creating numerous planes on every elevation of the house, presenting a series of related but changing facades on each level and from all directions. The wall panels are recessed and the piers are emphasized. The strong piers create a dynamic contrast with the horizontal sandstone banding, coping and string courses. The front porch/entrance terrace complex uses two integrated reflecting pools and the concrete urns topping the piers are also elements of the Prairie School. The total visual effect of the chimney, the protruding cubes, the windows between the roof line and the sandstone banding, the window piers, the corner columns and alcoves, and the broad extensions of the roof demonstrate the symphony-like theme variations incorporated within the original design.

The Keyser House was designed to both stand above and blend in with the sloping site. The low terrace walls do not obstruct the magnificent city and mountain views, facilitating a harmonious blending of the structure with the site and the indoors with the outdoors. The original property on Lot 1 is a rare example of an intact parcel in the Avenues. It has remained 0.78 acres in size since the 1920s. While large lots were common

<sup>9</sup> Two examples are a garage behind 548 N. Columbus Street in Salt Lake's Capitol Hill neighborhood. A larger industrial example is the thaw shed near the smelter site in Murray, Utah. Neither building has been stuccoed or painted.

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during the post-war expansion of the upper Avenues, there are very few examples below 12<sup>th</sup> Avenue. Dr. Lyndon Snow and his wife, Glayde, used the unusually large lot to their advantage when they made improvements to the house and yard between 1953 and 1956. The Snows remade the back of their fairly urban older home into a modern upscale ranch-style house with more focus on the rear of the house. The west bedroom wing and the north family-room wing created an L-shaped shelter for the pool and patio, while retaining the barbeque area. Vern B. Hoggan (1902-1985) was the contractor for the 1953 remodel. He may have worked on the family room extension, which features a diagonal pattern of concrete blocks, wedge-shaped windows, and a wall of glass facing the patio. Joseph H. Lamb (1914-1986), owner of the Landscape & Patio Shop, built the pool and re-designed the patio area.

### Summary

The Malcolm and Elizabeth Keyser House is significant at many levels for the historic period between 1913 and 1956. As one of the earliest homes built on the upper Avenues, the Keyser House represented the status and fortunes of its various occupants through the historic period. In particular, the fireproof house complemented the business enterprise of Malcolm Keyser and the M.A. Keyser Fireproof Storage Company. It was also a residential showpiece of the Avenues in the first quarter of the twentieth century during the time the Keyser Realty Company was actively promoting and developing the neighborhood. Subsequent occupants were tied to several downtown businesses and to the nearby medical complexes of the upper Avenues. The Keyser House is architecturally significant as a full realization of the Prairie School principles. The later modifications in the 1950s managed to retain the integrity of the original design while updating the rear into a showplace of upper-class suburbia, more commonly found in the east bench subdivision of the Salt Lake Valley. The Keyser House represents a successful transition from the Prairie School, one of the most influential styles of the early twentieth century to the Ranch Style, the dominant style of the mid-twentieth century.



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## Common Label Information

1. Keyser, Malcolm & Elizabeth, House
2. 381 E. 11<sup>th</sup> Avenue, Salt Lake City, Salt Lake County, Utah
3. Photographer: Korral Broschinsky
4. Date: January & April 2008
5. Digital images on file at Utah SHPO.

Archival Photographs (Printed at the Utah SHPO using archival paper and ink)

### Photo No. 1



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**Photo No. 2**



**Photo No. 3**



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**Photo No. 4**



**Photo No. 5**



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**Photo No. 6**



**Photo No. 7**



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**Photo No. 8**



**Photo No. 9**



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**Photo No. 10**



**Photo No. 11**



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**Photo No. 12**



**Photo No. 13**





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**Photo No. 14**

