



August 21, 2009

Salt Lake City Council

Re: Salt Lake City Historic Preservation Plan

Dear Council Members:

As you consider adoption of the City Wide Historic Preservation Plan, the Yalecrest Neighborhood Council (YNC) Executive Board strongly requests that the City Council give *top priority* to protecting and preserving the Yalecrest Neighborhood (aka Harvard-Yale) through a historic district overlay zone or the immediate development of other preservation tools that will adequately address our needs. These recommendations are warranted due to the Plan's prioritization of Yalecrest as "high", the status of "compromised" and the recommendation that there should be "stronger protections to control teardowns". We request that dedicated time from a preservation planner be made available to the Yalecrest neighborhood to help our community adequately address these issues.

It is crucial to note that the excessive amount of teardowns in the Yalecrest neighborhood prompted the preservation planning consultants, the Citizens Advisory Committee and the Planning Staff to elevate the status of the Yalecrest neighborhood from "stable" to "compromised" with the proposed objective of stronger protections to control demolitions and teardowns.

The recent demolition of the historic home at 1547 Yale Avenue was a graphic example of Yalecrest's vulnerability. And as recently as this was, another demolition occurred on Herbert Avenue even more recently. In May of this year, yet another home was demolished on Uintah Circle. Over the past ten years, over twenty historic homes have been razed in SLC's Yalecrest neighborhood. Yet, many more homes have been unrecognizably altered with large, insensitive additions. The flagrant and unmoderated demolition and remodeling of historic homes in one of Salt Lake City's most notable historic neighborhoods cannot be left to continue. Demolitions, along with oversized and incompatible new construction and additions are deteriorating the character and heart of the historic Yalecrest neighborhood. The Harvard-Yale neighborhood is highly prized throughout the City for its grace and character and is considered by many as one of the gateway neighborhoods of our city. We believe the Salt Lake City Council should work with the YNC to preserve an asset that is one of the finest examples of the City's heritage and legacy.

The Yalecrest neighborhood is one of the State's largest historic districts, containing approximately 1,400 homes. The Yalecrest Historic District was given the honor of being listed on the National Register of Historic Places in 2007. At that time, the district had an extremely high level of historic integrity as the overwhelming majority (91%) of homes contributed to the historic character of the district. We strongly believe that both of these

distinctions make this neighborhood a logical candidate for top priority preservation efforts by the City Council. The Council's effective use of its new Preservation Plan and planners will have maximum impact if the City's largest and most at-risk community is given highest priority.

It is pertinent to note the Yalecrest neighborhood currently offers a wide variety of economic housing choices. Allowing demolition of the more affordable housing stock is a detriment to the diversity of the community. These smaller homes are often replaced by much larger and incompatible structures and are built by speculative developers with insensitive designs and with non-historic use of materials.

To the benefit of historic preservation and maintenance of housing diversity and affordability, the Executive Board believes the City Council has an obligation to give primary focus to the Yalecrest neighborhood. We request the City Council make the Yalecrest neighborhood its first priority for historic preservation funding. Please note that we (this board) are not alone. Our sentiments for protection have been expressed by the recent op-ed article from the Salt Lake Tribune and letters from citizens with strong appreciation for the historic character of Yalecrest. As the Yalecrest neighborhood nears its 100 year mark, it would be a travesty to let it disintegrate further.

Respectfully submitted,

Yalecrest Neighborhood Council Executive Board



Lisette Gibson, Chair  
Virginia Hylton, Vice Chair  
George Kelner, Vice Chair  
Sally Patrick, Secretary-Treasurer  
Jon Dewey, Past Chair

Enclosures

# The Salt Lake Tribune

<http://www.sltrib.com>

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## This old house

S.L. should try to save more of them  
Tribune Editorial

Salt Lake Tribune

Updated:08/07/2009 06:28:58 PM MDT

# The Salt Lake Tribune

<http://www.sltrib.com>

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It's too late to save Thomas Hulbert's lovely old Tudor house at 1547 E. Yale Ave. in Salt Lake City. He demolished it last month, as is his right within existing law, to make way for a much larger place. But if the City Council were to enact a historic overlay zone for the Yalecrest neighborhood, similar homes could be spared the same fate.

Yalecrest already has district status on the National Register of Historic Places, but that title is largely honorary. To bring its cherished homes under the jurisdiction of the city's Historic Landmark Commission, an overlay zone must be created. That would lead to the commission reviewing demolition permits.

The Hulbert case is a poster child for why an overlay zone is necessary. We say this advisedly, because historic preservation is a little like pornography. It's a matter of taste, values and context. One person's architectural gem may be just another old house in the eyes of someone else. We happen to agree with Hulbert's neighbors that his old house had the kind of character that was worth preserving, particularly on Yale Avenue. But Hulbert, the owner, obviously saw it differently.

Nor can we say that the new home Hulbert has obtained a permit to build won't be a classic in its own right someday. We haven't seen the plans, though it is said to be about 7,000 square feet; its predecessor was about 2,700 square feet.

What we do know is that in too many cases, charming old homes in the city have been torn down to make way for monstrosities that are too big for their surroundings and completely out of character with neighboring homes. The aptly named "Garage Mahal" at 1788 E. Hubbard Ave. is the prime example, but there are others.

That said, there have been other homes demolished in the neighborhood to make way for new ones that pay homage to traditional styles and fit quite nicely.

In the case of Hulbert's new house, we know that it complies with the restrictions of the Yalecrest Compatible Infill Overlay District. That law was written in response to the "Garage Mahal" and sets limits for building and roof heights, garages and front yards in an effort to keep new homes roughly in scale with their older neighbors.

However, that overlay district was not enough to dissuade Hulbert from tearing down a classic house. Nor was a last-minute offer of \$875,000 from his neighbors, who tried in vain to preserve the home.

To reach that goal, a historic overlay zone and the staff to administer it must be put in place.

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April 22, 2009

To Whom It May Concern:

This letter is being written as a show of support to those who oppose the demolition of a historic home located on Yale Avenue in Salt Lake City. As a resident of Murray Utah, I understand this decision does not directly impact me or my immediate community, however, I strongly feel this would be a travesty not only to the residents of the Harvard-Yale area, but to those Utahans who appreciate the history of any historic neighborhood.

Developed in the 1920's, these homes are an homage to the craftsmanship and dedication of the laborers of the time. Architecture tells us the story of our fore bearers, and to allow this home to be razed would be an insult to the ability of those craftsman and artisans who created this beautiful community.

We wouldn't dream of tearing down Mt. Vernon or Monticello simply because they lacked walk-in closets, a theatre room, or any other of the modern luxuries homebuilders have adopted as necessities. We must preserve these homes in order to preserve our own heritage. It is important to remember that homeowners may come and go, but once the charm of the home and neighborhood is gone, it is gone forever.

Please make a stand against individuals or builders who wish to irreparably damage the landscape of the community by razing historical pieces of our great city and state. So called 'McMansions' do not belong in this particular neighborhood, and allowing them to be built here would devalue other properties in the area.

Finally, I'm reminded of a quote by a noted ecologist and environmentalist. "A thing is right when it tends to preserve the integrity, stability and beauty of the community. It is wrong when it tends otherwise." Truer words were never spoken.

Bryan & Shannon Strate  
1223 Sandra Cir.  
Murray, UT 84121  
801-270-5947

Please feel free to share this letter or e-mail with whomever you deem necessary. The following is a list of family members, neighbors, and friends who do not live in the Harvard-Yale area, but who also share the views in this letter.

Marjorie Franz  
Angela Barrowes  
Linda Strate  
Stacy Peterson

Kathy Julian  
Rebecca Barrowes  
Tonya Budge  
Shane Franz

From: Janine Sheldon [mailto:sheldon@berkeley.edu]  
Sent: Wednesday, April 29, 2009 5:02 PM  
To: David Gibson  
Cc: rfingarden@msn.com  
Subject: Fwd: Harvard-Yale Neighborhood Devastation

Dear Mr. Gibson,

I am Renee Fitzpatrick's sister. She suggested I send this to you and ask if you would kindly forward it to Lisette Gibson with my heartfelt appreciation for her efforts on behalf of my cherished childhood home.

Thank you,  
Janine Sheldon

Dear Mayor Becker,

My 82-year-old mother has sent word of the latest example of the devastation of the Harvard-Yale neighborhood by newcomers with more money than taste.

My sister (who still lives in Salt Lake) and I grew up on Yalecrest Avenue and have always admired the little gem that is the latest target for destruction by the clueless Tom Hulbert.

The Harvard-Yale neighborhood is one of the most beautiful neighborhoods in America, easily the equivalent of Hancock Park in Los Angeles or Claremont here in Berkeley. Why don't Salt Lake's civic leaders understand their responsibility to protect the city's heritage as the priceless asset it is?

Why should one bad citizen threaten the aesthetic integrity -- let alone the real estate values -- of this historic neighborhood? If Tom Hulbert had a yapping dog in his yard or a rotting corpse in his basement, the neighbors and law enforcement would have recourse to stop him. Why shouldn't it be the same for visual assaults on the public?

I really hope you and the Council have the vision and wisdom to do the right thing for the neighborhood and the city. Please preserve the multi-faceted value and character of Harvard-Yale for future generations!!!

Sincerely,  
Janine Sheldon  
Director of Development and External Relations  
Graduate School of Education  
3615 Tolman  
University of California, Berkeley  
Berkeley, CA 94720-1670  
510-643-9784  
510-643-2006 (fax)

# OBSERVE

## NEIGHBORHOOD HISTORIC PRESERVATION: THE BAD! Teardowns and Rebuilds Yalecrest Salt Lake City, Utah

The Yalecrest neighborhood (aka Harvard Yale) on Salt Lake City's east side is considered by many as one of the premier examples of neighborhood design in the State. It was built in an era where bigger didn't necessarily mean better and the automobile hadn't yet taken its position of prominence in our society. The stately neighborhood, which was developed primarily from the late teens through the 1930s, is defined by architectural quality and diversity and is by most measures a fine example of scale and relationship. Even now, as it approaches its centennial, Yalecrest is an extremely popular neighborhood which has never experienced a period of significant decline like some of the City's other historic neighborhoods. Unfortunately this popularity has come at a price. Many homebuyers and builders, attracted to the quant nature of the area - but not to the realities of how homes were built 70-100 years ago (small closets, small or non existent garages, small kitchens, etc.) - have purchased historic homes with the intention of razing the older homes and replacing them with new and modern structures designed to fulfill the desires of a new home buyer. The end result, in many cases, are new homes that are not built to the traditional principles of the neighborhood and are out of place in terms of scale and architectural character.



**1** **2** This home in the Yalecrest neighborhood, not so affectionately referred to as the "fire station," is a prime example of incompatible development. This structure is so bad, in fact, that it was featured in the National APA audio conference *Maintaining Neighborhood Character*. The 5 bedroom, 9 bath, 8,677 square foot home built in 2000 clearly overwhelms the neighboring historic structure [2] in terms of scale and gives absolutely no regard to matching the early 20th century character of the neighborhood.



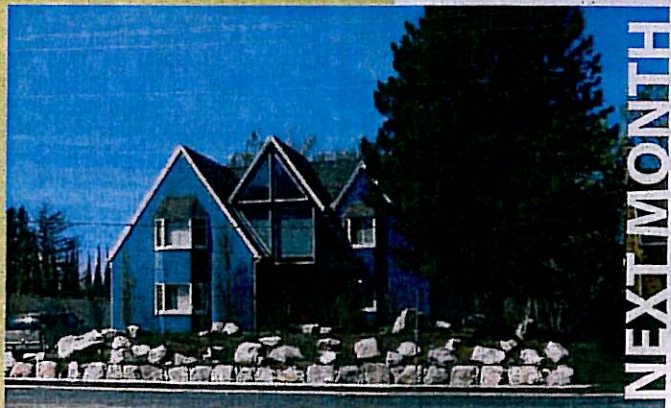
**3** The underlying tensions in the neighborhood have seemingly reached a fevered pitch with the controversial proposal to raze this two story Tudor on Yale Avenue and replace it with a 7,000 square foot rebuild. The plight of this home has been the subject of numerous local newspaper stories and the property has reportedly been picketed by local residents. At press time the Salt Lake City Board of Adjustment has rejected a challenge from area residents regarding a zoning interpretation thereby potentially clearing the way for a building permit for the new structure.

**OBSESRVE (continued from previous page)**

**4 5** No it's not Daybreak. It's ironic, but it was common to hear the designers of the Daybreak Community citing Salt Lake neighborhoods like Yalecrest as their model for creating Utah's most prominent new urban community. Now, it seems, the tables have been turned. Areas of Yalecrest now seem to be modeled on Daybreak. This series of four rebuilds on Herbert Avenue could be a scene taken right from a Daybreak promotional brochure. Although these homes are generally fine examples of residential architecture, compare the scale and design to the existing neighborhood fabric across the street [5].



Share your photography collection and ideas in *Observe - The Good, the Bad, and the Ugly of the Built Environment*. Contact Mark McGrath, AICP at [mmcgrath@taylorsvilleut.gov](mailto:mmcgrath@taylorsvilleut.gov)



**COMING UP IN OBSERVE:  
Yalecrest Part 2 - Remodels: The Ugly!**

Next month in Observe we will continue our look at changes to Salt Lake City's Yalecrest neighborhood with large scale remodels that have fundamentally ignored the character of the neighborhood.

Then, in the August issue of *Utah Planner* we will complete our three part series on Yalecrest and turn our focus to some of the neighborhoods preservation success stories.

As always, your comments are welcome.

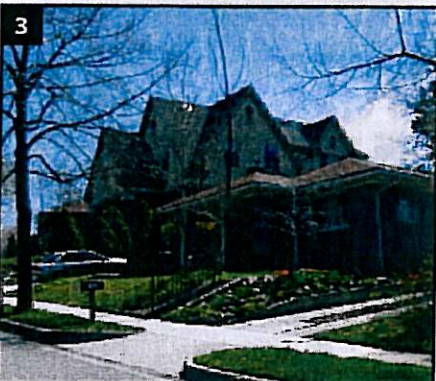
# OBSERVE

## Yalecrest Part 2:

### Remodeling Yalecrest

Last month in Observe we looked at how the systematic teardown/rebuild trend in the Yalecrest neighborhood (aka Harvard Yale) on Salt Lake City's east side is fundamentally changing the character of a place which is considered by many as one of the finest examples of residential design in the state. Rebuilds, however, aren't the only culprits in this transformation that is altering the character of this great neighborhood. Other changes such as extreme additions, major alterations, or small yet unusual remodels also have a dramatic effect on the character of the area.

Old House Journal (OHJ) coined the phrase "remuddeling" for it's popular monthly feature on home remodel jobs that are unsympathetic to the original character of historic structures. OHJ defines remuddeling as "misguided remodeling" and "an alteration that is insensitive to the architecture or character of the house." Does remuddeling apply at a neighborhood scale? I think so.



1 2 3 One of the most prevalent forms of remodeling in the neighborhood is the so called "pop top" where the original roof is literally removed and what appears to be an additional house is placed on top of the remaining first floor. The pop-tops generally respect the original foot print of the homes thereby minimizing setback creep, but they can suffer from other various problems including a lack of architectural harmony with the original home, inappropriate building materials, and their new height can tend to dwarf their historically intact neighboring structures.

4 5 Sometimes architectural diversity can be exciting and invigorating, but other times it just seems odd. When a place has a very distinct character, tinkering with the individual pieces can be a problematic endeavor. Altering a historic Tudor into something that seems as if it would be more at home at a ski resort or remodeling a vernacular bungalow into, well... something else, can really jeopardize the delicate balance of a great place.



### COMING UP IN OBSERVE: Yalecrest Part 3 - Renovations: The Good!

Next month in Observe we will conclude our three part series on Salt Lake City's Yalecrest neighborhood with a look at some of the areas wonderful renovations and preservation efforts.

As always, your comments are welcome.

The Good, the Bad, and the Ugly of the Built Environment  
by Mark McGrath, AICP  
mmcgrath@taylorsvilleut.gov

# OBSERVE

Yalecrest Part 3 of 3:

## Preserving Yalecrest

Salt Lake is a City of great neighborhoods. Sugar House, The Avenues, Federal Heights, and many others in the City have distinct personalities and character. Creating places with this unique sense of place is not easy and it is something planners and designers have been attempting with varying degrees of success for centuries. Unfortunately, some of these neighborhoods are discovering that maintaining residential character is perhaps as challenging as creating it. Changing lifestyles and escalating real estate values have placed tremendous pressures on the status quo and the old sometimes falls victim to the new.

This is the final installment in a three part series on the historic character of one of Salt Lake City's finest neighborhoods, Yalecrest (aka Harvard Yale). In June and July we looked at two unfortunate trends in the area—remodels that don't respect the character of the neighborhood and the seemingly systematic tear-down/rebuild movement. This month

*(Continued on next page)*



Image courtesy of Utah State Historical Society



**1 2** Harvard Avenue. Harvard Avenue between 1300 East and 1500 East is considered by many as Salt Lake's premier residential street. These images show Harvard from 1300 East in 1930 (top) and 2009 (left).



**3 4** Michigan Avenue Streetscape. Michigan Avenue, famous for its canopied streetscape, is spectacular throughout every season. The City's urban forestry program has largely been successful in maintaining these dramatic streetscapes despite the threat of disease and the inevitable presence of overhead power lines.



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**OBSERVE (continued from previous page)**

we will focus on preservation and renovation success stories in the neighborhood.

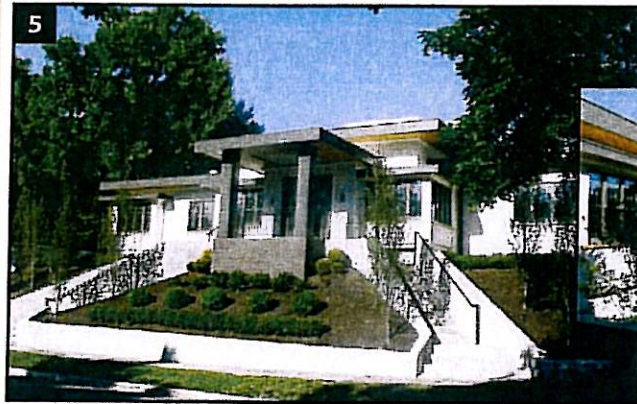
Developed primarily in the early part of the 20th century, Yalecrest is a wonderful combination of beautiful homes, dramatic streetscapes, and well maintained public green spaces. Unlike many neighborhoods in the City, Yalecrest has managed to avoid a sustained period of decline largely because of the quality of the neighborhood and it's strategic location near downtown Salt Lake City, the University of Utah and Westminster College. Yalecrest masterfully blends a multitude of scales including stately mansions, traditional bungalows and everything in between. The neighborhood also successfully integrates several architectural styles including Tudor, Craftsman, Colonial, as well as several others.

Thanks to a fiercely loyal populous, the residents of Yalecrest have preserved and renovated hundreds of structures in the neighborhood. Despite the redevelopment threats in the neighborhood, Yalecrest has remained a great community and an excellent example of early 20th century residential design.

**8 through 13** Pictures are worth a thousand words.

These images show some of the many wonderful preserved and renovated residential structures that define the unique historic character of Yalecrest. These structures, like many others in the neighborhood, express a dignity rarely achieved with rebuilds and exterior remodels.

Share your photography collection and ideas in *Observe - The Good, the Bad, and the Ugly of the Built Environment*. Contact Mark McGrath, AICP at [mmcgrath@taylorsvilleut.gov](mailto:mmcgrath@taylorsvilleut.gov)



**5 6 7 Preservation Success Story.** The Nelson residence, located at 1503 Harvard Avenue, is an unquestionable preservation success story (above, above right). Renovated over the last year under the direction of architect Brian Junge (Heart Healthy Design) and interior designer Carrie Snyder (Avatar Design), the home now prominently defines one of the most visible locations in the neighborhood. Image 7 (right) shows the home prior to renovation. (Images courtesy Brian Junge)



## Jardine, Janice

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**From:** McIntyre, Christine on behalf of Council Comments  
**ent:** Monday, August 31, 2009 12:53 PM  
**o:** Jardine, Janice; Christensen, Carlton; Garrott, Luke; Jergensen, Eric; Love, Jill; Martin, JT; Soren Simonsen; Turner, Van  
**Cc:** ccFront Office; City Council Liaisons  
**Subject:** Council Sept. 8 Work session -- Citywide Historic Preservation Plan  
**Categories:** Other

Please see comments below from Michael Jones, a 27 year resident of the Yalecrest area re: Yalecrest neighborhood and the recent activity there.

CHRIS MCINTYRE  
OFFICE OF THE SALT LAKE CITY COUNCIL  
801 535-7600

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**From:** Michael F. Jones [mailto:mjones@mfjlaw.com]  
**Sent:** Monday, August 31, 2009 11:11 AM  
**To:** Council Comments  
**Cc:** Gibson, Lisette  
**Subject:** Council Sept. 8 Work session -- Citywide Historic Preservation Plan

### Council Members:

I'm a real estate lawyer, a 27 year resident in the same house at 1703 Yalecrest, and fifteen year former Member and Chair of the Board of Adjustment, originally appointed by Mayor Corradini, and reappointed by Mayor Anderson. My last term ran out at the end of 2008.

I respectfully submit the following:

1. The Yalecrest Overlay ordinance is an abject failure, as reflected by the tide of large houses replacing tear-downs and large big-box additions that are all way out of scale and style for my wonderful neighborhood.
2. One example is the wonderful house that was recently torn down at 1547 Yale, and the seven thousand foot monster that will take its place. Another example is the house that went up next to me, at 1711 Yalecrest, which is far too large for the lot. And of course, there's the "Garagemahal" on Hubbard.
3. We need protections for the Yalecrest Neighborhood through an historic overlay zone or to immediately develop other preservation tools that will adequately address the neighborhood needs of preserving scale and style.
4. A critically important notion here is stability of the neighborhood. It comes from folks like us who pick the neighborhood because we love the charm, including the scale. Such folks stay here for years – in our case, about 27 in the same house. For a number of families, it's generations. As more of these huge homes replace charming Tudor and Georgian brick homes and wonderful Cape Cod frame homes, the charm is eroded. Throw in a house like those named in item 2 and much more is lost. At some point, we're at risk of a more suburban, big boxy home feel. Then, people will come and go as they do in the suburbs, and the stability (along with the charm) will be gone forever.
5. Over the fifteen years of my service on the Board of Adjustment, I expressed my opinion about the need for such protections on the public record, as well as in meetings that I had with City officials, including meetings that I had on different occasions with various of Louis Zunguze, Mary De La Mare-Schaefer, and George Shaw, as well as Larry Butcher and Kevin LoPiccolo and others. I've exchanged emails with Mayor Becker immediately following his election in 2007, in which he acknowledged the importance of fixing the defective Yalecrest ordinance and urgency of doing so.

6. The situation is grave enough that it calls for a moratorium on further projects, until such protections are in place.

Every day that the City delays action on this problem, more houses or additions are being permitted, and the charm of my neighborhood is being eroded. As it has stretched into months and years, the erosion is startling. Please help stem the tide with a moratorium while you implement changes, and give us the protections that our wonderful neighborhood needs so that its charm, scale, and ultimately value are not lost.

Respectfully,  
Mike

Michael F. Jones  
MICHAEL F. JONES, P.C.  
Wells Fargo Center  
299 South Main Street, Suite 1300  
Salt Lake City, Utah 84111  
Web [www.mfjlaw.com](http://www.mfjlaw.com)  
Telephone (801) 582-2400  
Facsimile (801) 582-4353  
E-Mail [mjones@mfjlaw.com](mailto:mjones@mfjlaw.com)

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**McIntyre, Christine**

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**From:** Ira Hinckley [iraslc@comcast.net]  
**Sent:** Friday, August 28, 2009 11:38 AM  
**To:** Council Comments  
**Subject:** Another historic mansion teardown

**Categories:** Other

Dear City Council,

I was very disturbed to hear that the Mormon church is planning to raze yet another historic mansion in SLC! This one is at 774 21<sup>st</sup> South. It is a beautiful historic building in great condition. I am outraged!

Is there anything being done to stop this?

Best regards,  
Ira Hinckley  
133 K St.  
801-230-8060

WILFORD H. SOMMERKORN  
PLANNING DIRECTOR

PATRICIA COMARELL  
ASSISTANT PLANNING DIRECTOR

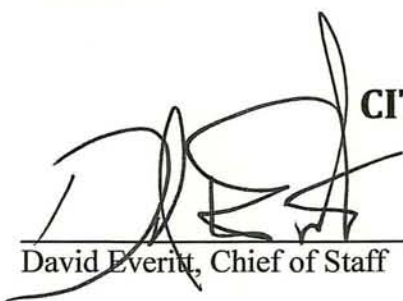
# SALT LAKE CITY CORPORATION

DEPARTMENT OF COMMUNITY AND ECONOMIC DEVELOPMENT  
PLANNING DIVISION

RALPH BECKER  
MAYOR

FRANK B. GRAY  
COMMUNITY AND ECONOMIC  
DEVELOPMENT DIRECTOR

## CITY COUNCIL TRANSMITTAL

  
\_\_\_\_\_  
David Everitt, Chief of Staff

Date Received:



Date Sent to City Council: 8/31/09

**TO:** Salt Lake City Council  
Carlton Christensen, Chair

**DATE:** August 31, 2009

**FROM:** Frank Gray, Community & Economic  
Development Department Director

Wilf Sommerkorn, Planning Director

**SUBJECT:** Historic Preservation Program Update & Priorities

**STAFF CONTACT:** Pat Comarell, Assistant Planning Director, 801-535-7660,  
[pat.comarell@slcgov.com](mailto:pat.comarell@slcgov.com)

**ACTION REQUIRED:** Provide direction of historic preservation priorities

**DOCUMENT TYPE:** Briefing

**BUDGET IMPACT:** None

**ISSUE ORIGIN:** The Council asked for a briefing of basic preservation programs, priorities, and overview of the documents making their way to the Council for consideration and approval. The Planning managers also requested the Mayor and Council provide direction on what programs they would like to be enhanced as a result of adding a new preservation planner position.

## **SUMMARY OF ISSUES:**

- Are there changes the Council wishes to make to the preservation plan?
- Does the Council wish to change the policy regarding designation of historic districts? If so, how is that to be balanced with staffing levels?
- What priorities does the Council wish Administration to pursue to enhance the preservation program, given the new position approved in the budget? **HLC will be reviewing priorities on September 2<sup>nd</sup> and these will be forwarded to the Council.**
  - Historic district designation? If so, how many? Which areas?
  - Education programs, upgrade website, prepare new materials, awards program?
  - Prepare criteria by which surveys are prioritized (as recommended in the preservation plan)? Conduct specific surveys?
  - Work with other city departments to provide additional financial or zoning incentives for historic structures?

## **DISCUSSION:**

### ***Preservation Policies & Regulations***

During the last two years, the Planning Division and the Historic Landmarks Commission have focused on reviewing major elements of the preservation program to ensure the basic systems of preservation are in place. These include:

- **The Preservation Plan (attached for your review)**
  - **The five policy areas of the Preservation Plan are:**
    - Foster a Unified City Commitment to Preservation, i.e., preservation as a part of city-wide planning, interdepartmental coordination, and a shared understanding of preservation benefits
    - Develop a Comprehensive Preservation Toolbox, i.e., historic resource surveys, historic designation, land use and design regulations
    - Administer a Convenient and Consistent Historic Preservation Program, i.e., Historic Landmarks Commission, program administration
    - Improve Education and Outreach, e.g., information to property owners, public involvement, newspapers articles, preservation awards programs, historic districts tours
    - Support a Sustainable City, i.e., energy, economic development, urban nature, transportation, housing
  - **Status**
    - The preservation plan has been reviewed and is recommended for approval by the Historic Landmarks Commission and Planning Commission. The Planning Commission's recommendation included a concern about how "economic hardship" is defined and also requested the section on sustainability be enlarged (see appendices for memo from Clarion Associates).

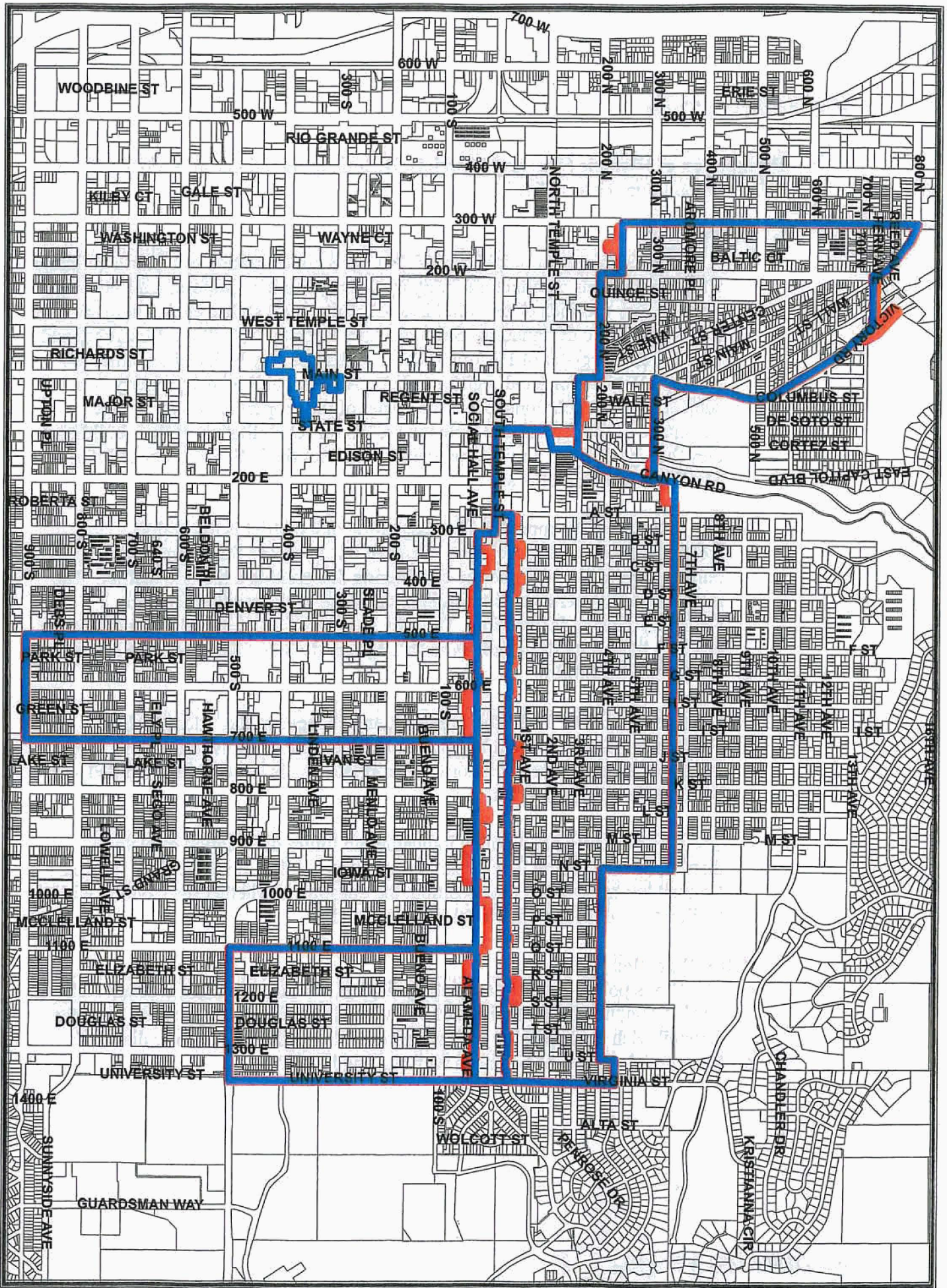
- The economic hardship provision actually is not in the preservation plan, but part of the preservation ordinance which will come to the HLC, Planning Commission, and Council in the new few months.
- Economic Hardship is a process an applicant may choose to take if they have been denied demolition but find that to keep the structure would mean that they cannot use the property.. The ordinance provides that if the property owner requests demolition, and the HLC denies the demolition, it is referred to a three-person subcommittee comprised of a representative chosen by the HLC, the applicant, and a neutral party.
- It has recently been discovered that the notices for the Planning Commission hearing were not done properly. The Plan will be presented to the Planning Commission again for public hearing in September and the transmittal forwarded to the Council shortly thereafter.
- **Commercial Design Guidelines (example attached for your review)**
  - **Background**
    - Once a Landmark Site or Historic District has been designated, any exterior alteration is reviewed by planning staff or the HLC for compliance to the Historic Preservation Ordinance and Design Guidelines. The ordinance standards are based on the U.S. Secretary of Interior Standards(see *Preservation in Brief* attached for a listing of what these are), which are used for historic preservation across the country, and by the Utah State Historic Preservation Office when reviewing proposed work to a historic resource whose owner is seeking tax credits for renovating the building. It is important that there be a close relationship between how the City and the State review the proposed work to the same building so as not to frustrate the owners by having different standards.
    - As the standards are general statements, they do not go into the details needed for review nor do they let the property owner know what to expect. To address the need for more details, design guidelines are used to illustrate the standards.
  - **Status**
    - Salt Lake City has had design guidelines for many years, but most relate to residential structures. Last year, the RDA approved funding to prepare commercial design guidelines which relate only to those commercial buildings in historic districts or that are individually designated. Eventually the residential design guidelines will need to be reviewed and updated.
    - These commercial design guidelines are before the Historic Landmark Commission for their review and determination of what their recommendation will be to the City Council. Once they have make their decision, these will be forwarded to the City Council.

- **Boundary Adjustments of Historic Districts**

- **Background**

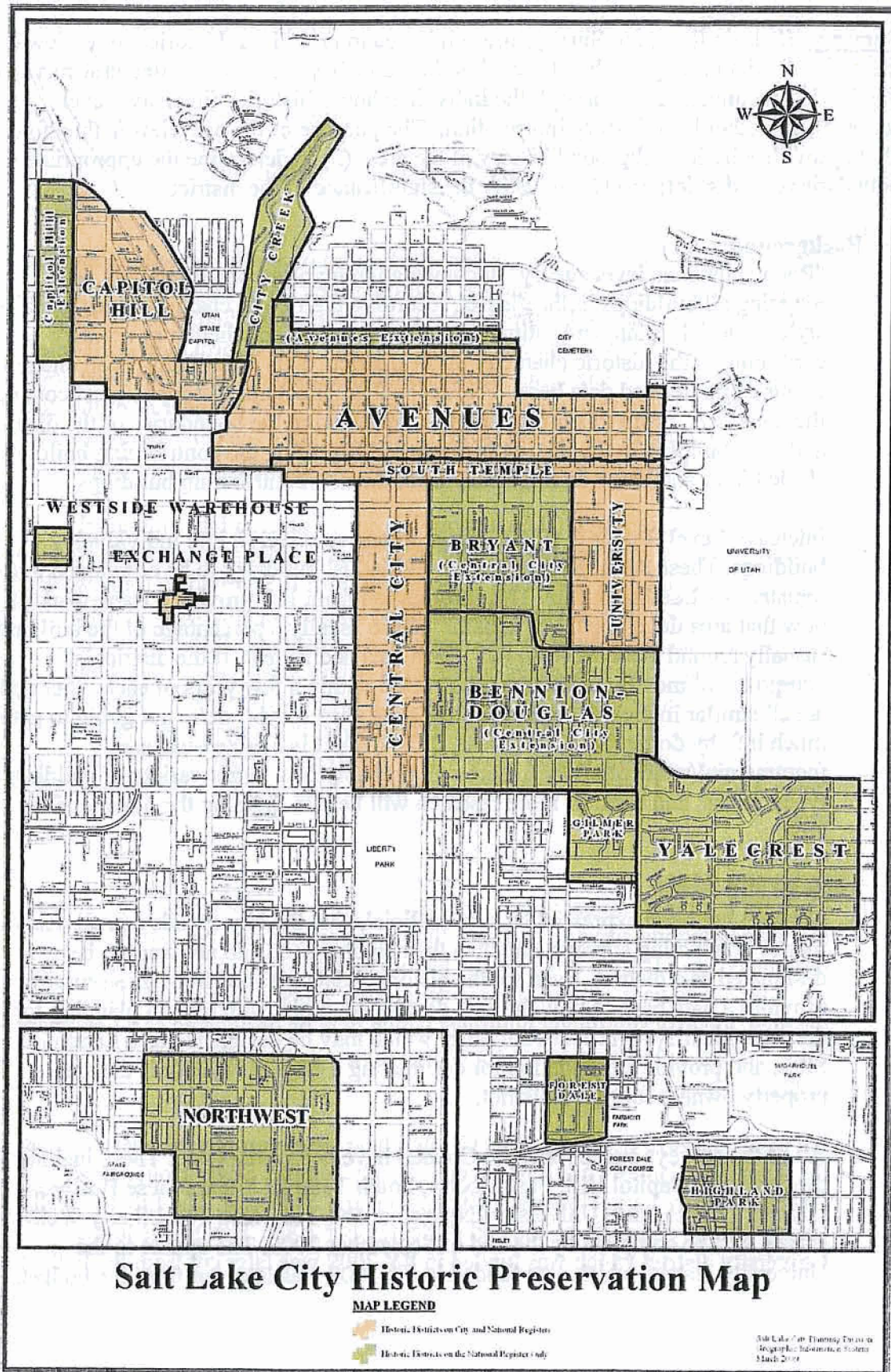
- In the City's past, the boundaries for historic districts, much like zoning districts, did not follow lot lines, but instead laid lines a certain number of feet from the central line of the street. The result is that many lots are bisected by the historic district boundary, which means that part of a building or property is in an historic district and part out of it.
- In addition, when the South Temple historic district was formed, it cut a mid-block street, Haxton Place, in two. As a result, four properties that face this street were excluded from the historic district. To ensure the preservation of this district, the Historic Landmark Commission proposed to change the boundaries to include the entirety of this street.
- Since this project was presented to the HLC and the public through an open house, it has come to the attention of the Planning Staff that Memory Grove and Memorial House (located within the city Creek National Register District) are not Landmark properties, as has been believed for several years. Since it appears the property was originally intended to be included, because other National Register districts are include in their entirety and because a portion of this district is included in the historic overlay, the Planning Staff recommends that this boundary adjustment be included in the project. It is our recommendation that the boundary adjustment project be sent back to the HLC and Planning Commission to include this area.
- **Fine-tuning the Preservation Ordinance.** The ordinance has been reviewed for items which do not reflect current practice or are glitches in the ordinances. As part of this review, the HLC chose to also revisit the provision regarding "economic hardship." The HLC subcommittee discussing these provisions are ready to make their recommendations to the HLC. What still needs to be done is to review the rest of the ordinance for items which need to be changed to reflect current practice or which are problematic.

- Existing Historic District Boundary Lines
- Proposed Historic District Boundary Lines



## ***Preservation Tools***

- **Designation of Historic Sites and Districts.** Historic designation can be done either as individual buildings or as a district.
  - **Background**
    - A district is an area or neighborhood that has a concentration of historic buildings which retain their architectural integrity and represent an important aspect of the city's history (periods of growth, historic architectural styles, etc.). There are two levels of historic designation--Salt Lake City Register of Cultural Resources and the National Register of Historic Places. A district may be listed on either the National Register or local register or both. A National Register property is not subject to any regulations, but if the owner of the properties wishes to take advantage of the federal and state tax credits for rehabilitation of their buildings, they then go through a review process which uses the U.S. Secretary of Interior Standards and Guidelines.
    - The Salt Lake City approach for designation of a district is to conduct reconnaissance level survey plus intensive level surveys for a percentage of the building (typically 10%) before considering designating a historic district. The application requirements is essentially the same as the requirements for a National Register designation. The City has always encouraged that a district or property have both designations so that a property may take advantage of tax credits for rehabilitation.
    - Once designated to the historic register, any changes to the external of the building or site is reviewed by HLC or if minor, the administrative staff. Once reviewed, a Certificate of Historic Appropriateness is issued and submitted with a building permit application.
    - The City presently has a policy indicating no future designation of historic districts as the staffing level is not sufficient to conduct reviews. Now that the Council has approved a new position, the question is whether the Council wishes to direct an additional district(s) be designated.
  - **Policy Direction**
    - The City's policy against designating districts because of the insufficient staffing level to conduct design reviews of every building within the districts. Does the Council wish to change the policy regarding designation of historic districts?
    - If so, how is that to be balanced with staffing levels?



- **Surveys.** Historic Resource Surveys are conducted to provide an historical overview of the entire district or neighborhood, i.e., this should be based on the architectural survey of the district (reconnaissance survey), the individual house histories (intensive level surveys), and other local history information. The purpose of the overview is threefold: (1) to provide a basic background history of the area; (2) to determine the appropriate boundaries of a district; and (3) to justify the significance of the district.

➤ **Background**

- "Reconnaissance level survey" documentation involves photographing and mapping all buildings in the district, recording their basic characteristics (such as style, materials, plan, and estimated age), and assessing whether or not they contribute to the historic character of the district. This information is all entered in our computerized data base. Professional architectural historians must conduct these surveys. From this information a map showing the boundaries of the district and each building in the district is prepared illustrating the contributing buildings shaded in or somehow distinguished from the non-contributing buildings.
- Intensive Level Research (ILS) is more intensive research into individual buildings. These are a requirement for individual buildings to be nominated to the register as a Landmark Site. This information from ILS provide a framework of how that area developed. For a district, there usually a percentage of the buildings (usually around 10%) have an ILS. Each area is different. If the district is comprised of mostly residences constructed within a few years of each other and are all similar in architectural characteristics, then maybe we're not going to get as much info by doing more. Whereas, if the district is a mixed-use area (commercial/residential) then there will probably be a larger variety of building types, styles, and uses, so more research will help in defining the history of the area.

➤ **Analysis and Issues**

- Concern has been expressed by some officials that the city spends a great deal of money conducting surveys, and then the neighborhoods do not want to be designated as a district. Even so, the historical data gleaned from these surveys provides a data base of how the area developed, assist with overall planning for the area, identify significant buildings which may be designated as a Landmark Sites, and provide a foundation for designating a district when or if the area property owners support a district.
- All of the surveys except one, the Council have been completed. These include the Avenues, Capitol Hill, East Liberty, South Temple, Sugar House Business District, Gilmer Park, University Expansion, and Yalecrest. The Liberty Wells survey will be complete by the end of September 2009. The update to the University district which was funded in FY 2009 was later cut from the budget.

- **Community Education**

- **Background.** Community education is key to the preservation program because it provides services to those who own historic resources and balance the City's other role of regulations. Community education takes many forms:
  - **City sponsored activities:** newspaper articles, open houses and newsletter to property owners explaining incentives and regulations, videos on Channel 17, written materials, display of historic photos and documentation at city hall or library, distribution of "fact sheets" to historic property owners so they are aware of the implications of designation, presentation of certificates or plaques by local officials to property owners, booths at neighborhood fairs, etc/
  - **Other programs sponsored by non-profit organization groups:** advocacy for preservation programs and public involvement, print walking tour booklets, conduct tours of historic sites, presentations to school groups, etc.

- **Incentives**

- **Background.** Financial incentive programs are provided by at the city(e.g., RDA and housing loans), Federal and state tax credits, and loans from private non-profit organizations (e.g., Utah Heritage Foundation). Examples of these appear on the last page of the *Preservation in Brief* document in this transmittal.

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## ***Historic District, Conservation Districts, & Compatible Infill Ordinance***

There are multiple zoning tools used to protect neighborhoods. Which tool or tools makes the most sense depends on the goals the City has for its neighborhoods. Two tools currently available to the City to preserve neighborhoods are historic overlays and infill ordinance. A conservation district is a third tool the City may wish to consider.

### **Historic Overlays**

According to the National Park Service, "local legislation is one of the best ways to protect the historic character of buildings, streetscapes, neighborhoods, and special landmarks from inappropriate alterations, new construction, and other poorly conceived work, as well as outright demolition." For more than 2,300 local historic districts throughout the country, this protection is accomplished through an historic overlay of either a single property or a collection of properties. The overlay provides for regulations in addition to those already supplied by base zoning.

There are three basic components of an historic overlay: (1) standards for determination of designation, (2) the regulations used to guide change, and (3) the process for review. The regulations governing every district are a little different but for the most part they all guide change by regulating new construction, demolition, building moves, and any exterior alteration.

### **What does it take to maintain and administer a district once established?**

Historic overlays are stewarded by collaboration between property owners and the City. Property owners take on the responsibility of helping to educate new neighbors about the overlay and to apply for Certificates of Appropriateness any time they plan an exterior alteration. The City's role is to educate about the overlay, review applications, and enforce the ordinance. Reviews vary dramatically depending on the complexity of the alteration planned. Simple projects such as a roof replacement, may be reviewed quickly. Complicated or major alterations may require a site visit, historic and prior case research, written staff reports, review of building permit applications, and multiple meetings with an applicant. A few simple applications may be reviewed "over-the-counter," however, the majority of applications require between one week and three months to process, depending on the complexity of the case, the timing of submission of the application, and how well the initial application meets the guidelines.

Although great effort is expended to educate new property owners and remind existing property owners about overlays, work still takes place without a Certificate of Appropriateness. In these cases, an enforcement officer might be needed to make multiple site visits and have multiple meetings with a property owner to assist the owner with correcting the violation.

### **What is the application process?**

The application for a historic overlay begins with an application to the Planning Division for a map amendment. Application submittals include a National Register nomination and survey. If they have not already taken place, a series of public presentations should be given that explain the process and the responsibilities of the City and the property owner if the map amendment is adopted.

The map amendment process includes at least one public meeting, which may be a presentation at the appropriate Community Council meeting, or if multiple Community Council districts are affected, might be an "open house". The first formal step in the process is a public hearing with the Historic Landmark Commission that considers the potential district against the standards of the ordinance. If they determine that the district meets the standards, they recommend designation to City Council.

The Planning Commission, which determines if designation is in conflict with any other plans for the City, holds a second public hearing. They recommend designation to the City Council. The final public hearing is held by the City Council which considers the recommendations and public comments and adopts or denies the designation.

### **Conservation Overlay**

**Whereas the purpose of an historic overlay is to preserve *historic fabric*, including design, materials and integrity, a conservation overlay is used to preserve *community character* of a site or district.** (The character may or may not have a connection to the area's history.) This usually means that the two will differ in the standards for designation, the level of regulation and possibly the review process.

The ordinance can be customized for a specific area; however many cities choose to use the conservation overlay as a way to protect districts that may not meet the strict requirements of the National Register. Usually conservation overlays have fewer restrictions than an historic overlay, focusing on specific character defining features rather than all exterior changes, for instance.

Conservation overlays may also differ in the review process. Some communities choose to allow all applications for alterations in a conservation district to be administratively reviewed.

Review of demolition may or may not be a component of a conservation district. If it is included, the economic hardship process should also be included as an option to a property owner who is denied the ability to demolish a structure and feels that the denial is in some way a government taking.

Another way that the historic and conservation districts may differ is in the creation of design guidelines. For the historic overlay, design guidelines are usually based on the National Park Services' Secretary of Interior Standards and customized for a particular area. Conservation overlays can have more public input where the community is charged with defining the characters to be preserved and helps to write the guidelines to regulate change.

To be effective, conservation districts, like historic districts should focus on the character of a district. Issues such as height, setbacks, and lot coverage are the type of issues that might be better dealt with in the base zoning.

It is unlikely that a Conservation District would cost less than a historic overlay. First, there must be a text amendment process to update the ordinance to allow for and to define conservation districts. It is recommended that the development of the ordinance be a public process with a citizen advisory committee. Once the ordinance is in place, the designation of a conservation district would require a map amendment, which is the same as the existing historic overlay. Designation of a conservation district would require more time for adoption than a historic overlay, since the City would need to work with the neighborhood to develop a completely new set of design guidelines. (In the case of historic overlays, the guidelines are the same for all districts and have short chapters with additional guidelines for each district.)

Each type of district requires a design review process. It is true that a conservation district would likely have fewer actions that would require review than an historic overlay; however, a true comparison would depend on the size of each district, the details of the conservation overlay, the design guidelines for each individual district, and the level of activity for each district.

## **Infill Ordinance**

The goal of the Compatible Infill Ordinance regulation is to ensure that existing development patterns are taken into consideration when constructing a new home or adding on to an existing home. For example, front yard setbacks for new development are calculated from the average of the front yard setbacks of the adjacent homes; additional building height may be obtained if it is

consistent with the height of the surrounding structures; and accessory structures may be built as long as the size and location are compatible with the neighborhood.

Focused on building setbacks, height, and lot coverage, this tool can be used, not to preserve historic resources, but to maintain some of the character and consistent patterns of the neighborhood.

**See comparison of these tools on the following page.**

## **Demolition**

Demolition is reviewed based on standards of the ordinance, not the design guidelines, since demolition is a “yes” or “no” question as opposed to consideration of a degree of alteration. Standards of the ordinance are local law based on state enabling legislation, which provides the general criteria against which work can be measured. Design Guidelines, on the other hand, are written tenets, based on the Secretary of Interior’s Standards, according to which the Commission interprets the Standards of the historic overlay ordinance.

**The historic overlay has standards for demolition and a conservation districts can be written to deny demolition.** The questions for a potential conservation district are (1) what will the standards be to determine whether a demolition should be approved, and (2) whether, if not allowed to be demolished, the property owner has a viable use for his/her land (otherwise it is considered a “taking” and violates federal law). Since a conservation district can be written in any manner the City wishes, the demolition standards can be as firm or as weak, as specific or as general, as the City determines to be appropriate.

**Comparison of these tools:**

	<b>Historic Overlays</b>	<b>Conservation Overlay</b>	<b>Yalecrest Compatible Infill Overlay (example of one type of overlay)</b>
<b>Purpose</b>	Preserve historic fabric	Conserve historic character	Encourage compatibility between new and existing
<b>Designation</b>	Map amendment	Map amendment	Map amendment
<b>What is reviewed</b>	Exterior alterations, demolition, new construction, moves	Up to the neighborhood and city to decide	New construction, additions
<b>Review Tools</b>	Ordinance and Design Guidelines based on Secretary of Interior Standards	Ordinance and Design Guidelines based on the goals of the district	Ordinance
<b>Administration</b>	Staff and Historic Landmark Commission	Staff and/or Historic Landmark Commission	Staff, with appeals to the Board of Adjustment
<b>Cost</b>	Staff provided to develop policy and review historic districts based on the Secretary of Interior Standards and residential and commercial design guidelines.  These standards and guidelines are used city-wide.	Conservation districts assume that the design guidelines will be developed uniquely for each district.  As a result, the City must develop multiple sets of design guidelines.	Ongoing review presently provided by the Planning Division.

## C L A R I O N

Clarion Associates  
621 17<sup>th</sup> Street, Suite 2250  
Denver, CO 80293  
303.830.2890 phone  
303.860.1809 fax

# Memorandum

**To:** Robin Ziegler, Salt Lake City Planning  
**From:** Matt Goebel, Clarion Associates  
**Date:** July 31, 2009  
**RE:** Historic Preservation Plan and Sustainable Code Revision Projects

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Salt Lake currently is engaged in two groundbreaking efforts – the Historic Preservation Plan and the Sustainable Code Revision project – that together will help protect the city's rich heritage while also ensuring that the city remains economically vibrant and a national model of high-quality, sustainable development. The preservation plan and the sustainability code updates are complimentary efforts. At your request, this memorandum summarizes these two efforts and provides examples of how similar issues are being addressed in the two projects.

### HISTORIC PRESERVATION PLAN

The new Historic Preservation Plan has been in development for over two years. While the city has protected hundreds of historic resources and enjoyed some impressive preservation success stories over the past 30 years, this plan is actually the first comprehensive attempt to address historic preservation issues throughout Salt Lake City. Generally speaking, the plan's goals are to protect the city's historic resources while preparing for redevelopment and infill as the city grows; to acknowledge the many preservation successes achieved in the past; to strengthen current preservation efforts; and to inform an array of city policy decisions and guide preservation activity into the future.

A major emphasis of the preservation plan is that Salt Lake must practice preservation with an eye on the future. While areas qualifying for historic designation should be protected through appropriate regulations (such as design guidelines for additions to historic homes), the plan does not call for historic areas to be left untouched altogether. Indeed, historic preservation is intended to be a cornerstone of the city's efforts to promote sustainable development. An entire section of the plan illustrates how preservation can support not just environmental sustainability, but also economic, social, and cultural sustainability. First-year implementation priorities in this regard include:

- Appointing a staff green building liaison;
- Enabling broader use of solar collectors and alternative energy equipment on historic properties ;
- Preserving eligible historic parks as landmark sites;
- Ensuring zoning allows residential reuses of nonresidential historic structures;
- Supporting appropriate residential additions in historic districts to meet a wide range of housing needs; and

- Drafting rules to allow accessory dwelling units in historic districts, following neighborhood approval and subject to clear standards that protect neighborhood character.

## SUSTAINABLE CODE REVISIONS

The Sustainable Code Revision Project is an ongoing effort designed to revise the city's zoning, subdivision, and other land development codes to promote more sustainable development patterns. A February 2009 diagnosis prepared for the project identifies existing regulatory barriers, incentives, and development standards found in the city's development codes that are directly related to ten sustainability categories identified by the city:

- Climate Change and Air Quality
- Water Quality and Conservation
- Alternative Energy Production and Energy Conservation
- Mobility and Transportation
- Urban Forestry
- Housing Accessibility and Diversity
- Community Health and Safety
- Food Production and Nutrition
- Recycling and Waste Reduction
- Open Space, Parks, and Trails

For each topic, the diagnosis first summarizes the issue and notes how land development regulations can help accomplish the city's goals in that arena. For example, in the area of water quality and conservation, the diagnosis notes that climate change, worsening drought, population growth, and the demands of new developments have called sharp attention to the need to sustain water resources and make more efficient use of local water supplies. A recommended Salt Lake Code revision intended to address this issue is: "Expand existing water-conserving landscaping regulations (including limits on irrigation) and restrict the use of turf grass, especially in commercial and residential development."

## OVERLAP BETWEEN THE TWO PROJECTS

As stated, the preservation plan and the sustainability code updates are complimentary efforts. To the extent that they address the same issues, city officials and staff, working with Clarion, have strived to ensure consistency between the two projects. There are only a handful of issues on which the two projects directly address similar issues and in such areas the documents contain consistent recommendations. Two examples are listed below.

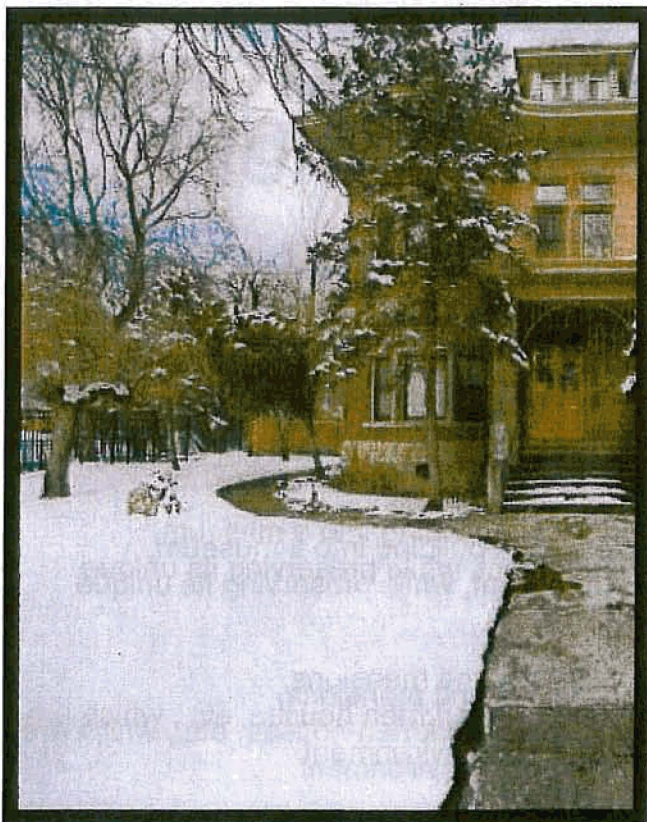
Regarding climate change and air quality, the Sustainable Code Revision project identifies regulatory options for addressing this issue. Generally, the diagnosis proposes that the city's zoning and land use regulations be updated to encourage development patterns that allow for and promote less reliance on automobiles for mobility and result in a reduction in vehicle miles traveled and a corresponding reduction in greenhouse gas (GHG) emissions. Examples of development that would meet this standard include mixed-use and transit-oriented developments.

- Along these same lines and specifically related to historic preservation, the diagnosis recommends revising existing accessory use provisions to allow accessory dwelling units in selected residential areas and new developments. Strengthening compatibility standards for accessory units (e.g., limit to larger lots, special control in historic districts, etc.) also is recommended.

- The draft historic preservation plan specifically addresses this issue in the same manner as the sustainable code diagnosis. Policy 5.7d of the preservation plan states: "Work to develop appropriate policies on allowing accessory dwelling units in historic homes." The implementation action for this item calls for the city to "assess best practices for accessory dwelling units in historic areas and make appropriate regulatory modifications to allow accessory dwelling units in historic districts. Consider density bonuses to encourage provision of accessory dwelling units."

Regarding alternative energy and energy conservation, the Sustainable Code Revision project recommends identification and removal of obstacles in current zoning and historic preservation regulations that unnecessarily impede alternative or energy conservation devices such as solar panels.

- The sustainable code diagnosis recommends revising existing historic preservation design guidelines/policies to carefully accommodate solar panels in more locations on a building/site in historic districts.
- The historic preservation plan addresses in Policy 5.2b, which states: "Modify design guidelines to address solar collectors and other types of alternative energy equipment within local historic districts and on local Landmark Sites pending design review." The implementation action for this item calls for the city to "Evaluate design guidelines to determine whether modifications are necessary to allow solar collectors and other types of alternative energy equipment, as recommended by the sustainable code effort to enable broader use of renewable energy technology on historic properties. While the current version of the design guidelines (at the time of this planning effort) appear sufficient to allow the placement of solar collectors in historic districts, the guidelines should be reevaluated on an ongoing basis to address changing technologies."



Historic Fisher Mansion, photo by Anne Beck.

# Local Preservation in Brief

The purpose of this document is to provide a brief summary of the Salt Lake City Historic Preservation processes, program, and tools.

The information provided follows the best practices of the National Park Service and the National Trust for Historic Preservation.

## CONTENTS

- What is Historic Preservation?**
- Secretary of Interior Standards for Rehabilitation**
- Local Historic Designation & Process**
- Local Historic District Map**
- Benefits of Local Historic Designation**
- Glossary of Key Terms**
- Design Guideline Guidance:**
  - Wood Windows
  - New Windows
  - Vinyl & Aluminum Siding
  - Substitute Materials
  - Ten Ways to Green Your Home
  - Solar Collectors
  - Additions
  - Infill Design
- What is the Historic Landmark Commission?**
- The Historic Landmark Commission Meeting and You**
- Certificate of Appropriateness Process**
- Financial Incentives for Preservation**



# WHAT IS HISTORIC PRESERVATION?

## WHAT PRESERVATION IS NOT:

Preservation is not saving every old building, but preserving that which best reflects a previous time or place.

Preservation is not turning every historically significant building into a museum, but adapting the structure to be functional in the present, while preserving its unique identities.

Preservation is not preserving only the pretty buildings and mansions, but also the warehouses, forts, simple pioneer homes, workmen houses, etc., which are important for what they tell us about a city's history and environment.

## WHAT PRESERVATION IS:

Downtown and neighborhood revitalization

Affordable housing

Preservation of natural resources

Increased city revenues

Stable neighborhoods

Alternative to sprawl

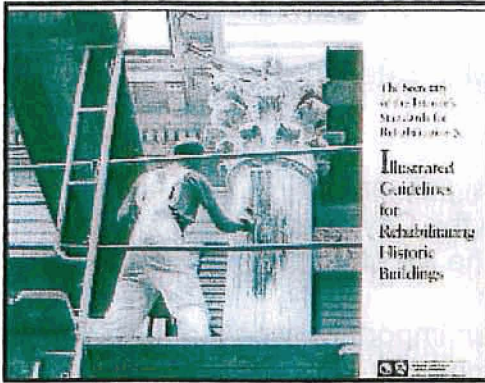
Protection of property values

Saving what makes our community special

## HOW DOES ONE DEFINE WHAT IS HISTORICALLY SIGNIFICANT?

The U. S. Historic Preservation Act suggests the following categories:

- **Historical Significance**
  - It is the location of, or is associated in a significant way with, a historic event which had a significant effect upon the City, State, or Nation; or
  - It is associated in a significant way with the life of a person important in the history of the City, State or Nation; or
  - It is associated in a significant way with an important aspect of the cultural, political, or economic heritage of the Community, City, State or Nation.
  
- **Architectural Significance**
  - It embodies the distinctive visible characteristics of an architectural style, period, or method of construction; or
  - It is an outstanding work of a designer or builder; or
  - It contains elements of extraordinary or unusual architectural or structural design, detail, use of material, or craftsmanship; or
  - It portrays the environment of a group of people in an era of history characterized by a distinctive architectural style.
  
- **Neighborhood Significance.** Because of its prominent spatial location, contrast of siting, age, or scale, it is an easily identifiable visual feature of its neighborhood and contributes to the distinctive quality or identity of its neighborhood or the City.
  
- **Other Factors.** In addition to the above criteria, the following also may be considered in determining if the area of related historic resources shall be designated as an historic district -- areas which consist of a linkage of sites, structures, buildings, objects and spaces -- a majority of which form a recognizable entity:
  - a group of structures, buildings or sites which provide the area with a sense of uniqueness
  - areas which have a major historic focal point or points within the area
  - areas which contain a relatively dense grouping of historic resources
  - areas which are readily definable by man-made and/or natural boundaries



# Secretary of Interior's Standards for Rehabilitation

Initially developed by the Secretary of the Interior to determine the appropriateness of proposed project work on registered properties within the Historic Preservation Fund grant-in-aid program,

the Standards for Rehabilitation have been widely used over the years--particularly to determine if a rehabilitation qualifies as a Certified Rehabilitation for Federal tax purposes. In addition, the Standards have guided Federal agencies in carrying out their historic preservation responsibilities for properties in Federal ownership or control; and State and local officials in reviewing both Federal and nonfederal rehabilitation proposals. They have also been adopted by historic district and planning commissions across the country.

The Standards include four treatment approaches: Preservation, Rehabilitation, Restoration, and Reconstruction.

The first treatment, **Preservation**, places a high premium on the retention of all historic fabric through conservation, maintenance and repair. It reflects a building's continuum over time, through successive occupancies, and the respectful changes and alterations that are made.

**Rehabilitation**, the second treatment, emphasizes the retention and repair of historic materials, but more latitude is provided for replacement because it is assumed the property is more deteriorated prior to work. (Both Preservation and Rehabilitation standards focus attention on the preservation of those materials, features, finishes, spaces, and spatial relationships that, together, give a property its historic character.)

**Restoration**, the third treatment, focuses on the retention of materials from the most significant time in a property's history, while permitting the removal of materials from other periods.

**Reconstruction**, the fourth treatment, establishes limited opportunities to re-create a non-surviving site, landscape, building, structure, or object in all new materials.

The Standards for Rehabilitation are used for design review because it emphasizes the retention and repair of historic materials, but provides more latitude for replacement.

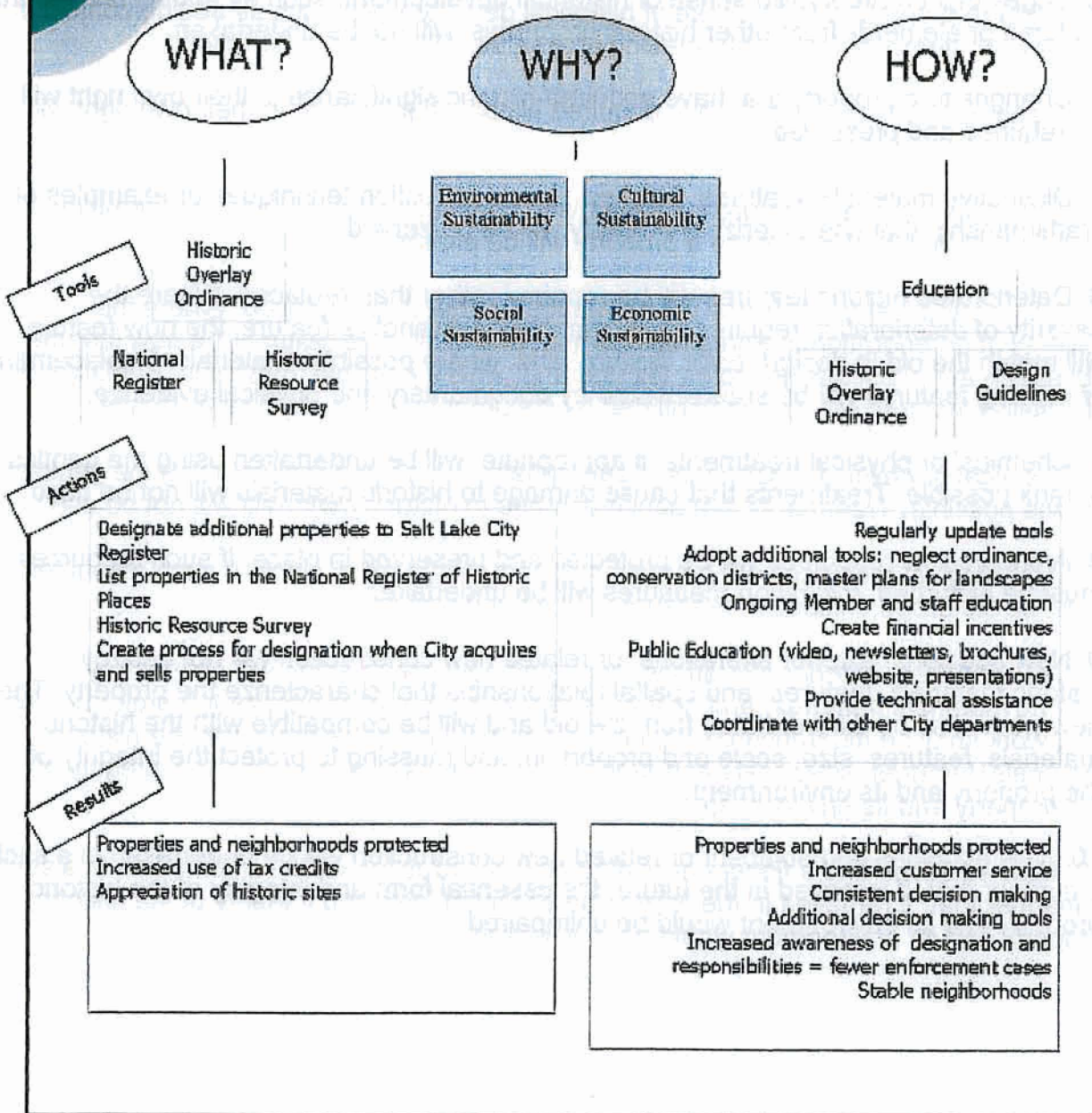
## The Secretary of Interior Standards for Rehabilitation are:

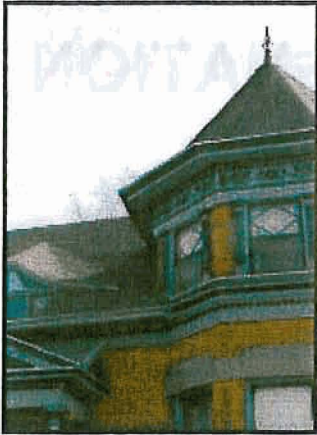
1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in a such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

# SALT LAKE CITY HISTORIC PRESERVATION

## GOAL

Preserve historically significant buildings, districts, structures and sites.





# LOCAL HISTORIC DESIGNATION

The City preserves its valuable historic resources by designating certain structures to the Salt Lake City Register of Cultural Resources. The process for designation is by a Historic Overlay as outlined in the zoning ordinance. Once designated, any work or change proposed to the exterior of the structure must be approved by the City. The City staff will review the work and if it meets, historic design guidelines, the staff will issue a Certificate of Appropriateness for any exterior changes.

A Historic Overlay is different from a National Register district which is honorary and does not change property rights. All Historic Overlays in Salt Lake City are also National Register districts.

The main purpose of these guidelines is to ensure that no “character-defining features” of the building are altered. It is these architectural features which give the structure its importance and contributes to the overall character of the neighborhood around it.

## QUESTIONS

Before a property can receive a Historic Overlay (Landmark Sites and Historic Districts), several questions must be answered.

### 1. Is it historic or just old?

Designation usually begins with a Historic Resource Survey following the methods of the State Historic Preservation Office. The survey helps to identify what is historic and determine boundaries for districts.

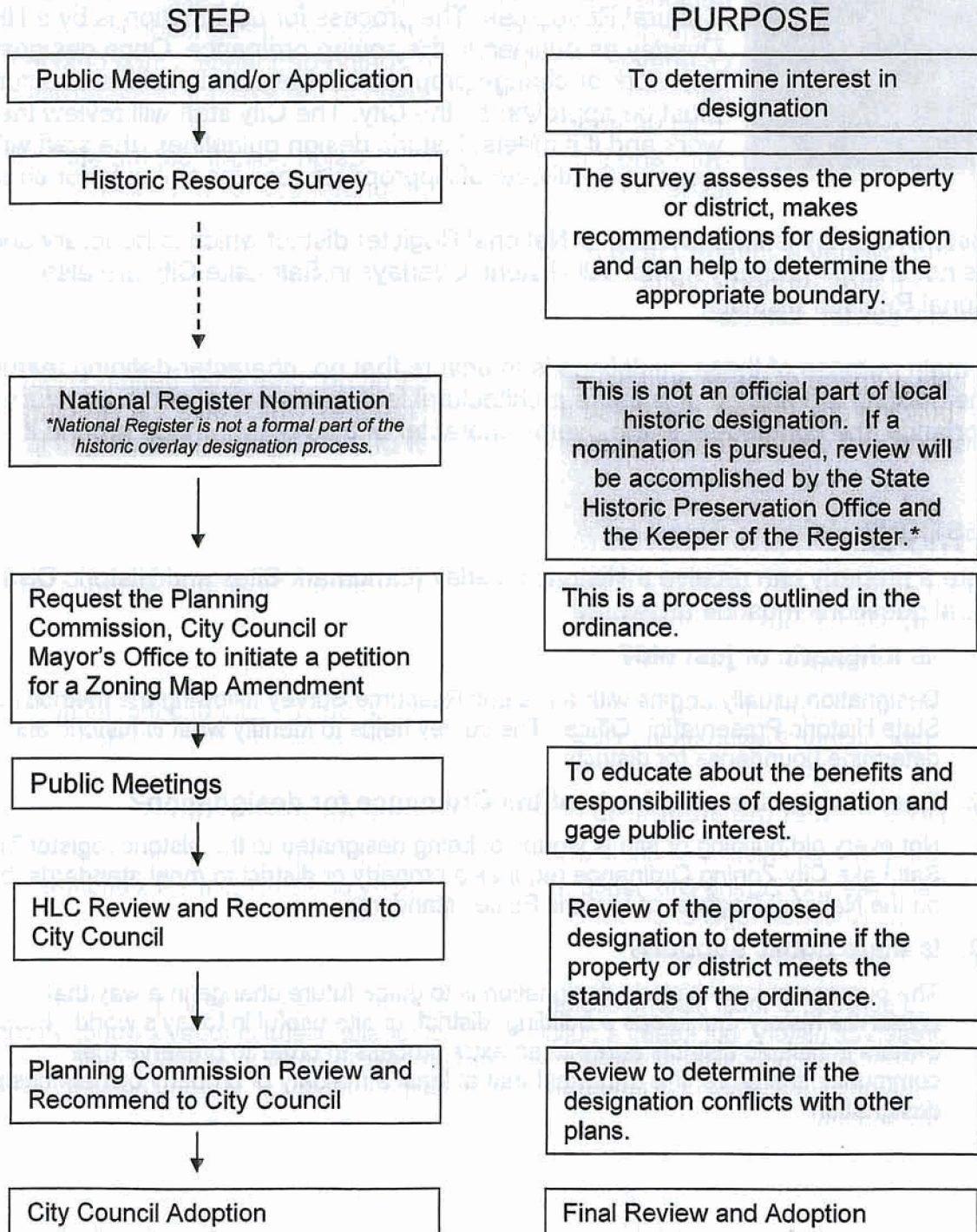
### 2. Does it meet the standards of the Ordinance for designation?

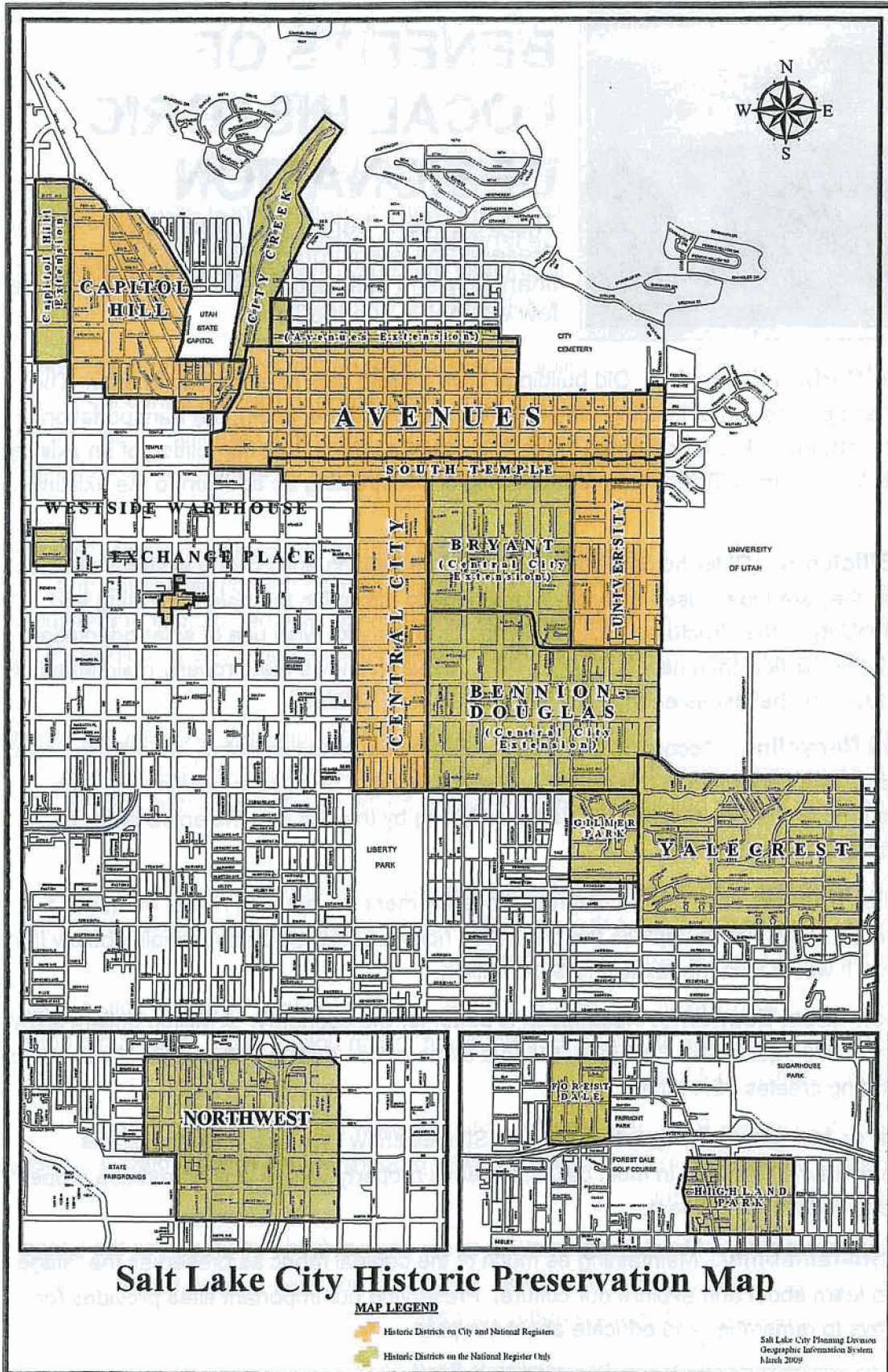
Not every old building or site is worthy of being designated to the historic register. The Salt Lake City Zoning Ordinance requires a property or district to meet standards, based on the National Register of Historic Places standards.

### 3. Is there public support?

The purpose of local historic designation is to guide future change in a way that preserves history, but keeps a building, district, or site useful in today’s world. Property owners in historic districts agree to an extra process in order to preserve their community; therefore, it is important that at least a majority of property owners desire the designation.

# LOCAL HISTORIC DESIGNATION PROCESS





This document is not a substitute for the *Design Guidelines*, the *Zoning Ordinance* or the *Historic Landmark Commission's Policy Document*. These documents may change at any time and so should always be checked for the latest and most detailed information.



## BENEFITS OF LOCAL HISTORIC DESIGNATION

There are many benefits to preservation. Preservation is environmentally, socially, financially and culturally sustainable. Here are a few examples of benefits:

**A Smaller Carbon Footprint.** Old buildings have a great deal of embodied energy. The extraction and processing of building materials (e.g., wood, stone, brick), the transportation of those materials, and labor represented in the final structure mean that demolition of an existing structure is less energy-efficient than rehabilitating or constructing an addition to the existing structure.

**Energy Efficiency.** Older homes, constructed before heating and cooling systems were as effective as they are today, used a variety of methods to maximize the natural heating and cooling capability of the structure. Older buildings tend to make wise use of solar orientation and have better air flow than new buildings. Also, research shows that properly maintained old wood windows can be just as energy-efficient as new vinyl windows.

**Enhanced Recycling.** According to the EPA, building construction debris constitutes around a third of all waste generated in this country. Rehabilitation of an historic building reduces waste. Reusing an historic building increases recycling by the fact that the entire entity is recycled rather than just pieces.

**Affordable Housing.** Old homes disproportionately meet the housing needs of those of modest means. If we had to replace the pre-1950s homes occupied by households below the poverty level it would cost the taxpayers \$355 million.

**Strengthen Local Economy.** Restoration is better for the economy. A million dollars spent in new construction generates 30.6 jobs. But that same million dollars in the rehabilitation of an historic building creates 35.4 jobs.

**Maintains or Increases Property Values.** Studies show that local historic districts maintain property values, and in most cases, increase property values which protect a property owner's value in their investment.

**Cultural Sustainability.** Maintaining as much of the original fabric as preserves the "stage" on which to learn about and explore our culture. Preserving our important sites provides for tangible ways to remember and educate about our past.



# GLOSSARY OF KEY TERMS

**Certified Local Government:** A Certified Local Government (CLG) is a city or county that has been "certified" by the State Historic Preservation Office as eligible to apply for federal grants for historic preservation.

**Compatible:** Designed to be in harmony with surrounding elements such as surrounding architecture and landscape in terms of massing, design, scale and siting.

## **Contributory Status:**

**Contributing Structure:** A contributing structure is a structure or site within an H historic preservation overlay district that meets the criteria of the ordinance and is of moderate importance to the city, state, region or nation because it imparts artistic, historic or cultural values. A contributing structure has its major character defining features intact and although minor alterations may have occurred they are generally reversible. Historic materials may have been covered but evidence indicates they are intact.

**Noncontributing Structure:** A noncontributing structure is a structure within an H historic preservation overlay district that does not meet the criteria of the ordinance. The major character defining features have been so altered as to make the original and/or historic form, materials and details indistinguishable and alterations are irreversible.

**Design Guidelines:** Written tenets, based on the Secretary of Interior's Standards, according to which the Commission interprets the Standards of the historic overlay ordinance for alterations, new construction, demolition and moves. Design Guidelines include specific instructions for how to meet the Standards of the Ordinance, guides the applicant's work and guides the Commission's decisions. Alterations in the Design Guidelines shall be recommended by the Historic Landmark Commission and the Planning Commission with final adoption by the City Council.

**Historic Context:** Historic contexts are those patterns or trends in history by which a specific occurrence, property, or site is understood and its meaning (and ultimately its significance) within history or prehistory is made clear. Historic contexts are found at a variety of geographical levels or scales. The geographic scale selected may relate to a pattern of historical development, a political division, or a cultural area. Regardless of the scale, the historic context establishes the framework from which decisions about the significance of related properties can be made.

**Historic Preservation:** The process of preserving part of a community, from an individual building or part of a building to a whole neighborhood (including roadways and waterways), because of its historical importance.

Historic Landmark Commission's "Local Preservation In Brief"

**Historic Preservation Overlay District:** A geographically or thematically definable area which contains buildings, structures, sites, objects, landscape features, archeological sites and works of art, or a combination thereof, that contributes to the historic preservation goals of Salt Lake City and meet the criteria outlined in the ordinance.

**Historic Resource Survey:** A Historic Resource Survey is a systematic resource for identifying and evaluating the quantity and quality of historic resources for land-use planning purposes following the guidelines and forms of the Utah State Historic Preservation Office.

Reconnaissance Level Surveys (RLS) is the most basic approach for systematically documenting and evaluating historic buildings and involves only a visual evaluation of properties.

Intensive Level Surveys (ILS) include in-depth research involving research on the property and its owners, documentation of the property's physical appearance and completion of the Utah State History Offices' Historic Site Form.

**Landmark Site:** A landmark site is any site included on the Salt Lake City register of cultural resources that meets the criteria outlined in the ordinance. Such sites are of exceptional importance to the city, state, region or nation and impart high artistic, historic or cultural values. A landmark site clearly conveys a sense of time and place and enables the public to interpret the historic character of the site.

**Standards of Ordinance:** Local law based on state enabling legislation, which provides the general criteria against which work can be measured. The Standards are found in section 21A.34.020, subsections G and H.

**Significant:** Properties are significant for their association with important events or persons, for their importance in design or construction, or for their information potential. The basis for judging a property's significance and, ultimately, its eligibility for designation is historic context.

**State Historic Preservation Office (SHPO):** The 1966 Historic Preservation Act established state-level offices which serve as the chief administrative agencies of most preservation programs. SHPOs are responsible for conducting systematic surveys, processes nominations to the National Register of Historic Places, administer federal grants, advise and assist Certified Local Governments, provide Section 106 consultation and review federal and state investment tax credit applications.

**Sustainable:** A pattern of resource use that aims to meet human needs while preserving the resource so that these needs can be met, not only in the present, but also for future generations. Historic Preservation is environmentally, socially, economically and culturally sustainable. It is environmentally sustainable because reuse of a building is the ultimate in recycling. It is socially sustainable because our historic districts disproportionately meet the housing needs of those of modest means. It is economically sustainable because it increases property values, creates more jobs than new construction, and increases heritage tourism. Preservation is culturally sustainable because it preserves the "stage on which to learn and explore our culture."



## Design Guideline Guidance:

# WOOD WINDOWS

In the majority of cases, original wood windows should be repaired and kept. Situations where replacement windows might be allowed would be:

Photo by William Edward Hook, (c) 2006 Utah State Historical Society.

- Where there is more than 50% deterioration
- Rear windows that will not be seen from the street
- When the existing windows are not original
- When the structure is non-contributing or non-historic

## WHY DO I HAVE TO KEEP THEM?

Windows are an important architectural and character defining feature of a building. Keeping original features of an historic home maintains the value of the home and the historic character of the district.

## BUT I WANT THE ENERGY SAVINGS OF NEW WINDOWS.

- The majority of energy loss in a building is through the roof. Consider attic insulation with an R value of at least 30 before spending money on windows.
- In addition, the old growth wood actually lasts longer than newer materials, especially new wood windows.
- In most cases, the time it takes to realize the savings from replacement windows is often past the expected life of the window. The new window usually has to be completely replaced so why not keep those old windows that can be repaired? See comparison on next page.

## OPTIONS

- Exterior or interior storm windows may be added.
- Keeping windows caulked and painted helps with energy efficiency.

## RESOURCES

- "Save Your Wood Windows"  
[www.historichomeworks.com/hhw/reports/WoodWindowsSample.PDF](http://www.historichomeworks.com/hhw/reports/WoodWindowsSample.PDF)
- "Preservation Brief #9: Repair of Historic Wooden Windows"  
[www.nps.gov/history/hps/tps/briefs/brief09.htm](http://www.nps.gov/history/hps/tps/briefs/brief09.htm)

Historic Landmark Commission's "Local Preservation In Brief"

Wood Windows, cont.

Let the Numbers Convince You: Do the Math

<p>U-Value <b>1.10</b></p> <p><b>\$50*</b></p>	<p>U-Value <b>0.58</b></p> <p><b>\$450*</b></p>	<p>U-Value <b>0.35</b></p> <p><b>\$550*</b></p>	<p>U-Value <b>0.35</b></p> <p><b>\$550*</b></p>
<p>(combined)</p> <p>U-Value <b>0.50</b></p>	Original window in landfill	Original window in landfill	Original window and storm in landfill
<p><b>TUNE-UP STRATEGIES</b></p> <p>Storm window over single-pane original window</p>	<p>Double-pane thermal replacement of single-pane window</p>	<p>Low-e glass double-pane thermal replacement of single-pane window</p>	<p>Low-e glass double-pane thermal replacement of single-pane window with storm window</p>
<p>ANNUAL ENERGY SAVINGS</p> <p><b>722,218 Btu</b></p>	<p><b>625,922 Btu</b></p>	<p><b>902,772 Btu</b></p>	<p><b>132,407 Btu</b></p>
<p>ANNUAL SAVINGS PER WINDOW**</p> <p><b>\$13.20</b></p>	<p><b>\$11.07</b></p>	<p><b>\$16.10</b></p>	<p><b>\$2.29</b></p>
<p>SIMPLE PAYBACK</p> <p><b>4.5 Years</b></p>	<p><b>40.5 Years</b></p>	<p><b>34 Years</b></p>	<p><b>240 Years</b></p>
<p><math>\\$50/\\$13.20 =</math></p>	<p><math>\\$450/\\$11.07 =</math></p>	<p><math>\\$550/\\$16.10 =</math></p>	<p><math>\\$550/\\$2.29 =</math></p>

Old House Journal Oct 2007

Source: Keith Haberm P.E., R.A. Collingswood Historic District Commission



Photo by Nelson Knight

## Design Guideline Guidance:

# NEW WINDOWS

## SO YOU NEED NEW WINDOWS?

Before planning on replacing your windows, read the Design Guidelines for windows and the “Design Guideline Brief: Wood Windows”. **If your situation meets the rare instance where replacement windows are allowed, read on.**

## WHAT SHOULD MY NEW WINDOWS LOOK LIKE?

In most cases the original casing of the window can be retained and just the sashes replaced. This is encouraged, not only because it is less expensive but also because it retains more historic materials and the dimensions of the original window.

New windows should mimic the old windows as much as possible. For instance, if your existing windows have four different panes in each sash, then you will want the same configuration for your new windows.

In traditional windows the sections that divide the panes are called muntins. You might also hear them referred to as dividers. You do not need to go to the expense of having windows constructed with the different panes of glass actually divided by muntins. You may choose to use “simulated divided lights” but “snap-in muntins” or dividers will not be allowed. The reason is that the “snap-in” type or the type that is permanently affixed between two window panes is very flat and doesn’t mimic the dimension of original muntins, the way “simulated divided lights” do.

## WHAT SHOULD THEY BE MADE OF?

New wood isn’t as hardy as old growth wood so we encourage materials such as aluminum clad wood windows. From the outside, the wood window is protected from the elements while maintaining the profile of the original window and from the inside the windows are still wood. Old windows from a salvage company are also a good option.



### Design Guideline Guidance:

# VINYL & ALUMINUM SIDING

Aluminum and vinyl siding is not allowed in historic districts. If you do see a house with synthetic siding it was likely in place before the historic district was created.

## I WANT THE INSULATING VALUE OF VINYL SIDING.

- Siding backed with a thin layer of insulating foam or applied over rigid board insulation creates the same “R” value as two to four inches of air space.

## I WANT THE MAINTENANCE FREE PROPERTIES OF SYNTHETIC SIDING.

- There is no such thing as maintenance-free. It is true that vinyl never deteriorates but vinyl and aluminum siding can dent, cup and warp and the color will fade over time. Eventually the surface will need to be cleaned and even painted. Most manufacturers void the warranty once the synthetic siding is painted.
- Vinyl and aluminum siding work well to keep water away from the building exterior but it can trap moisture inside a building causing deterioration that you never see until it is too late and is very costly to repair.

## OPTIONS

- Seventy-five percent of energy loss is through the roof so you are better off providing good insulation in the attic.
- Keeping windows caulked and painted helps with energy efficiency.
- Insulate inside the walls, when possible.
- Add exterior or interior storm windows.

## RESOURCES

- “Vinyl Siding: The Real Issues” <http://www.cttrust.org/index.cgi/1745>
- “Preservation Brief #8: Aluminum and Vinyl Siding on Historic Buildings The Appropriateness of Substitute Materials for Resurfacing Historic Wood Frame Buildings” [www.nps.gov/history/hps/tps/briefs/brief08.htm](http://www.nps.gov/history/hps/tps/briefs/brief08.htm)
- “Preservation Brief #10: Exterior Paint Problems on Historic Woodwork” [www.nps.gov/history/hps/tps/briefs/brief10.htm](http://www.nps.gov/history/hps/tps/briefs/brief10.htm)



## Design Guideline Guidance:

# SUBSTITUTE MATERIALS IN HISTORIC DISTRICTS

In most cases, substitute materials are not appropriate on historic buildings. The most appropriate time to use modern materials is with new construction. However, there are a few cases where modern materials might be appropriate on existing structures.

When making the decision about what types of materials to use consider these points.

- Advantages of traditional materials are that they are mostly still readily available, they are easily repairable, and we know how they age. When considering a new material, research it well to be sure that it is the best material for your needs and is one approved by the Historic Landmark Commission.
- What materials are appropriate depend on the use and the location of the materials. Are you repairing or reconstructing? If you are repairing areas of decayed wood you will want to use wood to replace the decayed sections. If, however, you adding on to a historic building or constructing a new accessory structure, you might want to consider another more durable material, assuming the material and the proposed use meets the Design Guidelines.
- When new materials are appropriate, choose materials that act the same as more traditional materials. For instance, a wood polymer that can be sanded and painted like real wood, might be a good product for your project that includes new construction.

## RESOURCES

- “Preservation Brief #16: The Use of Substitute Materials on Historic Buildings”  
[www.nps.gov/history/hps/tps/briefs/brief16.htm](http://www.nps.gov/history/hps/tps/briefs/brief16.htm)



Design Guideline Guidance:

## TEN WAYS TO GREEN YOUR HOME

Information from the National Trust for Historic Preservation's *Preservation Magazine*

1. Keep original windows intact. Studies show that old windows can perform as well as vinyl replacements. Weather strip them so that they seal tightly, caulk the exterior trim and repair cracked glazing or putty around glass panels. You will reduce landfill waste and the demand for vinyl, a non biodegradable material that gives off toxic byproducts when it is made.
2. Use light paint colors for your home's exterior. Light colors reflect heat better than darker ones.
3. Insulate attic, basement and crawl space. About 20 percent of energy costs come from heat loss in those areas.
4. Reuse old materials such as brick, glass, stone, and slate when making home improvements. If you're rebuilding a staircase, for example, use wood from the shed that couldn't be saved.
5. Install fireplace draft stoppers, attic door covers and dryer vent seals that open only when your dryer is in use. An open damper in a fireplace can increase energy costs by 30 percent, and attic doors and dryer vents are notorious energy sieves.
6. Plant trees. Evergreen trees on the north and west sides of your house can block winter winds, and leafy trees on the south and west provide shade from the summer sun. Using old photos of your house, try to match the historic landscape.
7. Have an energy audit done by your local utility company or visit Home Energy Saving's website (<http://hes.lbl.gov>). Audits can help pinpoint problem areas and measure energy savings after you improve your home's efficiency.
8. In the summer, open the windows and use fans and evaporative coolers, which consume less energy than air conditioning. Many old houses were designed with good cross ventilation; take advantage of your home's layout.
9. Keep doors airtight by weather stripping, caulking and painting them regularly.
10. Restore porches and awnings. Porches, awnings, and shutters were intended for shade and insulation. To save energy, draw shades on winter nights and summer days.



Photograph provided by the BBC.

## Design Guideline Guidance:

# SOLAR COLLECTORS

Historic buildings were often designed with energy efficient features such as skylights for daylighting and transoms for air flow; however, new technology is providing additional ways for buildings to be “green”.

When planning for solar collectors keep these location and installation issues in mind to protect the historic character of your building and neighborhood.

Solar panels do have a place in historic districts and on historic buildings as long as they do not interfere with the historic character of the site. Even Dunster Castle in Somerset England, shown above, is using the technology to lower energy costs. The owner of the property, The National Trust, approved the panels because they were designed so that no loading or direct contact of the panels or frame will touch the roof itself, they are easily removable, and they are not visible from the ground.

- Locate so that the collector is not readily visible from public streets, whenever possible
- Locate on the rear or sides of a pitched roof
- Do not change an historic roofline
- Do not obscure a character defining feature
- Install below the ridgeline of a pitched roof
- Install in such a way so that it can be removed without damage to the historic fabric of the building
- If locations on the primary structure are inappropriate, consider accessory structures or free-standing panels in the rear yard.



Susan Workman Photography

## Design Guideline Guidance:

# ADDITIONS

Sometimes property owners believe that Local Historic Designation means that they cannot add on to their home. This is not the case. Local Historic Designation does not attempt to freeze time but instead guides change so that it is compatible with the historic character of the neighborhood.

## PLANNING AN ADDITION:

These basic rules will help you with planning a compatible addition. Where possible:

- Try to add on to the rear of the building instead of the sides or roof.
- Generally keep the addition from being any taller or wider than the original building.
- Consider designing the addition with a connector that lessens the impact on the historic building and clearly defines the old from the new.
- Use compatible materials and do not think that you have to match the materials of the existing house.
- Preserve character defining features of the original building.

According to *Celebrating Compatible Design*, the rear addition shown on the above Avenues home was designed to be appropriate to the historic house but to also give the owners the light and spacious rooms they desired. Because it cannot be seen from the street, it does not impact the historic character of the neighborhood.

If the addition has to be seen, be sure to design it in such a way that it is compatible with the historic building but does not try to look historic.

## RESOURCES

- *Celebrating Compatible Design: Creating New Spaces in Historic Homes* by Rob White, available through the Utah Heritage Foundation, online at [www.utahheritagefoundation.com](http://www.utahheritagefoundation.com).
- "Preservation Brief #14: New Exterior Additions to Historic Buildings Preservation Concerns" [www.nps.gov/history/hps/tps/briefs/brief14.htm](http://www.nps.gov/history/hps/tps/briefs/brief14.htm)



## Design Guideline Guidance:

# INFILL DESIGN

## PLANNING A NEW BUILDING IN A HISTORIC DISTRICT

These basic rules will help you with planning a new building in a historic district.

- Match the historic district in terms of massing, scale, height and setback
- Do not attempt to mimic historic buildings. This creates a false sense of history and diminishes the historic character of the district.
- Choose compatible materials
- Do not pick historic elements seen elsewhere in the district, but instead use contemporary interpretations of historic features.

## RESOURCES

*Design and Development: Infill Housing Compatible with Historic Neighborhoods* by Ellen Beasley, available through the National Trust for Historic Places at [www.preservationbooks.org](http://www.preservationbooks.org).



# WHAT IS THE HISTORIC LANDMARK COMMISSION (HLC)?

## WHO?

The Salt Lake City Historic Landmark Commission consists of nine to fifteen members, appointed by the Mayor with the advice and consent of the City Council, to serve a three year term.

## WHAT?

The Commission makes recommendations to the City Council on matters related to the City's neighborhood master plans, zoning ordinance, and other city planning policies and regulations. The Historic Landmark Commission also considers applications for Certificates of Appropriateness for exterior alterations of properties with an Historic Overlay (Landmark Sites and Historic Districts).

## WHERE?

The Commission meets the first Wednesday of every month at 5:00 p.m. in the City and County Building at 451 South State Street. All meetings are open to the public.

Section 21A.06.050 of the Salt Lake City Zoning Code lays out the specific responsibilities of the Commission:

1. Preserve buildings and related structures of historic and architectural significance as part of the city's most important cultural, educational and economic assets;
2. Encourage proper development and utilization of lands and areas adjacent to historical areas and to encourage complimentary, contemporary design and construction;
3. Protect and enhance the attraction of the city's historic landmarks for tourists and visitors;
4. Safeguard the heritage of the city by providing for the protection of landmarks representing significant elements of its history;
5. Promote the private and public use of landmarks and the historical areas within the H historic preservation overlay district for the education, prosperity and general welfare of the people;
6. Increase public awareness of the value of historic, cultural and architectural preservation; and
7. Recommend design standards pertaining to the protection of H historic preservation overlay districts and landmark sites.



Library of Congress Prints and Photographs Division

# THE HISTORIC LANDMARK COMMISSION MEETING & YOU

So you have an application that will be reviewed by the Historic Landmark Commission, you are probably wondering what to expect.

You will receive a copy of the agenda to which your project has been assigned. This will be your notice of the time, date, and location of the meeting as well as the contact for the assigned staff person. You or a legal representative, such as an architect or contractor, will need to attend the meeting.

## HOW DOES THE MEETING WORK?

1. Staff will make a presentation about your project and explain how it does or does not meet the Design Guidelines, Ordinance, and Policy Document.
2. As the applicant, you or your representative will have an opportunity to answer questions of the Commission and to make a short presentation, if you wish.
3. The general public will have two minutes to comment on your application.
4. The Chair may allow you an opportunity to respond.
5. The Chair will close the "public hearing" and the Commission will go into "executive session" which means there is no more opportunity for public or applicant comments.
6. The Commission will then make a decision which could be to approve, deny, approve with conditions, send to the Architectural Committee, or postpone the decision with a request for additional information.
7. If you feel that the decision was in error, you may appeal to the Land Use Appeals Board within 30 days.

## HINTS FOR PREPARING YOUR PRESENTATION:

- You will receive a copy of the staff report prior to the meeting. Review it and contact staff with any questions you may have. You may refer to the staff report in your presentation.
- Organize your notes well so that you are sure to cover every important aspect of your project during the presentation.
- Keep in mind that staff will present an overview of a staff report, prior to your presentation. Do not waste time by repeating what has already been said.
- Visual aids help the Commissioners to imagine your project. Consider bringing material samples, photographs, maps, and/or an electronic presentation, if you have not already given these items to staff.
- If you plan to make an electronic presentation you may bring your laptop, CD, or jump drive. A laptop and LCD projector will be available at the meeting for your use but please contact staff in advance to coordinate.
- Be careful when choosing neighborhood examples to strengthen the argument for your project. Just because something is seen on your street or in your neighborhood doesn't mean it meets the Design Guidelines.

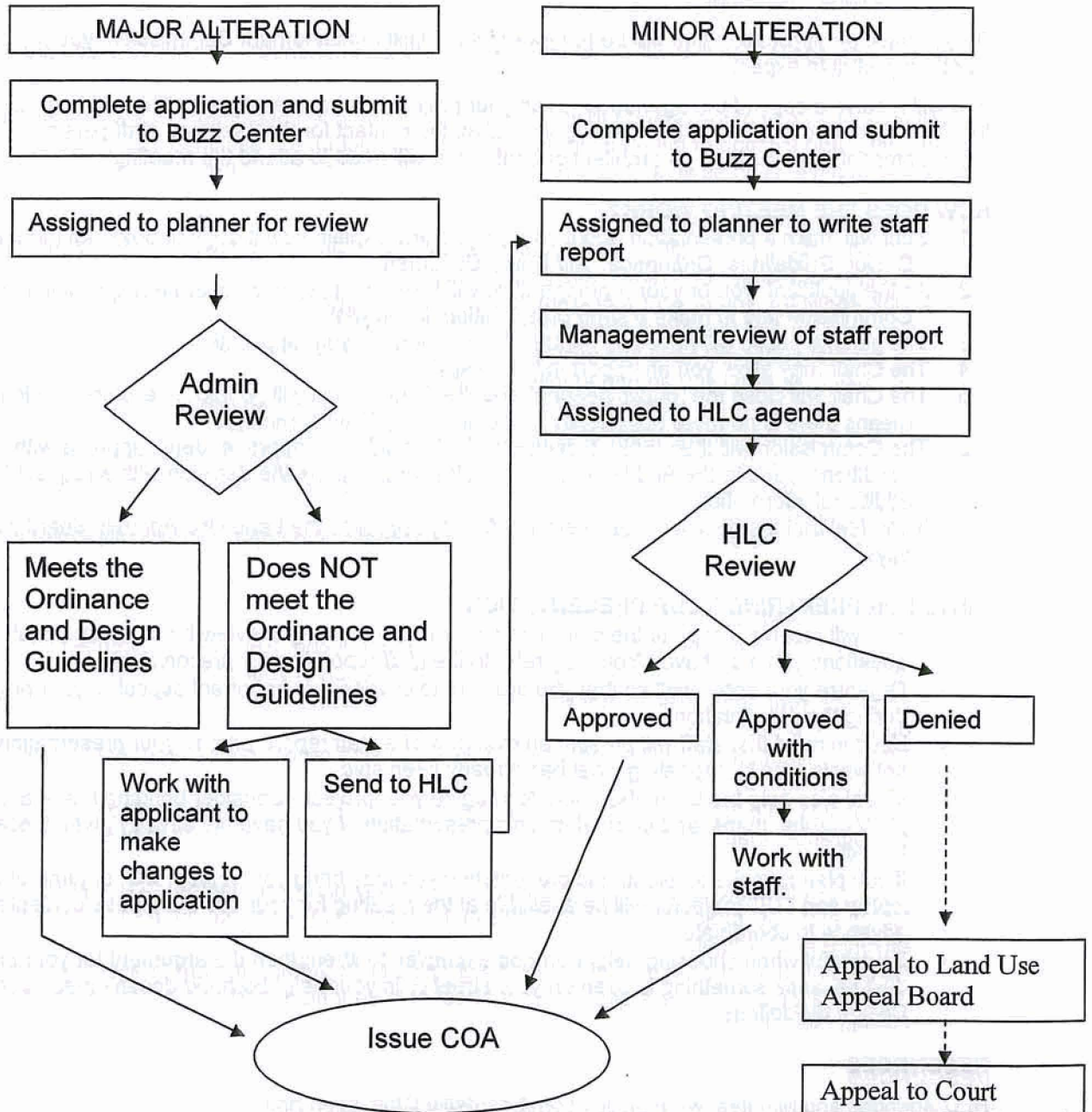
## RESOURCES

HLC Agendas and Minutes, [www.slcgov.com/boards/HLC/hlc-agen.htm](http://www.slcgov.com/boards/HLC/hlc-agen.htm)

HLC General Information, [www.slcgov.com/ced/hlc/](http://www.slcgov.com/ced/hlc/)

Historic Landmark Commission's "Local Preservation In Brief"

# CERTIFICATE OF APPROPRIATENESS (COA) PROCESS



# FINANCIAL INCENTIVES FOR PRESERVATION

## LOANS

**Utah Heritage Foundation Low Interest Loan**, [www.utahheritagefoundation.com](http://www.utahheritagefoundation.com)

Revolving Fund Loan Program provides property owners low-interest loans to restore and rehabilitate significant historical or architectural properties throughout the state.

**SLC's Business Revolving Loan Fund**, [www.ci.slc.ut.us/ED/sbi.htm](http://www.ci.slc.ut.us/ED/sbi.htm)

Low-interest loans available to businesses for: new and existing businesses, starting, maintaining, and growing any business, short and long term periods.

**Building Renovation Loan Program**, [www.slcrda.com/First/programs.htm](http://www.slcrda.com/First/programs.htm)

Low-interest loans to restore the façade of the building to its original appearance, to rehabilitate or convert upper floors of a commercial building to a residential use, to meet ADA Accessibility Requirements, to convert warehouse or commercial buildings to housing units, to upgrade structural components for earthquake stresses, and to bring major systems of the building into compliance with current codes.

**High Performance Building Renovation Loans**, [www.slcrda.com/First/programs.htm](http://www.slcrda.com/First/programs.htm)

Financing at 0% interest for renovating buildings that achieve a LEED certification level or an ENERGY STAR rating, depending on the building type. SLC Home Repair Program: [www.slcgov.com/ced/hand/new/pages/housing.htm](http://www.slcgov.com/ced/hand/new/pages/housing.htm)

**SLC First Time Home Buyers Program**, [www.slcgov.com/ced/hand/new/pages/housing.htm](http://www.slcgov.com/ced/hand/new/pages/housing.htm)

Interest rate as low as 3.00% fixed for 30 years.

**SLC Housing Trust Fund**, [www.slcgov.com/ced/hand/new/pages/housing.htm](http://www.slcgov.com/ced/hand/new/pages/housing.htm)

Provides assistance for affordable and special needs housing within the city.

**Housing Property Acquisition Loans**, [www.slcrda.com/First/programs.htm](http://www.slcrda.com/First/programs.htm)

Short-term loans are available to non-profit and for-profit developers who acquire property for mixed-income housing projects.

**Environmental Assessment and Remediation Loans**, [www.slcrda.com/First/programs.htm](http://www.slcrda.com/First/programs.htm)

The Redevelopment Agency provides loans at 3% interest for the assessment and remediation of environmentally contaminated properties.

## TAX INCENTIVES

**Federal Tax Credit for Rehab**, [http://history.utah.gov/historic\\_buildings/financial\\_assistance/index.html](http://history.utah.gov/historic_buildings/financial_assistance/index.html)

Twenty percent tax credit for income producing properties

**Historic Building Reimbursement Program**, [www.slcrda.com/First/programs.htm](http://www.slcrda.com/First/programs.htm)

Reimbursements up to 50% of the cost of renovating to a vanilla shell status.

**State Historic Preservation Tax Credit**

[http://history.utah.gov/historic\\_buildings/financial\\_assistance/state\\_tax\\_credit.html](http://history.utah.gov/historic_buildings/financial_assistance/state_tax_credit.html)

Twenty percent tax credit for owner occupied building or residential rentals.

Historic Landmark Commission's "Local Preservation In Brief"

**Utah Heritage Foundation Easement Program:** [www.utahheritagefoundation.com](http://www.utahheritagefoundation.com)

Legal agreement that requires an owner to protect a property but provides the owner with a tax incentive.

## GRANTS

**Neighborhood Matching Grant,** [www.slcgov.com/ced/hand/new/pages/grants.htm](http://www.slcgov.com/ced/hand/new/pages/grants.htm)

Provided to a neighborhood or group of neighbors for physical improvements to their neighborhood.

**National Trust Preservation Fund,** [www.preservationnation.org/resources/find-funding/npe05.pdf](http://www.preservationnation.org/resources/find-funding/npe05.pdf)

Assistance to nonprofit organizations, public agencies, for-profit companies, and individuals for preservation planning projects.

**Save America's Treasures** [www.saveameericastreasures.org/](http://www.saveameericastreasures.org/)

Available to Federal, state, local, and tribal government entities and non-profit organizations for preservation and/or conservation work on nationally significant intellectual and cultural artifacts and historic structures and sites.

**Certified Local Government**

Assistance available to Certified Local Government for preservation planning projects.

## LOW INCOME ASSISTANCE

**ASSIST Inc.,** [www.assistutah.org](http://www.assistutah.org)

A nonprofit Community Design Center founded in 1969. ASSIST provides architectural design, community planning and development assistance to nonprofit and community groups, and housing and accessibility design assistance to low income households or persons with disabilities.

## ENERGY EFFICIENCY

**Solar Credits,** <http://geology.utah.gov/SEP/incentives/rincentives.htm>  
state income tax credit for renewable energy systems

**Questar,** [Thermwise.com](http://Thermwise.com)

Appliance and weatherization rebates.

**Rocky Mountain Power,** [www.rockymountainpower.net](http://www.rockymountainpower.net)

Cash incentives for purchasing high efficiency appliances and equipment for your home.

**Energy Star Federal Tax Credits,** [www.energystar.gov/index.cfm?c=products.pr\\_tax\\_credits#2](http://www.energystar.gov/index.cfm?c=products.pr_tax_credits#2)

Federal tax credits for energy efficiency

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## Introduction

Though a relatively young city, Salt Lake City has been identifying and protecting its historic resources much longer than most communities in the West. Salt Lake City adopted its first local historic overlay ordinance in 1976. Since then, the City has established and continually improved an array of tools and programs aimed at protecting the buildings and landscapes from its past – from multiple surveys of historic resources in Salt Lake City's neighborhoods, to the establishment of six local historic districts and dozens of Landmark Sites, to design guidelines that direct the character of building projects in the historic districts, to the historic overlay ordinance itself, which has gone through revisions and updates since its original adoption.

The residents and officials of Salt Lake City also have cultivated a strong network of public and private partners focused on preserving reminders of the City's heritage, including the community councils, Utah Heritage Foundation, and the State Historic Preservation Office, plus an established base of City support for preservation located in the planning division.

Today, as Salt Lake City continues to grow in density and in geographic area, the City's older neighborhoods face increasing pressures for redevelopment and infill, presenting both challenges and opportunities. Many stakeholders have questioned the role historic preservation plan should play in a modern, growing city, which faces challenges like an expanding transit system that runs through older neighborhoods, and a new emphasis on green development and sustainability.

This preservation plan represents the City's first effort to think comprehensively about the role historic preservation plays throughout all of Salt Lake City. This plan is intended to be used to inform an array of future decisions, from amendments to master plans, to budget priorities, to site-specific development decisions. This plan will be the key strategic document that will guide preservation activity into the future and strengthen the already successful preservation efforts in Salt Lake City.

This chapter presents the following background and introduction to the rest of the plan document:

- Historic Preservation in Salt Lake City: A Background;
- An overview of the planning process behind the development of this plan; and
- An overview of this plan's contents.



*The State Capitol Building is a major landmark in the city. The successful preservation of the city's historic resources will require the joint and ongoing commitment of preservation and planning staff, as well as other City departments, the State Historic Preservation Office, Utah Heritage Foundation, and other preservation partners.*

## HISTORIC PRESERVATION IN SALT LAKE CITY: A BACKGROUND

In 1953, the Utah State Legislature passed the Historic District Act acknowledging the importance of the state's historic heritage. The Act declares that the counties, cities, and towns of the state possess the power to identify, preserve, protect, and enhance historic and prehistoric areas and sites lying within their jurisdictions (Section 11-18-1, Utah Code Annotated, 1953, as amended). In addition, these governmental entities are empowered to expend public funds for the purpose of identifying, preserving, protecting, and enhancing historic areas and sites.

Salt Lake City adopted a historic overlay ordinance in 1976 in response to grass-roots concerns about the loss of the City's historic buildings and heritage. These concerns were triggered by a number of demolitions of historic structures that occurred in the late 1950s-1960s, including the Salt Lake Theater and several mansions along South Temple Street, although some neighborhoods such as the Avenues and Capitol Hill had already begun to enjoy quiet reinvestment. The ordinance established the Historic Landmark Committee (Commission), and provided procedures for designating resources and reviewing development applications that affect historic properties. Three years later, in 1979, the first citywide preservation guidelines were adopted. The American Institute of Architects interdisciplinary Regional Urban Design Assistance Teams (R/UDAT) report conducted for the City in 1988 led to significant revisions to the zoning ordinance in 1995. Most notably, the revised ordinance contained stricter anti-demolition provisions and established the Historic Landmark Commission as an independent commission (it had previously been a committee of the Planning Commission). Four years later, the City Council adopted revised design guidelines – *Design Guidelines for Residential Historic Districts in Salt Lake City*. The revised ordinance and design guidelines both helped to strengthen the City's preservation efforts. Together, these elements constitute what this report refers to as the City's "historic preservation program," which is described in detail in the following section.



FIGURE 1: PRESERVATION POLICY TIMELINE

### Preservation Policy Timeline



## PRESERVATION PROGRAM HIGHLIGHTS 1976 - 2009

### PROPERTIES CURRENTLY PROTECTED BY THE HISTORIC PRESERVATION PROGRAM

Since the adoption of the preservation ordinance in 1976, the city has established six local historic districts and designated over 160 sites as local Landmark Sites. The size of the preservation program and number of designated properties means that city planning staff review a high volume of applications for certificate of appropriateness (COA) applications each year. Over the past five years, staff has reviewed an average of 240 COAs each year, totaling over 1,200 applications.

### A NATIONALLY RECOGNIZED PRESERVATION PROGRAM

Salt Lake has a nationally recognized preservation program. In 2007, the American Planning Association named South Temple one of America's "10 Great Streets" and the White House recognized Salt Lake City as a "Preserve America" community in 2006.

### A SAMPLING OF SIGNATURE PROJECTS

#### City and County Building (1891)

Significance: Richardsonian Romanesque architecture. Intricately linked to numerous events in state history – for more information visit: [www.slcgov.com/info/ccbuilding/ccbuilding.htm#making\\_arch\\_land](http://www.slcgov.com/info/ccbuilding/ccbuilding.htm#making_arch_land)

Restored: 1986-1989. Over \$31 million in total construction costs and furnishings to restore the building including exterior cleaning, seismic retrofitting, and restoration work to the tiling, marble, painting and other interior details.

#### Trolley Square (1908)

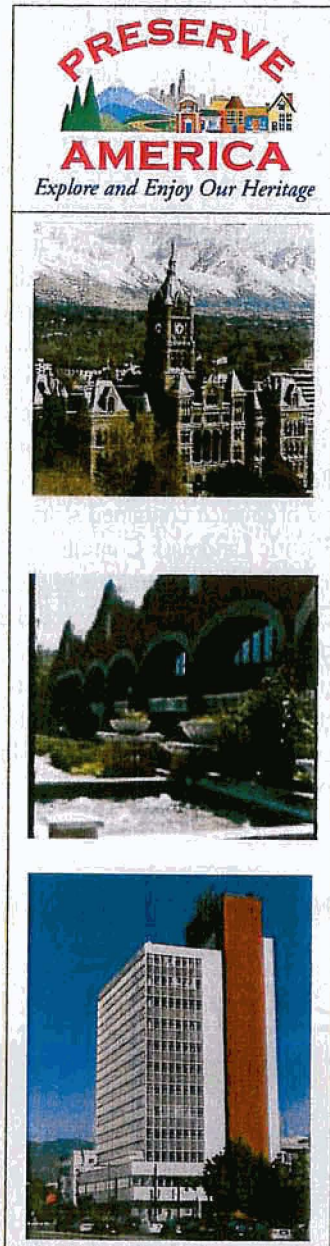
Significance: 1900s electric trolley garage.

Restored: Early 1970s. Remains a nationally noted example of adaptive reuse of historic structures. Trolley Square is in the midst of another renovation aimed at enhancing the relationship of the historic structures to the surrounding Central City Historic District through expanded retail space and parking.

#### First Security Bank (1955)

Significance: Utah's first modern building, one of the finest examples of internationally-influenced architecture in the state.

Restored: 2004. Restoration generated \$2.3 million in historic rehabilitation credits and \$1.23 million in new market tax credits. Received a preservation award from Utah Heritage Foundation and the National Preservation Honor Award from the National Trust for Historic Preservation in 2006.



## OBJECTIVES OF THIS PLAN

In 2004, the City completed a review of the historic preservation program and decided to prepare a preservation plan to set a unified citywide strategy for preservation activity. The preservation plan, in addition to charting the course for the future, is also intended to address a variety of issues raised by stakeholders during interviews conducted at the start of this project. These issues are summarized below in the following three general topic areas:

- Planning and Outreach;
- Historic Resource Inventories and Surveys; and
- Regulations and Incentives.

## PLANNING AND OUTREACH

---

### ESTABLISH LONG-TERM VISION AND STRATEGY FOR PRESERVATION PLANNING

Many stakeholders noted the lack of formally established goals and priorities for historic preservation in Salt Lake City, which they felt has resulted in a preservation program that, to some observers, focuses heavily on already-designated properties and districts and does not adequately articulate a "big picture" vision for historic preservation in Salt Lake City. This plan addresses this concern by presenting a clearly defined vision and goals for how preservation interacts with and supports other City goals and activities, including those related to neighborhoods, economic development, transit, and growth.

### IMPROVE COORDINATION BETWEEN HISTORIC PRESERVATION AND OTHER CITY PLANS, POLICIES, AND REGULATIONS

The City's planning structure, which emphasizes master planning at the subarea level, has resulted in individual plans that are strongly tailored to neighborhood interests. A concern, however, is that the City's patchwork quilt of master plans does not necessarily allow for easy coordination between competing City policy goals, or for the development of uniform policies across all areas of the City. To some observers, there have been missed opportunities for collaboration between preservation and other City interests, and sometimes preservation interests have been pitted unnecessarily against other worthwhile City goals like economic development and affordable housing.

This preservation plan identifies these planning and policy overlaps and establishes a strategy for resolving inconsistencies and incompatibilities and improving interdepartmental coordination. It also sets priorities for the historic preservation program so that they can be weighed and balanced against other goals and objectives of the City (e.g., increased transit ridership, affordable housing, and redevelopment). The citywide plan will ensure that historic preservation goals can be consistently applied throughout the City, resulting in better protection and a higher level of consistency and predictability.

## **EXPAND EDUCATION AND OUTREACH**

The City currently conducts only limited education and outreach as part of its historic preservation program. This plan identifies additional education and outreach programs that should be offered by the City over time to improve understanding and user-friendliness of historic preservation.

## **HISTORIC RESOURCE INVENTORIES AND SURVEYS**

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### **DEVELOP A STRATEGY FOR FUTURE HISTORIC RESOURCE SURVEYS**

Historic resource surveys are a vital tool for informing the community about the types of historic properties that exist and the extent to which such properties maintain their historic integrity. City officials have acknowledged that most survey work has occurred sporadically and been completed in a reactionary, rather than proactive and strategic, manner. In response to the 2004 City Council-led review of the historic preservation program, the City is undertaking new re-surveys to update the information for existing districts. This historic preservation plan builds on this work by providing additional direction about survey and resurvey priorities for the future.



*A resurvey of the Avenues was completed in 2008.*

### **IMPROVE THE UNDERSTANDING OF SALT LAKE CITY'S HISTORIC CONTEXT**

The significance of a historic resource today is influenced by the period in which it was established and the role the resource has played in the community over time. Understanding the context in which a particular neighborhood, building, structure, or object was established helps to define the significance of that resource today. In Salt Lake City, past surveys and historic nomination documents have only provided an introductory level of information on the historic contexts of the resources being preserved.

### **BROADEN THE FOCUS OF HISTORIC PRESERVATION**

Historic preservation in Salt Lake City traditionally has focused on historic districts developed prior to WWII, as well as various architecturally significant individual Landmark Sites. This plan calls for the City to broaden this focus to include thematically related historic resources, as well as those from the recent past.

## **REGULATIONS AND INCENTIVES**

---

### **ADOPT A WIDER RANGE OF PRESERVATION TOOLS**

The City's preservation regulations consist primarily of the historic overlay ordinance and the residential district design guidelines, which apply only to locally designated Landmark Sites and locally designated historic districts. While these are working generally well, there is a need for a broader range of tools to complement the existing ordinance and guidelines. This plan proposes that the City expand the regulatory tools available for preserving history and

character in the City. Specific tools suggested are conservation districts and transfer of development rights programs, among others.

### **ADDRESS CONCERNS WITH THE DEMOLITION PROVISIONS OF THE ORDINANCE**

Current demolition provisions of the historic overlay ordinance, including the economic hardship process, are seen as not providing applicants with clear and understandable direction. This plan calls for the further evaluation and improvement of the demolition provisions in addition to the work currently underway by staff. It also addresses numerous conditions that contribute to demolitions, such as incompatible underlying zoning.

### **EVALUATE PROGRAM ADMINISTRATION AND STAFFING NEEDS**

The procedures for review and approval of development applications involving historic properties are not clear to the general public, and perceived problems with development review have led some individuals and companies to avoid projects that would involve a local Landmark Site or property within a historic district. This plan suggests strategies to ensure that program administration offers a level playing field and high degree of transparency to property owners and residents through additional resources to make navigating the process easier, while at the same time allowing an appropriate level of flexibility and creativity.

### **CONSIDER A WIDER RANGE OF INCENTIVES TO ACHIEVE PRESERVATION OBJECTIVES**

Incentives, such as the state and federal tax incentives for the qualifying rehabilitation of historic properties and Utah Heritage Foundation's revolving loan fund, are valuable tools for preservation. This plan calls for additional incentives – both financial and other – to encourage the preservation of historic properties.



*The Historic Landmark Commission is the key decision-making body for the historic preservation program of the city.*

## **THE PLANNING PROCESS**

This plan was developed through an interactive process that involved and incorporated feedback from a variety of groups. In addition to constant and close communication with planning staff of the Planning Division, public participation in the planning process included the following:

### **HISTORIC LANDMARK COMMISSION**

Regular meetings were held with the Historic Landmark Commission charged with oversight of the planning process to receive their feedback and direction.

### **CITIZEN ADVISORY COMMITTEE**

A 17-member Citizen Advisory Committee included citizens representing a range of backgrounds, interests, and geographic areas of the City, including preservation architects, historians, and property owners. This volunteer group

met regularly during the process to provide feedback on the content of this plan as it was developed.

## **PUBLIC WORKSHOPS**

Three public workshops and one open house were held throughout the plan's development. These were held at the beginning, middle, and end of the process to offer opportunities for the community to define what they would like to see the plan address, help shape the goals and policies for the plan, and then to provide feedback on the draft plan prior to adoption.

## **CITY WEBSITE**

A dedicated page on the City's website, with a presence on the main page, served as a primary method of making plan work products and announcements available to the public for their review. The website also provided a means to submit questions and comments to staff.

## **ADDITIONAL OUTREACH ACTIVITIES**

The planning process also employed a number of additional outreach methods at various times throughout the planning process, including interviews with key preservation stakeholders and City elected officials, surveys widely distributed through the community councils, an ongoing online survey, presentations by staff to various groups, a public service announcement (PSA) on SLCTV, and posters at various locations to advertise the effort was underway and how to find additional information.

## **PLAN OVERVIEW**

Following this introduction, this plan contains the following chapters and appendices:

### **2: A VISION FOR HISTORIC PRESERVATION IN SALT LAKE CITY**

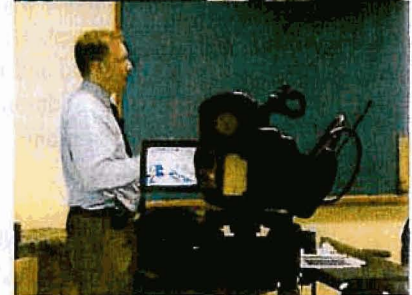
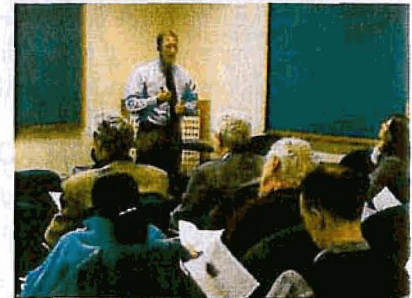
This chapter contains the five-theme vision statement for historic preservation activity in the City. These themes serve as the basis for the rest of the content and recommendations of the plan.

### **3: FOSTER A UNIFIED CITY COMMITMENT TO PRESERVATION**

This chapter presents an overview of the conditions and dynamics of preservation planning, including a review of the geographic and programmatic overlaps that exist between preservation and other departments and planning activities of the City. The chapter establishes goals and policies for how the City can practice a unified City approach to preservation.

### **4: ADOPT A COMPREHENSIVE PRESERVATION TOOLBOX**

This chapter discusses the tools and incentives currently used in the City and presents numerous recommendations for improvements and additions to



*Final workshop.*



*Three workshop and open house events were held during the course of the planning process to garner public input.*

broaden the regulatory tools and incentives available to support historic preservation.

#### **5: ADMINISTER A CLEAR, CONVENIENT, AND CONSISTENT HISTORIC PRESERVATION PROGRAM**

This chapter provides an overview of how the preservation program is administered and recommends ways to improve information sharing, staffing levels, and outreach methods to improve overall user-friendliness and efficiency of the program.

#### **6: IMPROVE EDUCATION AND OUTREACH**

This chapter reviews current outreach approaches used to support preservation by the City and its preservation partners, and identifies additional recommendations to further appreciation and understanding of historic resources.

#### **7: SUPPORT A SUSTAINABLE CITY**

This chapter highlights ways in which preservation can help further community sustainability in the areas of environment, economy, parks and landscape, transportation, and housing.

#### **8: IMPLEMENTATION ACTION PLAN**

This chapter summarizes the actions identified in each of the preceding chapters of the historic preservation plan, and identifies priorities, responsible parties, and potential funding sources for their implementation.

#### **APPENDIX A: HISTORIC DISTRICTS AND SITES FIELD ANALYSIS**

This appendix summarizes the consulting team's field analysis of existing historic districts and potential historic areas where new historic resources surveys are recommended.

#### **APPENDIX B: CITY PLANS AND POLICIES FOR HISTORIC PRESERVATION**

This appendix summarizes various adopted City plans and policies that relate to historic preservation.

# A Vision for Historic Preservation in Salt Lake City

While the City has administered a historic preservation program for more than 30 years, this preservation plan presents the first opportunity to formally define a vision for the program and set long-term, citywide goals and objectives to guide specific actions and decisions.

This chapter summarizes the overall vision for historic preservation in Salt Lake City. This vision statement was developed through an ongoing, collaborative process in which the Historic Landmark Commission, the Citizen Advisory Committee, and City residents all discussed the role they want historic preservation to play in the future life of the City. The vision provides strategic guidance regarding how the City should maintain, strengthen, and expand its preservation activities in a manner that is consistent with other City objectives, in order to identify and maximize mutual benefits.

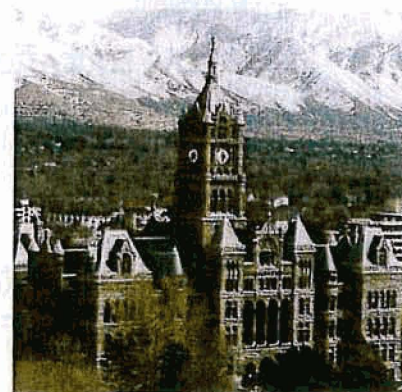
This vision is expressed through five themes:

1. Foster a Unified City Commitment to Preservation.
2. Develop a Complete Preservation Toolbox.
3. Administer a Convenient and Consistent Historic Preservation Program.
4. Improve Education and Outreach.
5. Support a Sustainable City.

Each of these themes are described below. Following this brief overview, chapters 3 through 7 provide additional background and detail for each theme, and include goals, policies, and actions designed to achieve the vision.

## THEME I: FOSTER A UNIFIED CITY COMMITMENT TO PRESERVATION.

Salt Lake City builds upon its past historic preservation achievements by continuing to make historic preservation an important City priority. Historic preservation is recognized as a key component of the future growth, economy, character, and appeal of the City and its neighborhoods. Historic preservation goals are consistent and compatible with larger City land use and economic development goals. Historic preservation is integrated into the City's governance culture. All City departments, agencies, boards, and commissions collaborate with historic preservation program staff, communicating their plans and objectives with the aim of seeking potential mutual benefits from each project and investment. City officials lead the charge, fostering a team atmosphere in which each department actively supports preservation and all staff, administrators, and board members and commissioners receive the



*The City and County Building.*

necessary training. Goals, plans, and policies of the City are aligned, eliminating potential conflicts and forging a unified direction. Collaboration extends to community organizations and business and special interest groups, with which the historic preservation program will enjoy a high degree of trust and communication.

## THEME 2: DEVELOP A COMPREHENSIVE PRESERVATION TOOLBOX.

Salt Lake City has an impressive depth and range of historic resources. The historic preservation program develops and pursues a clear strategy for identifying and protecting a wide range of important resources, including not only older historic districts and Landmark Sites, but also signature resources from the recent past. Also, because preservation has as much to do with preserving the unique character of a place as it does with preserving sites and buildings themselves, the City develops a range of new tools to safeguard the predominant character of established neighborhoods as development and infill take place.

## THEME 3: ADMINISTER A CONVENIENT AND CONSISTENT HISTORIC PRESERVATION PROGRAM.

Clear and efficient administrative procedures, convenient resources and access to staff, and consistent information on and application of the rules are crucial components to a successful historic preservation program. With the continuous support of the City, and working with other departments where appropriate, the Planning Division develops the written information resources, streamlined processes, and staffing to administer the program in a clear and timely fashion. The policies of the Historic Preservation Plan establish the short-term and long-term goals and priorities for the program to assist both staff and decision-makers with their respective roles in achieving this component of the vision. In addition, the City will consistently enforce requirements in historic districts to reinforce necessary property owner's participation with the historic preservation program.

### 6.0 ARCHITECTURAL DETAILS

**Purpose:**  
Architectural details help establish a house, building's character and structure. This help should be preserved whenever possible. If architectural details are damaged beyond repair their replacement, matching the original detailing, is recommended.

#### Background

Architectural details play several roles in defining the character of a house or structure; they add visual interest, define certain building styles and types, and often show some superior craftsmanship and architectural design. Details such as window heads, hoodmold and lintels, which separate and finish off the openings in a building, are particularly important.

#### Treatment of Architectural Features

Preserving original architectural details is crucial to the integrity of the building and its context. When replacement is required, use should mirror the original as closely as possible. If the original is missing, use should be a reproduction in replacement materials that match the original as closely as possible. If the original is missing, use should be a reproduction in replacement materials that match the original as closely as possible.

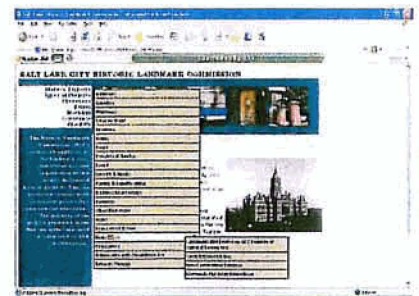


Primary importance should be given to the preservation of original architectural details.



Architectural details are an important part of a building's character and should be preserved whenever possible.

*Expanding the range of preservation tools, including new design guidelines, is a key priority of this plan.*



*The Historic Landmark Commission website is currently the primary non-staff method of distributing information and applications for historic preservation.*

## THEME 4: IMPROVE EDUCATION AND OUTREACH.

The City clearly and consistently conveys the message that historic preservation is valued in Salt Lake City. Planning staff works with other City department staff, the Historic Landmark Commission, and other preservation partners to communicate that message. The City and its preservation partners take up the important charge of promoting preservation, creating a wide range of educational materials to increase community pride and awareness of the City's history and how that history relates to the built environment. Residents and visitors are able to easily access information on the rich history of Salt Lake City through a variety of interactive means including the internet, printed materials, interpretive signage, walking tours, videos and other media as appropriate.

## THEME 5: SUPPORT A SUSTAINABLE CITY.

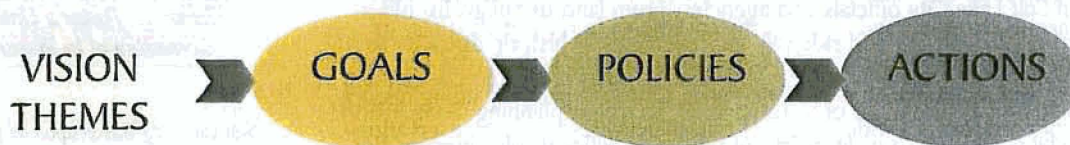
The City practices historic preservation with an eye towards the future. Preservation is a key tool for achieving the City's goals for economic, environmental, and community sustainability. Historic preservation involves the use and reuse of existing structures, which translates into lower environmental impacts. The City recognizes these environmental benefits of historic preservation and commits to educate about how preservation is green as well as investigate the possibilities of using green building materials, environmentally-responsible landscaping, energy efficiency, and renewable energy generation within historic neighborhoods. The incorporation of green building practices is encouraged whenever they are compatible with best historic preservation practices.



*The National Trust for Historic Preservation's sustainability initiative is an excellent resource for emerging research and practices in the area of historic preservation and community sustainability.*

## TURNING A VISION INTO ACTIONS

The five themes of the vision serve as the foundation upon which this plan is built. Each theme contains goals, policies, and actions that spell out in greater detail how the City will achieve the theme and ultimately the broader vision for historic preservation.



### VISION THEMES

The vision is a general statement that describes the desired future for preservation in the City. In this plan, the vision is divided into five themes that collectively convey the vision for the preservation program by describing how different aspects of preservation will function in the future.

### GOALS

Goals provide general direction to help guide the City's decisions about public and private investment and development, partnership and coordination arrangements, activities, and education and outreach to achieve this vision. Goals are supported by more specific policy statements.

### POLICIES

Policies are the course of action to achieve the goals. The policies provide guidance for daily decisions to support the implementation of the plan, its vision and goals. It is ultimately the decision-makers' responsibility to weigh and balance seemingly divergent aims of the City (such as redevelopment and preservation) to set an appropriate direction for the City.

### ACTIONS

Actions are the specific steps that the City and others must take to implement the goals and policies of the preservation plan.

## Foster a Unified City Commitment to Preservation

Historic preservation issues arise every day in the actions and decisions of a variety of Salt Lake City officials and agencies. From land use plans for older neighborhoods, to street and sidewalk improvements in historic districts, to redevelopment projects involving up-and-coming historic commercial centers, to planning and maintenance of historic parks, to transit planning along historic commercial corridors – a wide variety of official activities involve preservation-related issues in some way. Yet, the plans, policies, and regulations that direct official City activity in each of these areas often are silent regarding preservation, leading to scores of instances every year where preservation interests must be balanced with other important City goals without the benefit of careful advanced planning. All too often, inconsistencies within City plans and policies set up unnecessary conflicts between preservation and other worthwhile City objectives. To some observers, it is unclear how preservation of the past can assist in building a stronger future.

A unified and supportive City commitment to historic preservation is necessary to successfully achieve the objectives of this plan now and in the future. Implementation of this plan will be achieved through many types of changes, including planning, regulations, funding decisions, and day-to-day policy and other decisions across the whole City government. A citywide preservation ethic can be achieved by conveying a clear and consistent message of historic preservation's objectives, opportunities, and benefits to all City officials, departments and agencies. A shared understanding and treatment of preservation across City departments and agencies will be needed to pursue the vision expressed in Theme 1.

The topics covered in this chapter include:

- Citywide Planning
- Interdepartmental Coordination; and
- A Shared Understanding of Preservation's Benefits.

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### *Theme 1: Foster a Unified City Commitment to Preservation*

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Salt Lake City builds upon its past historic preservation achievements by continuing to make historic preservation an important city priority. Historic preservation is recognized as a key component of the future growth, economy, character, and appeal of the city and its neighborhoods. Historic preservation goals are consistent and compatible with larger city land use and economic development goals. Historic preservation is integrated into the city's governance culture. All city departments, agencies, boards, and commissions collaborate with historic preservation program staff, communicating their plans and objectives with the aim of seeking potential mutual benefits from each project and investment. City officials lead the charge, fostering a team atmosphere in which each department actively supports preservation and all staff, administrators, and board members and commissioners receive the necessary training. Goals, plans, and policies of the city are aligned, eliminating potential conflicts and forging a unified direction. Collaboration extends to community organizations and business and special interest groups, with which the historic preservation program will enjoy a high degree of trust and communication.

## CITYWIDE PLANNING

### OVERVIEW

While the bulk of Salt Lake's day-to-day preservation activity occurs within the local historic districts, preservation planning has a citywide perspective, owing to the wide distribution of Landmark Sites and also the perpetual, citywide cycle of survey and designation of additional historic properties. The recognition of this citywide scope was a fundamental motivator behind the City's decision to create a citywide preservation plan. An important function of this plan is to illustrate the best means for citywide coordination between the actions and planning activities of the City's various departments, agencies, and partners as they relate to preservation.

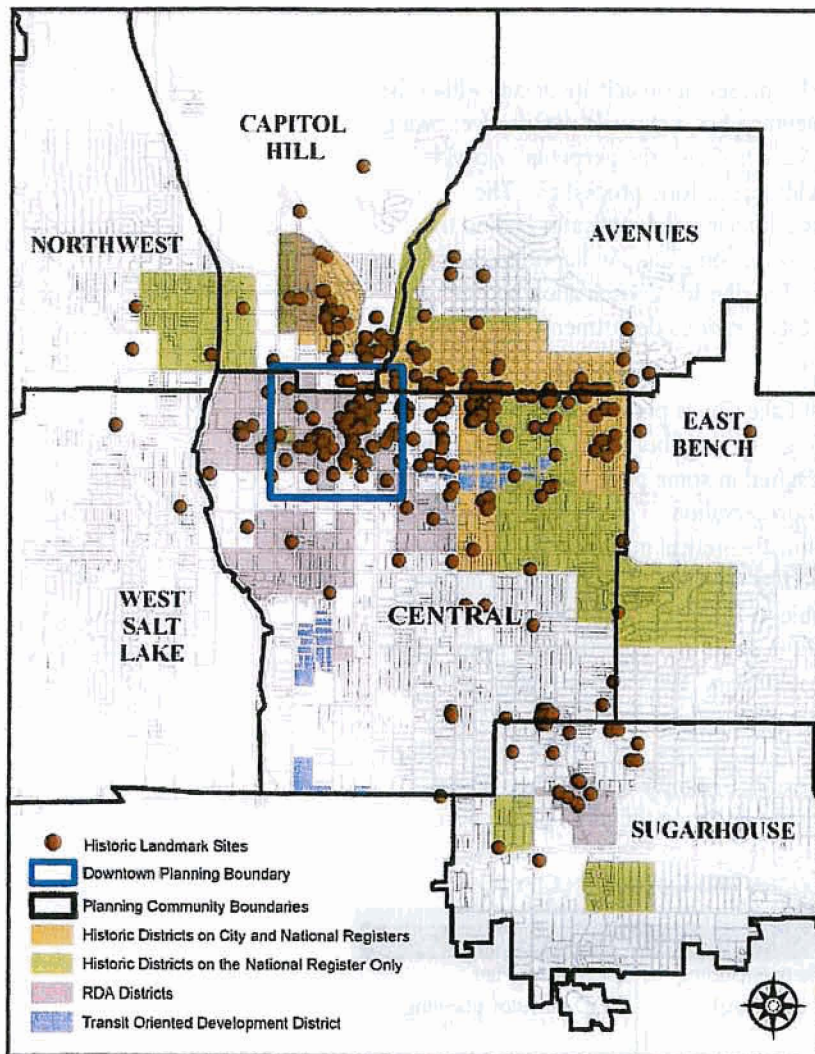
The fact that land use planning in Salt Lake City is performed by numerous entities and for several geographies (e.g., by neighborhood, or by functional areas such as transit corridors) has resulted in some plans and policies that are inconsistent with and unresponsive of preservation. For example, existing zoning designations in some cases allow theoretical maximum densities for an historic site that could only be achieved by replacing the designated historic resource. This is somewhat attributable to the fact that, prior to this plan, the City did not have a clear statement of the goals and objectives for preservation with which other plans and policies could align. With a preservation plan now in place, the City will be able to pursue plan updates to identify and rectify problems, such as inappropriate future land use designations for contributing historic structures. It will also be necessary to simply update plans where overlaps with historic preservation exist to integrate the ideas of this plan.

TABLE 1: EXAMPLES OF PLANNING GEOGRAPHIES COVERED IN CITY PLANS

Citywide	Planning Communities	Specialized Geographies
Housing Plan Urban Design Element Transportation Plan Open Space Plan Parks and Recreation Plan	Master Plans (including land use plans)	Downtown Plan TOD corridor planning

In particular, master plans provide perhaps the greatest opportunity to ensure that future Salt Lake planning addresses preservation-related issues on a consistent basis. Master planning in the City is conducted in each of eight planning communities, rather than citywide. There is little relationship between master plan boundaries and local historic district boundaries.

FIGURE 2: LOCATION OF HISTORIC DISTRICTS BY CITY PLANNING COMMUNITIES



Source: Salt Lake City Planning Division GIS, 2009

There are at least two key areas in each master plan in which the City has an opportunity to define more precisely its overall preservation objectives: (1) the setting of goals and priorities for the planning community, which includes a section on historic preservation, and (2) the future land use map.

- Preservation Goals:** Prior to this planning effort, preservation goals were defined within individual master plans for the eight planning communities. There is a high degree of variability in how each of these plans has addressed historic resources within its boundaries, and preservation issues generally. (See Table I in Appendix B.) While this plan now establishes a citywide vision and goals, how these are

integrated and interpreted through the individual master plans remains an extremely important function for the successful implementation of this plan.

- **Future Land Use Maps:** The master plans each include a future land use plan map, which is intended to direct changes in use and intensity over time. These maps therefore have a huge influence on the City's ability to preserve historic structures and sites. These maps are a blueprint to property owners and development entities as to what development potential to expect for their property in the future. Future land use maps that accurately reflect and convey the presence of historic resources in the land use patterns they establish are critical to the long-term viability of historic resources.

## GOALS, POLICIES, AND ACTIONS

**Goal 1.1: Ensure consistency between the Historic Preservation Plan and all other adopted City plans.**

*Policy 1.1a: Update Community Master Plans to reflect the goals and policies in the Historic Preservation Plan, as they relate to the specific community.*

### **ACTION 1: MASTER PLAN ASSESSMENT**

Review all Community Master Plans for consistency with the Historic Preservation Plan. Establish and update priorities based on degree of compliance with the goals and policies of the Historic Preservation Plan. First priority should be given to updating those plans that have already been identified as having elements that conflict with the Historic Preservation Plan, including the Central City Historic District. Plan updates should identify and address inconsistencies in both the future land use map and also the text. Text changes alone will not be sufficient.

### **ACTION 2: DEVELOP PRESERVATION ISSUES LIST FOR COMMUNITY MASTER PLANS**

Establish a list of preservation-related issues that all Community Master Plans should address, if applicable to their area, to provide guidance and consistency as the plans are updated. This list should not only address existing and proposed historic resources, but also how such resources relate to the surrounding physical context, such as nearby landscapes, parks, commercial areas, and transit lines and station areas.

### **ACTION 3: ESTABLISH ANNUAL PRIORITIES AND PURSUE FUNDING**

Pursue budget funding to update master plans. While budgeting priorities will reflect many factors, emphasis should be placed on updating those plans that are least consistent with the preservation plan. The Planning Division should coordinate regularly with community councils in determining budgeting priorities, especially regarding council-initiated projects that may impact plan updates.

***Policy 1.1b: Update other adopted City plans to ensure compatibility with the goals and policies of the Historic Preservation Plan.***

**ACTION I: CITYWIDE PLAN ASSESSMENT**

Review all adopted citywide plans for consistency with the Historic Preservation Plan. Such plans should include, at a minimum: survey and nomination priorities, identification of and objectives for planning overlaps such as transit stations, redevelopment projects, or sites for adaptive reuse and economic development.

## INTERDEPARTMENTAL COORDINATION

### OVERVIEW

There are numerous overlaps between preservation activities and the actions and interests of other City departments and agencies. These exist most notably between preservation and Economic Development, Housing and Neighborhood Development (HAND), Public Services, the Salt Lake City Redevelopment Agency (RDA), and the planning and implementation activities for Trax light rail service. In some cases these overlaps are confined to a specific geography or project, while in others the overlaps are both dispersed and perpetual.

Despite these overlaps, the level of coordination has not always been as strong as it could be. Sometimes, a lack of coordination has resulted in project delays, loss of good will, and negative public sentiment. The City has much to gain in aligning its policies and actions to express a unified mission to its residents and avoid unnecessary financial costs. The sections below describe the degree of overlap with each and highlight some of the potential benefits of collaboration.

**TABLE 1: DEPARTMENT ACTIVITY OVERLAPS WITH HISTORIC DISTRICTS**

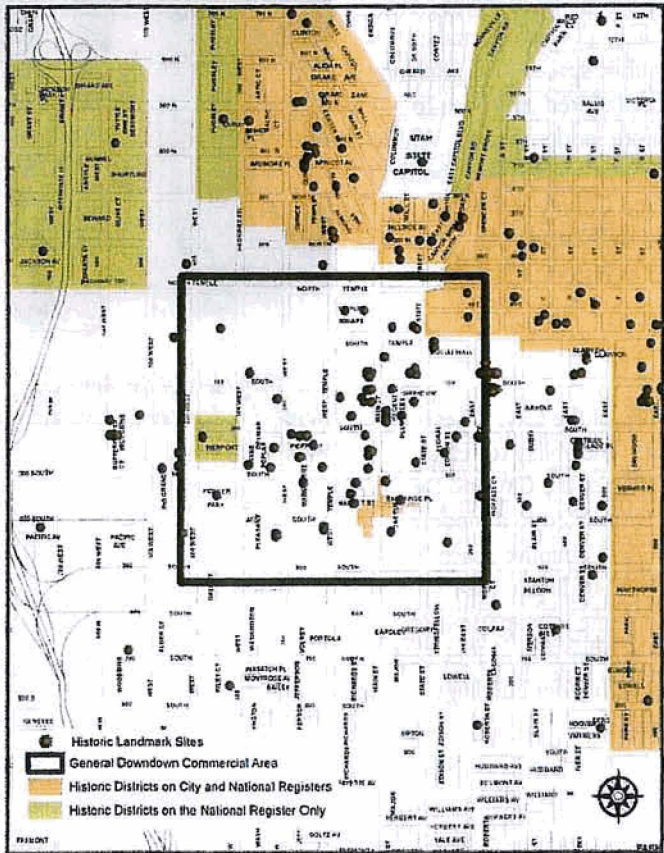
Historic District	Planning Communities	Other Geographies
<b>Local Historic Districts</b>		DT, TOD, RDA
South Temple	Central and Avenues	
The Avenues	Avenues	
Exchange Place	Central	Downtown
Capitol Hill	Capitol Hill	RDA
Central City	Central	TOD line and station
University	Central	TOD
<b>National Register Districts</b>		
The Avenues Extension	Avenues	
City Creek Canyon	Avenues and Capitol Hill	
Westside Warehouse	Central	Downtown, RDA
Gilmer Park	Central	
Eastside (Bryant & Bennion-Douglas)	Central	TOD line and station
Highland Park	Sugarhouse	

Historic District	Planning Communities	Other Geographies
Northwest	Northwest and Capitol Hill	TOD line and station
Capitol Hill Extension	Capitol Hill	
Yalecrest	East Bench	

**ECONOMIC DEVELOPMENT**

Economic development and preservation are more often than not mutually supportive interests. Economic development in Salt Lake City can be supported by preservation through additional housing and commercial activity in historic structures, the integration of neighborhood commercial in historic neighborhoods, offering a downtown that highlights the past as well as the future to create a unique destination, and through increased tourism to the City. This overlap is most pronounced in the downtown. Rich in historic resources -- including the local historic district Exchange Place, numerous Landmark Sites (and many not yet designated), and historic landscapes -- the City's downtown is a wonderful opportunity to highlight the City's rich history as the City builds its own unique downtown fabric.

**FIGURE 3: LOCATION OF LOCAL HISTORIC DISTRICTS AND CENTRAL BUSINESS DISTRICT**



Source: Salt Lake City Planning Division GIS, 2009

## HOUSING AND NEIGHBORHOOD DEVELOPMENT

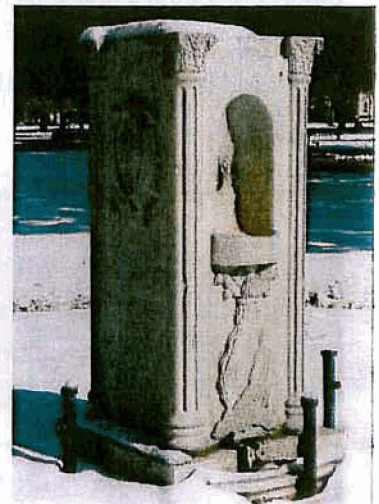
The majority of historic districts in the City, both local and national, are residential neighborhoods. Those in local historic districts or listed as Landmark Sites are subject to additional regulations and review through the Historic Landmark Commission for various projects and improvements. Since historic preservation typically increases property values, the long-term viability of these neighborhoods will depend on their ability to achieve a range of size and price in the housing stock to meet a variety of needs, including those of families, the elderly, and single people. The Housing and Neighborhood Development Division works in CDBG-eligible areas to address housing needs of the workforce and seniors. Its various programs offer opportunities to partner with the historic preservation program to address home maintenance and multi-family housing needs in local historic districts and in Landmark Sites.

## PUBLIC SERVICES

Landscapes, streetscapes, and parks all contribute greatly to the aesthetics and human appeal of the City. Man-made elements such as historic park plazas, as well as natural features like street trees, can contribute greatly to the character of the surrounding area. In historic parks, major focal points often include old trees, as well as historic accessory buildings and features, all of which make these older parks stand apart from newer parks and public spaces. Maintaining and repairing these historic landscapes requires a more tailored approach to materials and design than typically is appropriate in more modern areas. While some historic landscapes already are protected as Landmark Sites (like Liberty Park or Washington Square associated with the City and County building), clearer guidance is needed on how to treat all historic landscapes. An expanded view of which landscapes should be treated as historic will help streamline the management of these landscapes.

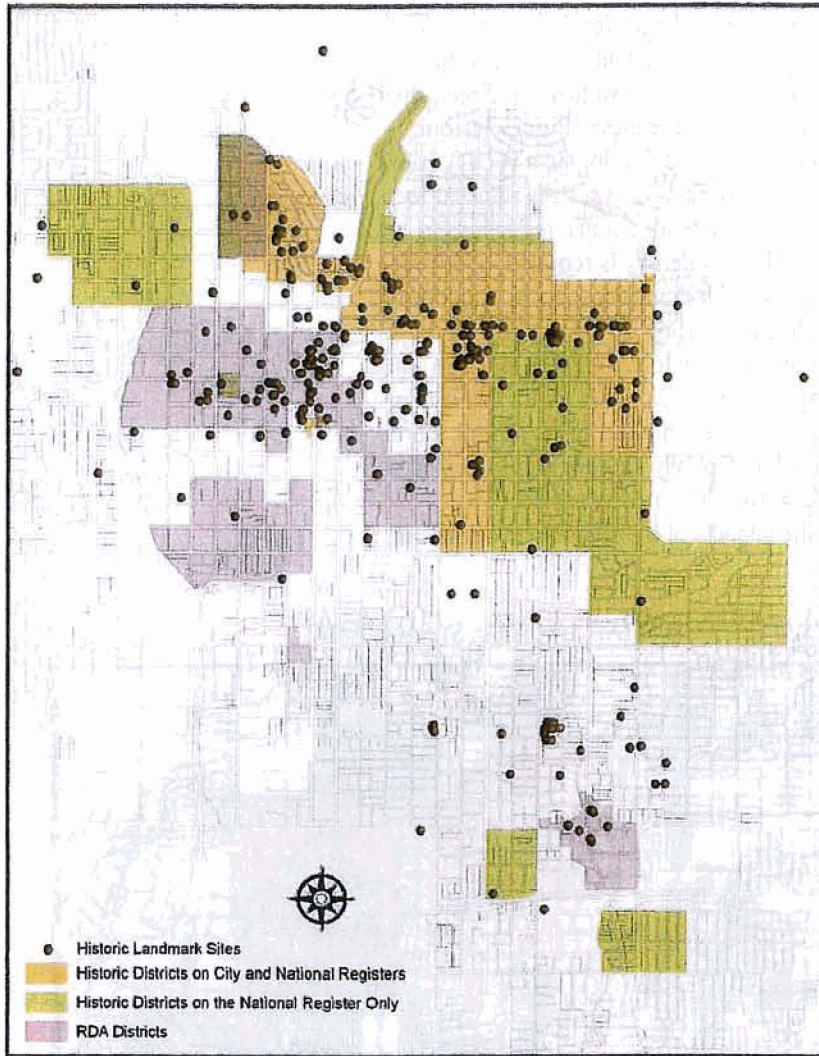
## REDEVELOPMENT AGENCY

Preservation, by definition, occurs in the oldest portions of the City. These areas are also often viewed as sites for redevelopment. The ability to retain structures is largely related to both the preservation ethic of the City and the degree of difficulty associated with developing projects oriented to a modern business and lifestyle setting in an older structure. Modern adaptive reuse demands can include the reuse of upper floors of an old building in the downtown for residences or the division of a large old home into apartments. Facilitating adaptive reuse of structures and providing guidance as to how best to integrate newer (often higher-density) development with older buildings regardless of use will help promote more adaptive reuse.



*The Daughters of the American Revolution fountain is a protected feature of Liberty Park.*

FIGURE 4: LOCATION OF LOCAL HISTORIC DISTRICTS RELATIVE TO RDA PROJECT AREAS

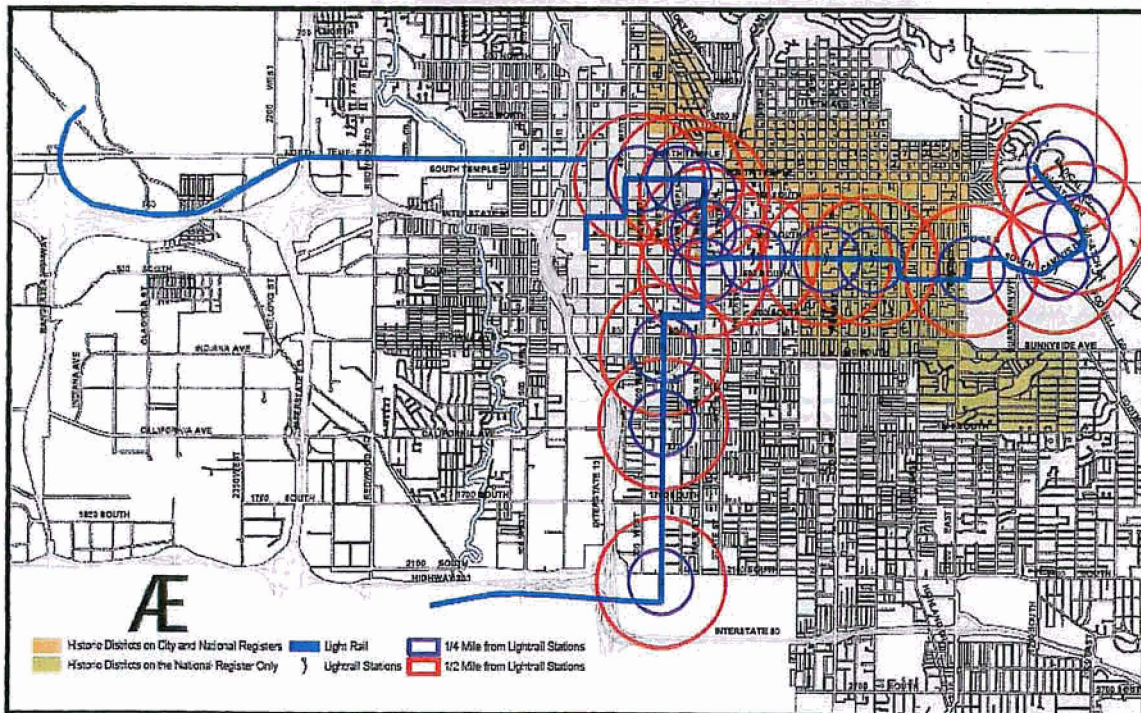


Source: Salt Lake City Planning Division GIS, 2009

## LIGHT RAIL TRANSIT SERVICE

Light rail service in the City is a great asset and a large step forward to achieving a sustainable transportation system. The rail line connects major destinations in the City including the University, the Downtown, and municipal buildings. In so doing, the rail line and station areas move through historic districts and past Landmark Sites. Transit-oriented development (TOD) calls for higher levels of density along transit corridors, and especially adjacent to transit stops, to ensure ridership achieves the intended traffic reductions to make the project worthwhile. Where additional density is required in historic districts or near historic structures, new tools and practices can be employed to facilitate achieving net density goals while minimizing impacts to historic resources. While the City will have to make some tough choices in the ½ -mile areas around stations, careful planning for preservation and transit can employ new tools and practices to find a balance and retain more of the historic fabric. (Development proposals in transit corridors typically are reviewed for impacts on cultural resources pursuant to federal law. This review provides an opportunity to evaluate and mitigate the impacts of transit projects on historic properties.)

FIGURE 5: LOCATION OF LOCAL HISTORIC DISTRICTS RELATIVE TO TRAX STATION AREAS



Source: Salt Lake City Planning Division GIS, 2009

## GOALS, POLICIES, AND ACTIONS

**Goal 1.2: Ensure consistency between the Historic Preservation Plan and all City policies.**

*Policy 1.2a: At all levels of City government, make decisions relating to historic resources and preservation activities that are in accordance with the Historic Preservation Plan.*

### **ACTION 1: DECISION-MAKING PRIORITY**

The City will use the Historic Preservation Plan to guide decision-making regarding the expansion and maintenance of the historic preservation program and all historic resources. When conflicts arise between the Historic Preservation Plan and other adopted City plans, decision-makers should attempt to balance conflicting goals, giving due consideration to the historic preservation goals and policies expressed in this plan, in addition to other City objectives. While all decisions will continue to be made by City officials on a case-by-case basis, factors affecting historic resources (e.g., the potential loss of irreplaceable resources) will be considered.

*Policy 1.2b: Coordinate regularly with other City departments to ensure compatibility of strategic goals and objectives and to pursue implementation of the Historic Preservation Plan.*

### **ACTION 1: CITY COORDINATION COMMITTEE**

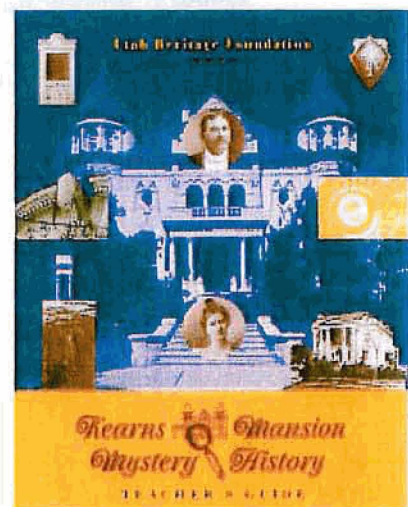
Create a City Coordination Committee comprised of representatives from various City departments engaged in activities that may affect the implementation of this Historic Preservation Plan. Such agencies should include, at a minimum: Housing and Neighborhood Development, the Redevelopment Agency, Public Services, Property Management, and the Office of Sustainability and the Environment. The committee should meet regularly (e.g., monthly or quarterly) to ensure that each is aware of the actions of the other and to identify any areas where joint efforts could be pursued by two or more departments.

### **ACTION 2: COORDINATE WITH ECONOMIC DEVELOPMENT**

Assign a preservation planning staff representative to closely coordinate with the Economic Development division to ensure ongoing communication between the two divisions. Areas of ongoing dialogue should include, at a minimum, opportunities to develop an increased understanding of the economic benefits of historic preservation, methods for increasing heritage tourism to the City, and opportunities for partnerships between Economic Development and Historic Preservation.

### **ACTION 3: COORDINATE WITH TRANSPORTATION PLANNING**

Assign a planning staff representative to coordinate with City and state transportation planning efforts, in particular the light rail system expansion and station area planning. The intent should be to ensure compatible



*Utah Heritage Foundation provides several guided and self-guided tours. Guided tours are geared to school groups and include the Kearns Mansion History Mystery Tour (above) and the City and County Building.*

development patterns for all transportation facilities, including transit-oriented development (TOD), without eroding the integrity or supply of historic resources in historic districts.

#### **ACTION 4: COORDINATE WITH CITY SUSTAINABILITY EFFORTS**

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Assign a planning staff representative to pursue ongoing coordination with the new Office of Community Sustainability and the Environment, in order to strengthen the understanding of the role preservation has in helping the City achieve its sustainability objectives

### ***Policy 1.2c: Establish and maintain an ongoing strategy for implementing the Historic Preservation Plan.***

#### **ACTION 1: ANNUAL ACTION PLAN FOR IMPLEMENTATION**

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Develop an annual action plan for implementing the Historic Preservation Plan that identifies the actions to be pursued in the coming year. The priorities expressed in the Action Plan Matrix (Chapter 8) should serve as a basis for this priority-setting, with additional items added over time that are consistent with the vision of the plan. The annual plan should include, at a minimum, a funding program to be submitted to City Council for consideration during the annual budgeting process. While this annual action plan will serve as the overarching guide for budgeting decisions, it will not preclude the City's ability to respond to changing circumstances and unforeseen issues or opportunities that may arise during the year.

#### **ACTION 2: PERIODIC IMPLEMENTATION PROGRESS REPORTS**

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On an ongoing basis, City staff should track the progress of implementing the annual action plan and periodically present status reports to City Council, Planning Commission and the Historic Landmark Commission.

## TRANSIT AND HISTORIC PRESERVATION: AN OPPORTUNITY FOR PARTNERSHIP

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Three of the current transit stations in the City are within or along the boundary of local historic districts. The planned extensions to the system generally do not lie within or abut existing historic districts, with the possible exception of the South Davis line (running on either 400 W or 300 W).

A station area is the ½ -mile area around a transit station. While ideal density numbers vary by community, higher density is generally encouraged within transit areas, particularly the first ¼ mile from the station to encourage use of the transit system.

There are several important considerations applicable when applying transit-oriented development (TOD) principles in an historic context.

### I. Offer Attractive and Distinct Station Areas

Station area plans should ideally develop unique identities for each station. These identities are largely shaped by the surrounding development context of the station. For example, a station in the central business district may have a different design and development pattern than one next to the University. By appropriately building on the existing context, the station area can serve as a draw and facilitate transit use. The station areas in Salt Lake are designed to be the same general design, with the only defining feature being art. The city made a deliberate decision to make them consistent; however, the art could certainly be used to help to identify the individual history of each site.

Historic districts offer an advantage in planning a station in that the historic district already defines a unique identity. TOD planning in these areas should work to build upon this identity by placing a strong emphasis on adaptive reuse and appropriate additions to existing structures. Communities such as Dallas, Denver, San Diego, and Arlington County, Virginia, have found that preserving and integrating historic buildings in station area plans helps maintain community identity. New development should be compatible with the overall identity of the district and use appropriate scale and step-downs in height to transition to the remainder of the district.



*The historic Sears building at the Cedar light rail station in Dallas.*

## **2. Create Mixed-Use Activity Centers**

The goal of TOD planning is to develop station areas that maximize ridership both day and night. A mix of residential, restaurant and entertainment, office, and retail uses are necessary to achieve this.

The adaptive reuse of historic buildings at station areas can help ensure that interesting, unique architecture is retained and helps form a distinctive draw for each of these activity centers. In some locations, adaptive reuse might be partnered with the transfer of development rights (TDRs) to achieve additional density and to accommodate a broader mix of uses than may have traditionally existed. See the discussion on TDRs in Chapter Four.

## **3. Promote a People-Friendly Design**

Regardless of the architecture or development intensity of a given station area, the overall design and circulation pattern should be pedestrian-friendly. Walkability is a key focus as transit riders are pedestrians before and after departing the light rail car. Station areas should offer multiple routes of safe pedestrian ways with enhancements that promote use of outdoor spaces through outdoor dining and plaza areas for art, gathering, or garden spaces.

Traditional development patterns in older portions of cities and towns tend to already be more pedestrian-oriented than more recent developed areas, which tend to be more auto-oriented. Intact and connected sidewalks, large shade trees and detached sidewalks are some of the amenities already in place in historic districts.

## **4. Manage Parking**

Parking to serve the transit station and the development within the transit station area should be well planned for in advance. Parking should be placed on the side or rear of a building rather than in front of the building, and development should maximize the use of on-street and flexible or shared parking arrangements.

Salt Lake City has an advantage for offering on-street parking given the wide street widths of the original street grid. These spaces should be maximized to reduce the need for additional parking lots as development in station areas intensifies.

# A SHARED UNDERSTANDING OF PRESERVATION'S BENEFITS

## OVERVIEW

Historic preservation offers communities numerous economic, social, and environmental benefits. An important component of building citywide support for preservation will be the ability of planning staff and other preservation advocates to be able to clearly communicate these benefits. In implementing this plan, the City's Planning Division will work to document and maximize the understanding of the various benefits of historic preservation to the City. This will involve, in part, increased outreach from planning staff, the Historic Landmark Commission, and other preservation partners to help convey and illustrate these benefits. Ideally, preservation will be integrated with and help support other City efforts including the development of transit station areas, meeting housing needs, and strengthening the City's downtown and tourism activity.

## GOALS, POLICIES, AND ACTIONS

### Goal 1.3: Foster a shared understanding of preservation within the City.

*Policy 1.3a: Educate City leaders and other departments on the economic, environmental, cultural, and social benefits of historic preservation.*

#### ACTION 1: OUTREACH TO CITY LEADERS AND OTHER DEPARTMENTS

Create a variety of educational materials to educate elected and appointed officials and all City staff about the benefits of historic preservation, with the objective of increasing awareness and understanding of the role historic preservation plays in the well-being and prosperity of the City over the long-term. Tools might include, for example, PowerPoint or other types of visual presentations, or a series of online or hard-copy brochures. Where possible, such materials should quantify specific benefits and offer examples of how investments in historic preservation have helped catalyze additional change and investment. The materials should also highlight some examples of win-win relationships between preservation and other departments and agencies. As part of this outreach effort, the Planning Division staff should make at least two presentations per year to the City Council to provide updates on the historic preservation program and progress made in implementing this plan.

#### ACTION 2: WEAVE EDUCATION INTO ALL PRESERVATION PLANNING FUNCTIONS

Integrate education about preservation's benefits into all Planning Division functions. For example, weave an educational component into the department's annual budget requests.



*The Planning Division is developing an informational video to educate about the importance of preservation.*

***Policy 1.3b: Increase City department coordination and communication on area-specific projects and objectives.***

**ACTION 1: ASSIGN STAFF PLANNING TEAMS TO THE COMMUNITY**

Assign a team of preservation planning staff members to represent geographic planning areas, in order to allow closer coordination with residents and other agencies on projects planned for the area on an ongoing basis. Ensure coordination between the teams and the land use planners assigned to each district, to ensure consistency if questions or needs arise with residents and business owners of a particular district.

**ACTION 2: DEVELOP PROPERTY ACQUISITION PROCESS**

Develop a thorough process for the acquisition of historic properties by the City, including up-front planning for future use, resale, renovation, and designating (if appropriate), in addition to the actual purchase of the property. In cases where the City will retain ownership, the purchase process should include the development of a plan for the long-term management of the site, coordinated with the Property Management Division and other City departments and divisions.

**ACTION 3: PLANNING FOR CITY-OWNED PROPERTIES**

Engage neighborhoods in discussions about the use of City-owned historic properties (structures, sites, and landscapes) through community group meetings or neighborhood charrettes, as appropriate. Where redevelopment is a potential or desired option, or if one of the RDA or Housing programs could be of assistance to the productive and desired future use of the site, RDA and others should be integrated into the planning discussions to encourage their involvement in the project.



*The city recently acquired the 29<sup>th</sup> Ward Meeting House, an historic LDS Ward house in the city's 29<sup>th</sup> Ward.*

***Policy 1.3c: Secure funding to conduct a detailed study of the economic benefits of historic preservation to the City.***

**ACTION 1: STUDY ECONOMIC BENEFITS OF HISTORIC PRESERVATION**

Identify and apply for funding for an economic benefits study to quantify the value of historic preservation in the City and identify opportunities to increase benefits in the future. Base the study on popular models already developed for states and cities with longstanding preservation programs, such as Colorado, Florida, and Michigan, and Dallas, Texas. This may require more than one study to assess commercial and residential benefits separately. Investigate the potential of University of Utah's involvement via the Economic Research Center or the Family and Urban Studies Department, as well as the Economic Development Corporation of Utah to assist in supporting the effort through donations of time, data, or funding.

**ACTION 2: UNDERSTAND MUTUAL INTERESTS**

Coordinate the scope of the study with the City's other efforts in economic development to benefit and inform plans and actions of both interests as much as possible.

## Develop a Comprehensive Preservation Toolbox

In addition to establishing a unified, citywide vision for historic preservation in Salt Lake City, it will be equally important to ensure that a broader and more robust range of policy and regulatory tools is available to effectuate that vision.

Since the beginning of the City's preservation efforts over three decades ago, the community has developed an impressive array of programs and policies for the identification and protection of historic resources. The most important of these tools include an ongoing program of historic resources surveys; a tested set of preservation regulations (consisting primarily of the historic overlay ordinance and the residential district design guidelines); and a dedicated planning staff within the planning division charged with administering and enforcing all aspects of the preservation program.

The comments received as part of this planning process agreed that the City's preservation "toolbox" is useful but incomplete. There are opportunities to fine-tune existing programs -- for example, to address concerns related to demolition, economic hardship, and other issues. There also is room for new, complementary initiatives, such as a new strategy to guide future historic resource surveys. A wider range of preservation regulations also is necessary, such as a transfer of development rights program, conservation districts, and a wider range of incentives. New design guidelines are necessary for nonresidential development and multiple family housing.

This chapter discusses opportunities to fine-tune and broaden the City's preservation toolbox in three important categories:

- Historic Resource Surveys,
- Designated Properties (Historic Districts and Landmark Sites), and
- Land Use Regulations and Design Guidelines.

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### *Theme 2: Adopt a Complete Range of Preservation Tools to Recognize and Protect a Diversity of Resources*

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*Salt Lake City has an impressive depth and range of historic resources. The historic preservation program develops and pursues a clear strategy for identifying and protecting a wide range of important resources, including not only older historic districts and landmarks, but also signature resources from the recent past. Also, because preservation has as much to do with preserving the unique character of a place as it does with preserving sites and buildings themselves, the City develops a range of new tools to safeguard the predominant character of established neighborhoods as development and infill take place.*

# HISTORIC RESOURCE SURVEYS

## OVERVIEW

Historic resource surveys are a vital tool for informing the community about the types of historic properties that exist within Salt Lake City and the extent to which such properties maintain their historic integrity. They provide baseline information for evaluating applications for modifications to historic properties. They provide valuable information on the history, architecture, and condition of specific neighborhoods, buildings, sites, and landscapes, and they set the stage for historic designation.

A survey involves the visual examination of a select area or group of properties to determine their historic integrity and significance. In addition to inventorying historic properties, surveys typically rank the resources based on their relative historic significance. Surveys may look for resources from either a geographic or thematic perspective, depending on their objectives (see box, right).

Accurate surveys are vital to a well-functioning historic preservation program in a number of ways. For example, surveys help inform development decisions. At the local level, major land use decisions should be informed by the best available information about the presence or condition of historic resources. This applies not only to decisions specifically affecting historic properties, such as certificates of appropriateness; it also includes rezonings, subdivisions, conditional uses, and any other type of land use activity that might affect a historic building or site. In such situations, it is vital to have up-to-date survey information to ensure that historic resources are protected as development activity moves forward. At the national level, Section 106 of the National Historic Preservation Act requires all federally funded projects to assess their impacts on historic resources. On the state level, Section 9-8-404 requires all state-funded projects to assess their impacts on historic resources.

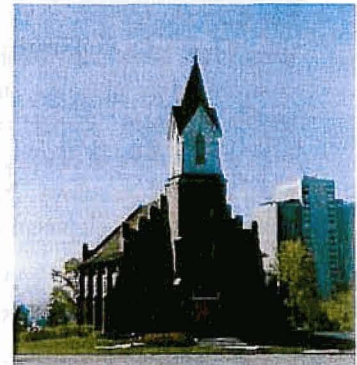
Survey work can be performed at two levels that differ in the level of detail, expertise, time, and resources needed to complete the work. These two survey methods are described below.

### Reconnaissance Survey

The reconnaissance survey, commonly known as a "windshield survey," is an effective way of evaluating large areas to identify potentially eligible properties for local and/or national designation. This survey is conducted by the surveyor briefly looking at each property or resource within a predefined area or related to a historic theme. An experienced surveyor can determine from this level of survey which resources appear to meet the necessary age and integrity standards and which do not. In Utah, the State Historic Preservation Office (SHPO) requires survey documentation to include a brief context description of the survey area from secondary sources to help frame the history of use and development as well as provide a justification of the survey area boundary. In the field, the surveyor documents potential resources on a map of the survey area and then photographs



*While geographic surveys may focus on specific areas such as neighborhoods (top), thematic surveys highlight resources by type such as historic churches (bottom), parks, or apartment buildings.*



and makes basic notes on the architecture and apparent integrity of a property. Because no research or more detailed fieldwork is completed on individual resources, the reconnaissance survey offers the benefit of being relatively inexpensive and an effective way of identifying areas where intensive-level survey may be warranted.

### **Intensive Survey**

The intensive-level survey builds upon the results of a reconnaissance survey by involving detailed documentation of each site, building, or structure included in a project. Because of the detailed work and documentation, these are both more expensive and time-consuming. The intensive-level survey typically includes additional photography, enhanced field notes, and archival research to document some history and significance of each resource. This level of survey results in a substantial document (a site form) for each property, where the results of the fieldwork and research are recorded together with a determination of significance.

Surveys are only as useful as they are current. As time passes, surveys become less and less accurate representations of conditions on the ground. The boundaries of historic areas may expand or shrink, and individual properties may lose or gain their historic integrity. Current survey information is needed to capture these changes and allow for the continuing evaluation (and modification if necessary) of district boundaries and lists of contributing structures over time. Accurate information on properties and districts helps ensure that the time and resources of the historic preservation program are efficiently and appropriately directed to the correct locations.

Once a survey is completed, it should be updated periodically to address the ongoing impacts of two dynamic forces: time and maintenance.

**Time:** One standard for determining eligibility for historic designation is age, so surveys must be updated periodically to address new properties that meet the 50-year guideline. Further, surveys should be updated periodically to acknowledge that the resources that historians and the public perceive as "historic" and worth preserving may evolve and change over time. Current survey practice tends to recognize a broad range of socio-economic, cultural, and architectural influences that may lead to historic significance, whereas older surveys tended to have a narrower definition of historic significance. Broadly speaking, the older the survey, the less likely it presents an accurate and complete picture of an area's current historic significance.

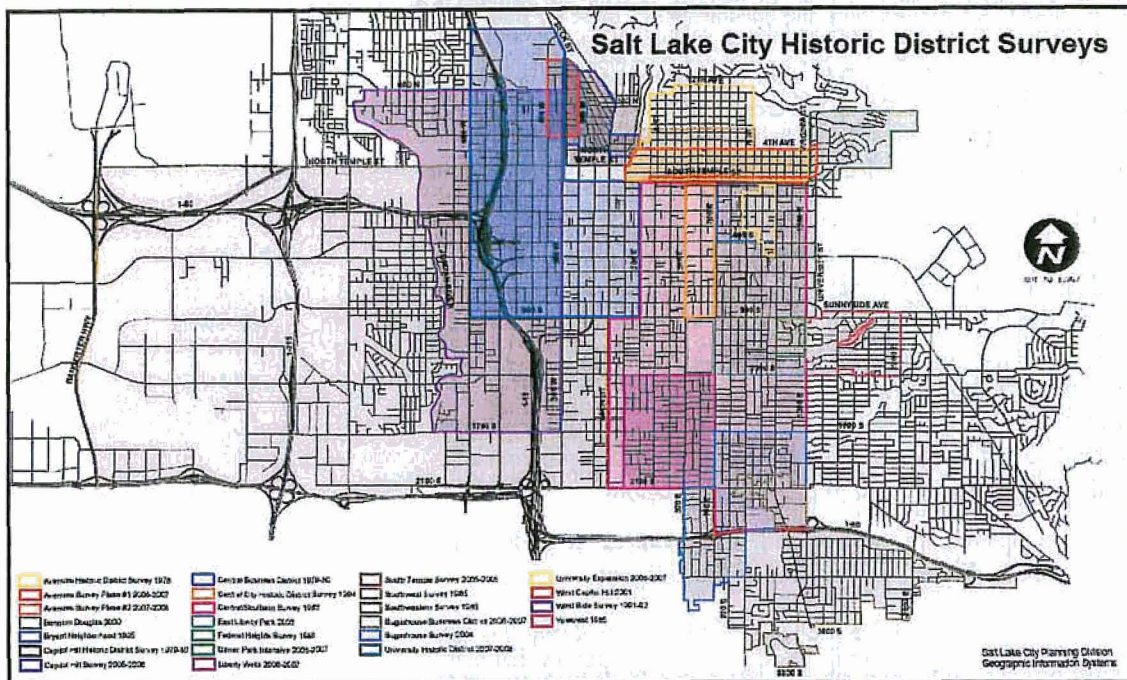
**Maintenance:** Over time, property maintenance can impact the status of a historic property.

- A property owner may defer maintenance of their property so that its condition deteriorates and it no longer qualifies as a historically significant or contributing structure.
- A property owner may make an inappropriate alteration to a structure that renders it no longer historically significant or contributing.
- A property owner may make an alteration that rectifies a past modification and enables the structure to now qualify as a historically significant or contributing structure.

- A structure listed in an older survey may have been demolished.

Salt Lake City has completed 24 historic resource surveys to date, with all but the most recent resulting in the designation of either a national or local historic district. A map of the survey areas is shown below.

FIGURE 6: SALT LAKE CITY HISTORIC DISTRICT SURVEYS



Source: Salt Lake City Planning Division GIS, 2007.

The nature of historic resource surveys in Salt Lake City has changed significantly over time. The earliest surveys, from over 30 years ago, were relatively simple and focused on the historic resources with the highest visibility at that time. Since then, surveying has evolved into more of a sophisticated, City-led process that, while sporadic, has focused on a broader range of resources -- from outstanding, high-style individual buildings to large, predominantly vernacular residential neighborhoods.

City officials have acknowledged that most survey work has occurred sporadically and been completed in a reactionary, rather than proactive and strategic, manner. In response to the 2004 City Council-led review of the historic preservation program, the City is undertaking new re-surveys to update the information for existing districts. This planning process builds on this work by providing additional direction about which existing surveys should be updated and areas of the City where new surveys should be undertaken.

The goals, policies, and actions below establish a long-term strategy for identifying, prioritizing, and pursuing additional historic resource surveys,

based on the essential role that surveys play in identifying and protecting the City's historic resources.

## GOALS, POLICIES, AND ACTIONS

**Goal 2.1: Strategically pursue the identification of historic resources through surveys.**

*Policy 2.1a: Identify and prioritize areas where new surveys are needed.*

### ACTION 1: ESTABLISH SURVEY CRITERIA

Develop criteria that may be applied on an ongoing basis to determine where new survey work is necessary. Criteria should include, but not be limited to:

- Concentration of potential resources;
- New types of resources not yet protected;
- Possible endangerment of the resource/area (including encroachment from new development);
- Need of survey to precede and inform potential planning or development (including activities by other departments); and
- Presence of public support (for surveys of unlisted resources).

### ACTION 2: IDENTIFY AREAS WHERE NEW SURVEYS ARE NEEDED

Based on the survey criteria called for in Action 1, and using the recommendations in Appendix A as a starting list, develop a list of areas where new historic resource surveys are needed. Update the list on at least an annual basis. Use GIS technology as one tool to help identify resources that may have historic value but have not yet been surveyed.

Create a simple and easy-to-maintain system of tracking suggestions for areas where surveys are needed. Tracking individual sites may facilitate the identification of possible thematic collections to be surveyed or sites to be nominated individually. These priorities will serve as a framework against which planning staff can weigh and balance survey suggestions to ensure strategic aims of the preservation program are represented.

Follow a collaborative process to review and update the list of areas where surveys are needed. Include in the discussions a variety of preservation stakeholders, including City staff, the Historic Landmark Commission, community councils, preservation partners (like Utah Heritage Foundation), and general public input.

*Policy 2.1b: Identify and prioritize areas where survey updates or resurveys are needed.*

### ACTION 1: ESTABLISH AGE THRESHOLD FOR EXISTING SURVEYS

To ensure that survey information is up-to-date, establish a general threshold age for surveys to reach before they should be updated. There are few hard precedents on this issue around the country, and update timeframes generally vary. Many surveys are updated after roughly 25-30 years. The need for a

re-survey depends on the amount and pace of new development – for example, if not much development occurred in an area in the past 20 years, there might not be as great of a need to update the survey. The resources available for surveys also impacts the frequency of updates.

Up-to-date surveys are an essential tool for informing City decision-makers about the context and relative importance of resources in the community. The City will work to ensure that surveys are well-maintained and accurately portray the location and integrity of the City's historic resources. Incorporate updated survey work into the annual survey priority list as necessary (Action 2.1a).

#### **ACTION 2: IDENTIFY AREAS WHERE RESURVEYS ARE NEEDED**

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Based on the survey criteria called for in Policy 2.1a, and using the recommendations in Appendix A as a starting list, develop a list of areas where updates or complete revisions to existing surveys are needed, because of the age of the survey and/or changed conditions.

***Policy 2.1c: Prioritize surveys for funding consideration on an annual basis or semi-annual basis.***

#### **ACTION 1: IDENTIFY SHORT- AND LONG-TERM SURVEY FUNDING PRIORITIES**

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Work with preservation partners and the Commission to develop a list of short- and long-term funding priorities for surveys, based on the list of needed surveys that is called for in Policy 2.1a. Reevaluate funding priorities on an annual or semi-annual basis.

**Goal 2.2: Ensure that up-to-date and complete surveys are used to inform preservation decision-making.**

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***Policy 2.2a: Ensure that all future surveys provide adequate information upon which to make informed decisions.***

#### **ACTION 1: ESTABLISH A CONSISTENT FORMAT FOR NEW SURVEYS**

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Ensure that all future surveys share a generally consistent format and structure, and contain the same elements, which should comply with the State Historic Preservation Office's survey guidelines and should include at a minimum:

- Survey forms and processes approved by the State Historic Preservation Office;
- Digital photographs of all surveyed properties;
- Ratings of significance for each surveyed property; and
- A survey report that includes, among other items, a statement of the historic context of the survey area and recommendations.

***Policy 2.2b: Work with the State Historic Preservation Office to establish electronic archives and provide results of surveys and National Register applications on the website.***

#### ACTION 1: SUPPORT ARCHIVE DEVELOPMENT

Coordinate with SHPO on the development of their electronic archives and assist as necessary to facilitate the development of that resource. Also develop capabilities to place City preservation archives online (e.g., photographs, applications).

#### ACTION 2: PROMOTE ELECTRONIC ARCHIVE USE

Assist with raising awareness of the system and promoting its use once it is up and running. Use tools such as community council newsletters (if available) to announce the archive system, as well as brochures and presentations that can be developed in collaboration with the SHPO.

## HISTORIC DESIGNATION (DISTRICTS AND LANDMARK SITES)

### OVERVIEW

Once identified, historic resources may be nominated for national and/or local historic designation. Local nominations typically occur following completion of a survey and a National Register nomination, though individual property nominations may occur independent of a survey.

### NOMINATIONS

Property owners, non-profit organizations, or local officials may pursue individual listing of a property at either the national and/or local levels. These nominations are typically driven by pride in and awareness of the historical or architectural significance of a property, and also so the owner can access the associated financial benefits such as tax credits for rehabilitation projects.

Organizations and local officials may also prepare thematic or multiple-property nominations of properties that are connected through a common history, a consistent architectural style, or a similar historic context (a historical theme, geographical area, and chronological period). Nominating a set of related properties can streamline the documentation process, since most resources share a common background that can be described once for the whole group.

Salt Lake City has pursued a number of thematic and multiple-property National Register nominations. These encompass a wide array of historic resources, including commercial and public buildings, transportation facilities, and religious institutions. Past National Register nominations include:

- Sugar House Business District MPS (Multiple-Property Survey)
- SLC Business District MRA (Multiple Resource Area)
- Wilford Woodruff Family Historic Residences TR (Thematic Resources)
- U.S. Post Offices in Utah MPS
- Electric Power Plants of Utah MPS
- Perkins Addition Streetcar Suburb TR
- Jewish Synagogues TR



*The Yalecrest neighborhood was added to the National Register in 2007.*

- Public Works Buildings TR
- Historic Resources of SLC MPS (The context name is "Urban Expansion to the Early 20th Century, 1890s to 1930s"; the property type is Urban Apartment Buildings.)
- Mormon Church Buildings in Utah MPS

## LISTING ON THE NATIONAL REGISTER OF HISTORIC PLACES

A property owner, organization, or government may nominate a property or district for listing on the National Register of Historic Places by completing the appropriate nomination form and supplying the required documentation. This nomination is submitted to the City's Historic Landmark Commission for recommendation before being forwarded on to the State Historic Preservation Office, which reviews the nomination and notifies the property owner and local jurisdiction of the nomination to allow for public comment. If there is no objection from the owner, or majority of owners in the case of a district, and the property meets the appropriate criteria (see box, right) the SHPO will forward the nomination to the National Park Service for consideration.

Listing on the National Register is honorific. It does not impose any regulations or restrictions on the owner regarding the maintenance of their property, but does qualify the owner to take advantage of federal and state tax incentives as well as Utah Heritage Foundation's Revolving Loan Fund, if qualified.

The City has 185 individual properties listed on the National Register of Historic Places, including the Utah State Capitol Building, Utah State Fairgrounds, and Temple Square.

The City has 16 National Register districts, including six also listed as local historic districts. Those ten only listed as national historic districts are purely honorific and are not protected under the City's historic preservation zoning and design guidelines like the locally-listed districts (but they do qualify the owners for tax benefits and also trigger Section 106 review for federal projects). The ten districts only listed on the National Register include:

- The Avenues Extension (1980)
- City Creek Canyon (1980)

### Criteria for Listing on the National Register

"The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- That are associated with events that have made a significant contribution to the broad patterns of our history; or
- That are associated with the lives of persons significant in our past; or
- That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- That have yielded or may be likely to yield, information important in prehistory or history."

Source: <http://www.nps.gov/history/nr/listing.htm>

- Westside Warehouse (1982)
- Gilmer Park (1996)
- Eastside (Bryant & Bennion-Douglas) (1996-2003)
- Highland Park (1998)
- Northwest (2001)
- Capitol Hill Extension (2002)
- Yalecrest (2007)

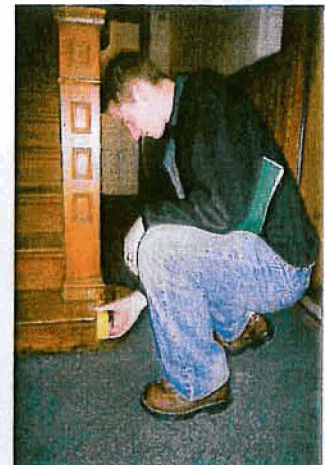
In addition, two more national districts are expected soon: Forest Dale (expected in 2009) and Liberty Wells (expected in 2010).

### LISTING ON THE SALT LAKE CITY REGISTER OF CULTURAL RESOURCES

Because local historic designation is technically a zoning map amendment, applications for local designation must meet the general rezoning standards in the Salt Lake City Zoning Code. In addition, the application must meet the specific criteria for historic designation of the ordinance (see box below), which are based on National Register criteria. The same process is used for the local listing of either a Landmark Site or district, and includes:

- The property owner or City submits a completed application with all the required information and fees to the Planning Division.
- The Planning Division researches the feasibility of the proposed site for designation.
- A professional architectural and historic survey of the proposed site will be conducted.
- Planning Division staff develops a report analyzing whether the proposed site meets the City's criteria and makes a recommendation to the Historic Landmark Commission.
- The Historic Landmark Commission holds a public hearing on the request to review the proposal and make a recommendation to the Planning Commission.
- The Planning Commission holds a public hearing to review the proposal and makes a recommendation to the City Council.
- The City Council holds a public hearing and makes a final decision on the proposal. (Source: Planning info sheet: "Inclusion of Property on the Salt Lake City Register of Cultural Resources" available on-line at <http://www.slcgov.com/CED/HLC/content/Inclusion.asp>.)

Designation of a Landmark Site or district is accomplished by the City Council adopting an ordinance to amend the zoning map for the affected property. This amendment applies the (H) Historic Preservation Overlay District to the property or district. The zoning map amendment process is intended to allow changes in public policy, through a public process involving input from



*The Fisher Mansion and Carriage House is a Landmark Site. In 2008 students of University of Utah documented the city-owned structure as a class project.*

community councils, residents, business and property owners, and historic preservation organizations.

The majority of sites listed individually on the Salt Lake City local register were pursued for listing by the City's first preservation planner (added in 1980). Buildings listed on the National Register before April 16, 1976, were automatically listed on the local register in most cases. This planner proactively approached property owners about listing their properties based on the results of survey work. Recent City policy has tended to favor listing resources on the National Register before pursuing local designation (in part to build support for preservation by demonstrating the benefits of designation before subjecting the property to local design standards).

Following local designation, all new construction and all exterior changes to designated properties must be reviewed and approved by the Historic Landmark Commission. The Commission may deny demolition of a locally listed structure or a property within a locally designated district. Local designation also makes a property eligible for the Utah Heritage Foundation revolving loan program.

The City has 164 individual properties listed on the local Register of Cultural Resources, including the Rocky Mountain Bell Telephone building, the original Salt Lake City library, and the Fisher Mansion and Carriage House. Eighty four of these properties are listed on both the City Register of Cultural Resources and the National Register. Properties that are listed on both include the Salt Lake City & County Building, Trolley Square, and Pioneer Park.

Criteria for Local Historic Designation  
in Salt Lake City (as of May 2009)

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

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

2. 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; and
3. The age of the site. Sites must be at least fifty (50) years old, or have achieved significance within the past fifty (50) years if the properties are of exceptional importance.

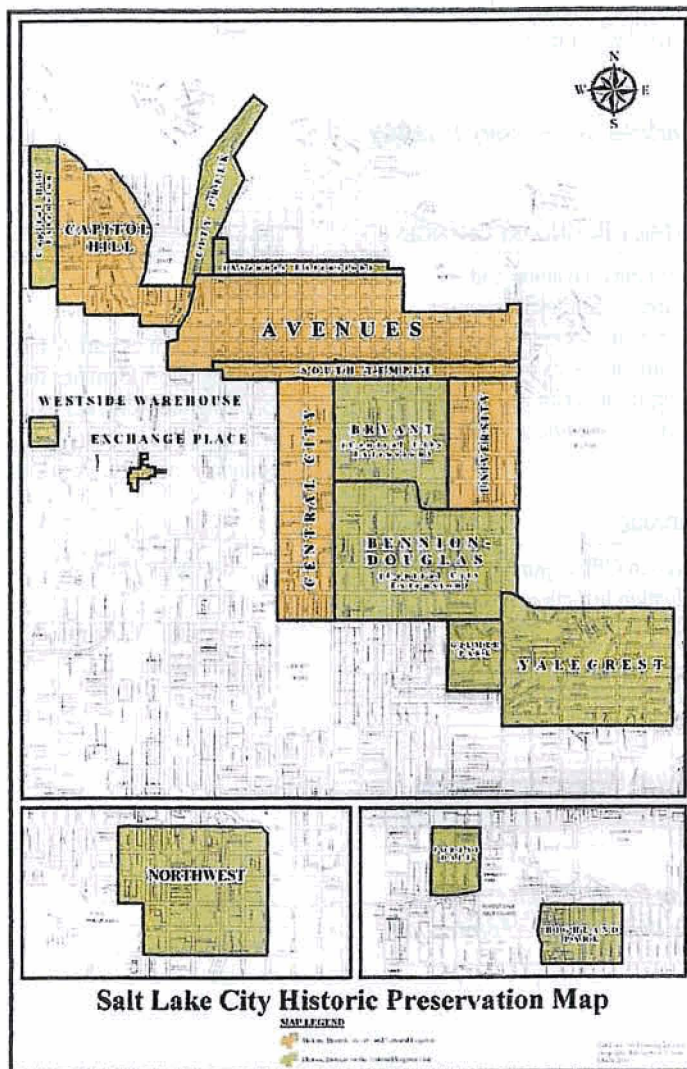
Source: Salt Lake Zoning Code, Section 21A.34.020(C)2

The City has six locally designated historic districts:

- South Temple (designated in 1977)
- The Avenues (1978)
- Exchange Place (1978)
- Capitol Hill (1982)
- Central City (1991)
- University (1991)

The following goals, policies, and actions establish a strategy for how the City can update, maintain, and expand its list of designated historic resources.

FIGURE 7: HISTORIC DISTRICTS IN SALT LAKE CITY



Source: Salt Lake City Planning Division GIS, 2009 Goals, Policies, and Actions

**Goal 2.3: Ensure the long-term health and viability of existing historic districts.**

The City is committed to safeguarding its historic districts to ensure these vibrant neighborhoods remain an asset for the City in years to come.

*Policy 2.3a: Evaluate the appropriateness of all historic district boundaries on an ongoing basis, with priority given to existing locally designated districts.*

**ACTION 1: TRACK DEVELOPMENT ACTIVITY NEAR LOCAL DISTRICT BOUNDARIES**

Use the City's GIS resources to track demolition and other development activity within and near established local historic districts to determine when and where areas of conflict are emerging. Possible impacts to the integrity of historic districts may reasonably be expected to arise in areas with pressures for more intense development, such as major roadway corridors, redevelopment areas, and transit station areas.

*Policy 2.3b: Refine local historic district boundaries as necessary to reflect current conditions.*

**ACTION 1: EVALUATE POSSIBLE LOCAL DISTRICT BOUNDARY CHANGES**

On an ongoing basis, work with an inter-departmental coalition and preservation partners to identify and evaluate areas where expansions or changes to the boundaries of existing districts may be necessary to reflect changed conditions, or where historic preservation interests must be balanced with other forces or interests that serve the long-term health and function of the City. Use the recommendations in Appendix A (see box at right) to define priorities for resurvey work.

**ACTION 2: REFINE LOCAL DISTRICT BOUNDARIES**

In consultation with the State Historic Preservation Office, pursue changes to existing district boundaries, based on the evaluation in Action 1 above. Pursue boundary changes only where political and property owner support exists for such changes, and where boundary changes would be consistent with adopted local plans. Pursue boundary changes only following new surveys or resurveys of the applicable properties.

**Priority Local Districts for Resurvey**

Field research as part of this planning effort identifies the following local districts as priority sites for resurvey and boundary evaluation work.

- Central City
- Exchange Place
- Bryant
- Westside Warehouse
- University

**Goal 2.4: Protect exemplary groupings of historic properties as local historic districts.**

*Policy 2.4a: Pursue local historic district listing for significant concentrations of historic properties to ensure their continued protection through the historic preservation program.*

**ACTION 1: IDENTIFY NATIONAL DISTRICTS APPROPRIATE FOR LOCAL LISTING**

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Determine which national districts would make good candidates for listing as local districts and if there is local support by property owners for such a listing. The City has several districts that are designated at the national, but not the local, level. Additional surveys, as well as staff and stakeholder knowledge, will be used to identify national districts to be nominated as local districts.

**ACTION 2: IDENTIFY OTHER CANDIDATE AREAS FOR LOCAL DESIGNATION**

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Work with preservation partners and local residents to identify significant concentrations of historic properties that may qualify for local historic designation.

**ACTION 3: PREPARE LOCAL DISTRICT AND MULTIPLE-PROPERTY NOMINATIONS**

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Prepare historic district or multiple-property nominations to the Salt Lake City Register of Cultural Resources where significant political and property owner support exists for such listings, and where historic designation would be consistent with locally adopted plans.

**Goal 2.5: Protect significant individual properties as designated local Landmark Sites.**

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*Policy 2.5a: Pursue local listing of significant individual properties to ensure their continued protection.*

**ACTION 1: IDENTIFY LANDMARK SITE CANDIDATES**

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Work with preservation partners and local residents to identify significant individual historic properties that may qualify for historic designation. The City has many architectural treasures not yet listed as Landmark Sites on the Salt Lake City Register of Cultural Resources. In particular, consider alternatives to the 50-year mark for determining eligibility for historic designation; see "Protecting Historic Properties from the Recent Past" box for more information.

**ACTION 2: NOMINATE ADDITIONAL LANDMARK SITES**

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Prepare and submit nominations for new Landmark Sites to the Salt Lake City Register of Cultural Resources.

**ACTION 3: EVALUATE DESIGNATION STATUS OF EXISTING LANDMARK SITES**

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Survey all current individual Landmark Sites to ensure that they still meet the applicable designation criteria. Submit findings and staff recommendations for updating the list of Landmark Sites in the City. This may be done concurrently with the submission of nominations for new Landmark Sites that were not on the original list.

***Policy 2.5b: Designate all eligible City-owned historic properties as Landmark Sites.***

**ACTION 1: PURSUE LOCAL LISTING OF CITY PROPERTIES**

Prepare and submit nominations to the Salt Lake City Register of Cultural Resources for current City-owned eligible sites.

**ACTION 2: UPDATE CITY PROPERTY ACQUISITION PROCESS**

Designate future eligible City-owned historic properties as Landmark Sites, as the City takes ownership. Integrate a determination of eligibility into the property acquisition process of the City so that the two are done simultaneously.

**Goal 2.6: Encourage the listing of significant historic properties on the National Register of Historic Places to complement local designation.**

***Policy 2.6a: Encourage National Register listing of eligible sites, landscapes, and districts.***

**ACTION 1: ENCOURAGE NATIONAL REGISTER NOMINATIONS FOR PROPERTIES IDENTIFIED THROUGH SURVEY WORK**

When historic properties are identified through survey work, work with property owners to nominate such properties to the National Register of Historic Places, where they are eligible, and where there is property owner support -- particularly where local designation is unlikely. Nominate eligible thematic collections for listing on the National Register through a multiple-property listing.

## PROTECTING HISTORIC PROPERTIES OF THE RECENT PAST

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A recurring theme in the comments received during this planning process is that Salt Lake should be more assertive in identifying and protecting historic resources from the recent past. Historic preservation traditionally has focused on a fairly strict threshold of 50 years in determining whether or not a property is historically significant. A simple reason for this threshold is because, typically, timeframes of less than 50 years do not allow sufficient insight into whether a property is sufficiently important in the big-picture history of the community. In the words of the National Park Service: "The passage of time allows our perceptions to be influenced by education, the judgment of previous decades, and the dispassion of distance." Often, because they are not considered technically eligible for designation, historic resources that are less than 50 years old receive less attention and protection than older landmarks, and are more susceptible to demolition or inappropriate alterations.

There is growing precedent for recognizing historic significance in properties that have not hit the 50-year mark. Some nationally famous examples have included the architecturally significant terminal building at Dulles Airport in Washington, D.C., and Elvis Presley's historically significant Graceland mansion, both of which were placed on the National Register when they were less than 50 years old. The Park Service guide on the topic explains:

"Fifty years is obviously not the only length of time that defines "historic" or makes an informed, dispassionate judgment possible. It was chosen as a reasonable, perhaps popularly understood span that makes professional evaluation of historical value feasible. The National Register Criteria for Evaluation encourage nomination of recently significant properties if they are of exceptional importance to a community, a State, a region, or the Nation. The criteria do not describe "exceptional," nor should they. Exceptional, by its own definition, cannot be fully catalogued or anticipated. It may reflect the extraordinary impact of a political or social event. It may apply to an entire category of resources so fragile that survivors of any age are unusual. It may be the function of the relative age of a community and its perceptions of old and new. It may be represented by a building or structure whose developmental or design value is quickly recognized as historically significant by the architectural or engineering profession. It may be reflected in a range of resources for which a community has an unusually strong associative attachment. Thus a complete list of exceptionally significant resources cannot be prepared or precise indicators of exceptional value prescribed."



*Salt Lake City Public Safety Building (Historic Northwest Pipeline Company Headquarters), 1958, is an example of a significant modern resource that has just recently reached the 50-year milestone.*

### Other Resources:

- Recent Past Resource Network: [www.recentpast.org](http://www.recentpast.org)
- US Dept Interior: NPS: *Guidelines for Evaluating and Nominating Properties that Have Achieved Significance Within the Past Fifty Years (proper cite)*
- *Twentieth Century Building Materials: History and Conservation*, Thomas C. Jester, ed., 1995.
- Modernism and the Recent Past: [www.preservationnation.org/issues/modernism-recent-past/](http://www.preservationnation.org/issues/modernism-recent-past/)

# LAND USE AND DESIGN REGULATIONS

## OVERVIEW

The City's preservation regulations consist primarily of the historic overlay ordinance and the residential district design guidelines, which apply only to locally designated Landmark Sites and locally designated historic districts. The comments received during this planning process indicated that these regulations are working relatively well (except as discussed below), but there is strong interest in developing new, additional tools like design guidelines for non-residential uses (e.g., multi-family, open space, commercial, and institutional uses) as well as neighborhood conservation districts for areas that may not want or qualify for local designation, yet still have character worthy of protection.

This section first provides an overview of the regulatory tools already in place. Following the background summary, the plan provides goals, policies, and actions aimed at making targeted improvements and expansions to the regulatory system.

### (H) HISTORIC PRESERVATION OVERLAY DISTRICT

The purpose of the (H) Historic Preservation Overlay District is to protect locally listed Landmark Sites and historic districts by regulating alterations to and demolitions of Landmark Sites and properties within historic districts, and new construction in historic districts. The district establishes the following:

- Eligibility criteria for the selection of a local Landmark Site or historic district;
- Procedures for the establishment of districts and Landmark Sites, review of alterations to historic properties, district boundaries, revoking local designation status, and issuance of a Certificate of Appropriateness for construction and alterations.
- Standards for issuing a Certificate of Appropriateness for demolition of a Landmark Site, including a definition of economic hardship and procedures for determining when economic hardship exists.

### DESIGN GUIDELINES FOR RESIDENTIAL HISTORIC DISTRICTS

In addition to the regulatory controls established through the overlay district, local historic districts and Landmark Sites are subject to the *Design Guidelines for Residential Historic Districts in Salt Lake City* (the "design guidelines"). Like the Zoning Ordinance standards, the design guidelines incorporate the nationally recognized *Secretary of the Interior's Standards for Rehabilitation*, but include an expanded explanation, illustrations and photographs, and policy statements pertaining to individual building elements. The design guidelines provide a basis for making decisions about the appropriate treatment of historic properties and compatible new construction. In addition to design guidance, the design guidelines present a catalog of architectural styles present in the City

#### 60 ARCHITECTURAL DETAILS

**Policy:**  
Architectural details help establish a historic building's character and character lines, they should be preserved whenever feasible. If architectural details are damaged beyond repair, their replacement, matching the original detailing, is recommended.

#### Background

Architectural details play a vital role in defining the character of a historic structure; they tell visual stories, define ornate building styles and types, and define the way we experience historic architecture. Design features such as window heads, brackets and pilasters, which ornaments and finials, when maintained with particular care, can ensure that preservation is important.

#### Treatment of Architectural Features

Preserving original architectural details is essential to the integrity of a building, and its context. Where replacement is required, care should be given only those portions that are characterized by good repair. Even if an architectural detail is replaced with a new material, the original detail, the integrity of the building as a historic resource is maintained and the historic preservation of the original material is preferred.



Preserving original architectural details is essential to the integrity of historic architecture.



Architectural details such as window heads and finials are the essential visual portions of a building that give it its historic character.

*The design guidelines address renovations, additions, and new construction affecting local landmarks and historic districts.*

that highlights the date range and key characteristics of each. They also provide a brief overview and key objectives for each local district in which they apply.

The guidelines focus on key preservation principles:

- Respect the historic design character of the building;
- Seek uses that are compatible with the historic character of the building;
- Protect and maintain significant features and stylish elements;
- Preserve any existing original site features or original building materials and features; and
- Repair deteriorated historic features and replace only those elements that cannot be repaired.

The rehabilitation standards of the design guidelines address site design and landscaping; exterior alterations including materials, windows, doors, porches, architectural detail, and roofs; additions; accessory structures; and seismic design. Property owners must receive a "Certificate of Appropriateness" for any exterior alteration prior to obtaining a building permit.

## GOALS, POLICIES, AND ACTIONS

### Goal 2.7: Align preservation-related City regulations with the goals and policies of this plan.

The City will work to identify and resolve conflicts between current regulations and the implementation of this plan and protection of historic resources in the City.

*Policy 2.7a: Ensure that underlying zoning in historic districts is supportive of historic preservation objectives for that area.*

#### ACTION 1: ASSESS UNDERLYING ZONING

Assess underlying zoning in historic districts and identify areas where zoning is inconsistent with preservation objectives. Coordinate the zoning review with any boundary adjustments resulting from the actions related to Goal 2.3 of this plan.

This issue is closely related to concerns raised with the demolition and hardship provisions of the ordinance, discussed below under Goal 2.9. Comments received during this planning process indicated that the current demolition and economic hardship provisions of the ordinance do not state clear processes and provide an applicant with understandable direction. In some cases, economic hardship arguments have been successfully used to allow demolition. In many cases, this is the result of underlying zoning that allows uses or densities that greatly exceed the value of the existing structure. A preliminary assessment of this issue indicates that the Central City and University Districts are two priority areas to be examined in this regard.



*New house under construction.  
(Photo courtesy of Utah State  
Historic Preservation Office.)*

## **ACTION 2: PURSUE ZONING MAP AMENDMENTS**

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Pursue zoning map amendments to underlying zoning in historic districts where the underlying zoning is determined to be at odds with the long-term preservation objectives for the district.

*Policy 2.7b: Refine the building development code to clearly enable historic remodels and adaptive reuse of commercial structures.*

## **ACTION 1: ASSESS BUILDING CODE BARRIERS AND CONFLICTS**

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Work with an interdisciplinary team including builders, architects, preservationists, and others to identify barriers to non-residential and multi-family adaptive reuse projects under current zoning, fire, and building codes, and develop solutions to those barriers through code amendments.

## **ACTION 2: DEVELOP SMART CODE FOR ADAPTIVE REUSE**

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Encourage the building department to work with planning staff in developing an Alternative Rehabilitation Code or "Smart Code" to apply to historic commercial and office buildings to facilitate their adaptive reuse. This should specifically address the barriers and conflicts as identified through action 2.7.b1. Models could include the California State Historical Building Code and the Boulder, Colorado, historic building code.

**Goal 2.8: Broaden the range of tools available to encourage the preservation of historic properties.**

*Policy 2.8a: Develop new regulatory tools to help encourage and require the preservation of historic properties.*

## **ACTION 1: EXPLORE POSSIBILITY OF A CONSERVATION OVERLAY DISTRICT**

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Amend the zoning code by establishing a conservation district overlay tool to provide additional flexibility in how communities protect local character. The overlay district will allow review (typically administrative) of development proposals that affect key, character-defining features in designated areas. See the text box below for additional information.

## **ACTION 2: DEVELOP TRANSFER OF DEVELOPMENT RIGHTS (TDR) PROGRAMS**

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Develop one or more programs to allow and support the transfer of development rights to support historic preservation. See the text box for additional information.

### ACTION 3: EXPLORE OTHER TOOLS AND INCENTIVES

Explore other tools and incentives as the need arises, to continue to diversify the tools and incentives at the City's disposal to achieve its preservation aims.

**Incentives**

This plan proposes a wide range of possible financial incentives for preservation, including new programs such as transfer of development rights, and a variety of tax credits, loans, and grant programs in Appendix C: Potential Funding Sources for Historic Preservation. Other incentives the city might propose in the future include:

- Density bonuses
- Tax waivers or deferrals
- Waiver or postponement of permit fees
- Relief from zoning or building code requirements

## CONSERVATION DISTRICTS

### What is a Conservation District?

New "conservation districts" might be an appropriate tool for protecting some of the communities in Salt Lake that have special attributes that citizens want to protect. Conservation districts are being considered or have been adopted in a growing number of jurisdictions across the country as one alternative to more stringent historic district regulations. Communities as diverse as Dallas, Texas (illustrated on this and the following page); Cambridge, Massachusetts; and Portland, Oregon, all have adopted conservation districts, though each district is unique. (Portland also has "conservation landmark" designation for individual properties.) Most conservation districts are directed at preserving the residential character of a neighborhood, maintaining a unique community center, or emphasizing an important cultural element of a community. Some are intended as step-down, buffer, or transition areas immediately surrounding a protected historic district. + Sometimes, they are used for areas that fall short of meeting the criteria for a local, state, or national historic designation, but which nevertheless have important cultural, visual, or other significance.



*Example of conservation district in Dallas, Texas*

## Key Elements of Conservation Districts

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- Design flexibility is an important attribute of conservation districts. Whereas the primary purpose of a preservation district is to protect the historic integrity of an area (usually by preventing demolition and requiring appropriate renovation or highly compatible new construction), conservation districts can, depending on how they are drafted, be much more flexible and can allow design elements that might accent or complement a particular neighborhood feature so long as the general character of the area remains intact. Design guidelines in conservation districts generally are not overly detailed and are developed on the basis of specific neighborhood concerns and features, such as building height, lot size, setbacks, and landscaping. (Historic districts go further to also address more specific elements of the buildings themselves such as windows, decorative elements, materials, and colors.) A conservation district could be an appropriate tool to address concerns such as encroachment of commercial uses into residential areas, by imposing some limited design and development standards designed to preserve the existing character of the area. The conservation district could be a good tool for allowing infill development that is consistent with established neighborhood design (contextual setbacks, shape of building, pitch of roof, etc.).
- The sponsoring group typically develops a plan or study that details the proposed conservation district with a map, neighborhood history, defining characteristics, issues the district is intended to address, and design guidelines to be instituted through the district.
- The process for creating conservation districts can be voluntary. The voluntary nature of the district means that it would be applied in areas where residents care strongly about their neighborhoods, and thus much of the district's provisions would be self-enforced.
- Administration of conservation districts is typically kept as simple as possible – using existing procedures of underlying zoning and allowing staff review of most proposals in conservation districts. This keeps the mechanics streamlined and does not place a review volume burden on official boards and commissions which, over time, could result in an unwillingness or inability to support additional conservation districts.

In Salt Lake, the Sugarhouse and Gilmer Park neighborhoods have been suggested as possible areas to consider conservation districts.



*Examples of conservation districts in Dallas, Texas.*

## TRANSFER OF DEVELOPMENT RIGHTS

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### What is a Transfer of Development Rights Program?

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Transfer of development right (TDR) programs treat development potential as a commodity that can be transferred (often for a price) between designated sending and receiving areas. In the case of preservation, such programs can be used to transfer density from historic buildings to other properties in the city. The purchase of the development rights associated with a historic property preserves the property and compensates the property owner for the foregone development potential. The purchaser of the rights is then able to develop their property at a higher density or intensity than would otherwise have been allowed. The system is designed to reduce redevelopment pressure on historic landmarks by allowing unused development potential to be transferred. The landmark owner may generate additional income by selling development rights to the owner or developer of the receiving site.

This win-win relationship and use of the market system make TDRs popular in concept. While a valuable tool, much care must be taken in crafting the programs to achieve their intended purpose and to be as administratively simple as possible. Many communities nationwide have used TDR programs to support historic preservation, including San Francisco and New York City. In Salt Lake, the City in the past has supported transfers of development rights in a preservation context – for example, with the Hotel Monaco downtown. In another example, Portland, Oregon, allows the transfer of unused density or floor area ratio (FAR) from a historic landmark to another location in certain multi-family and nonresidential zoning districts. Density or FAR may be transferred within the neighborhood where the landmark is located or to any site within two miles of the landmark.

### TDR Sending and Receiving Areas

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A TDR program, which deals with shifting density around to different locations in the city, should be developed to achieve a desired result in overall built form. It is therefore critical to have a big-picture idea of the goals for preservation as well as how transfers could help facilitate other efforts in the city. The following are some potential TDR sending-receiving relationships:

#### Economic Development

Sending: Local historic districts or landmark sites (citywide)

Receiving: Predefined target area or areas in the Downtown where additional density may be desired.

#### Housing

Sending: Local historic districts or landmark sites (citywide)

Receiving: Predefined historic or eligible buildings suitable for adaptive reuse or expansion to accommodate affordable housing.

#### Redevelopment

Sending: Local historic districts or landmark sites.

Receiving: RDA project areas outside historic districts

#### Light Rail Transit

Sending: Historic properties within a prescribed distance of the receiving transit station area.

Receiving: Predefined transit station areas.

### DEFINE BOUNDARIES WITH MARKET REALITIES IN MIND

As a market-based tool, it is essential to the success of any TDR program to define sending and receiving area boundaries with a number of factors in mind:

- **Demand:** Market demand of the development in the receiving areas.
- **Incentive:** Level of additional density allowed in the receiving area.
- **Supply:** Credits available from sending areas should be scaled correctly so that the market is not flooded and benefits can be directed in a meaningful manner.

### REASSESS AND REFINE

Any TDR program should build in a review period to assess its function and make any necessary "tune ups." If any unintended outcomes have occurred, or if the system becomes too complex, the City should seek to diagnose the program structure and components to better direct the use of the system. Likewise, if market assumptions were incorrect and the market is either under- or over-performing, adjustments in the supply and demand side of the credits should be made.

***Policy 2.8b: Develop a wide range of incentives to encourage the protection of historic properties.***

**ACTION 1: EDUCATE ABOUT EXISTING INCENTIVES**

Educate property owners about existing incentives to increase participation in these programs. Work with SHPO as necessary to clarify the procedures for tax incentives to make this process more user-friendly. For more information on tax incentives and low-interest loans for rehabilitation, see the table in Appendix C.

**ACTION 2: IMPROVE PRESERVATION PROGRAM INCENTIVES TO PROPERTY OWNERS**

Identify potential new incentives to make the preservation of historic properties more appealing and less burdensome to a wider variety of property owners. Incentives the City may wish to consider include, but are not limited to, the following:

- Offer incentives within the City Housing programs to encourage their projects to follow preservation standards when dealing with historic properties or areas.
- Work with RDA to create incentives for preservation-oriented projects in redevelopment districts.
- Expedite application processing for projects that adhere to preservation standards.

**Goal 2.9: Offer economic hardship and demolition provisions that achieve their intended purpose.**

Comments received during this planning process indicated that the current demolition provisions of the ordinance, including economic hardship process, are seen as convoluted and ineffectual. In some cases, economic hardship arguments have been successfully used to allow demolition. In many cases, this is the result of underlying zoning that allows uses or densities that greatly exceed the value of the existing structure. Other conditions contributing to demolition include the practice of "demolition by neglect" whereby the owner allows the structure to deteriorate until the cost to repair it is high enough to qualify for demolition, or complications and costs associated with securing a structure against seismic activity. The following policies and actions identify how these regulations should be altered in the future to address these concerns.

***Policy 2.9a: Pursue targeted modifications to historic overlay ordinance to address concerns with demolition and economic hardship.***

**ACTION 1: MAKE TARGETED ORDINANCE REVISIONS**

Make immediate modifications to the economic hardship provisions of the ordinance to address those issues already identified by staff:

- Replace the Economic Review Panel with a specialist hired by the City and kept on retainer.
- Establish a completeness requirement, and prohibit the processing of incomplete applications.
- Assess valuation prior to land assembly to avoid inflated values.

**ACTION 2: EXAMINE BEST PRACTICES AND LESSONS LEARNED**

Explore best practices for how comparable communities address the issue of demolition and neglect and the economic hardship process. Develop recommendations for how the City could maintain a strong economic hardship process, while revising its process to best fit the City's needs.

***Policy 2.9b: Adopt stronger standards to prevent demolition of historic resources by neglect.***

**ACTION 1: DRAFT AND ADOPT DEMOLITION-BY-NEGLECT STANDARDS**

Amend the ordinance by drafting new standards to prohibit demolition of historic resources by neglect. Ensure this process considers and identifies alternate or carrot-and-stick approaches to those situations where physical or economic constraints are preventing maintenance. These cases should be documented and presented to relevant departments or agencies of the City with the intent of developing collaborative programs to address service gaps for populations in need (see 5.7e.2) Ensure that sufficient staff administration and enforcement resources are available to implement any adopted new regulations.

**Goal 2.10: Refine existing design guidelines and create new guidelines to address multi-family and non-residential development in local historic districts and local Landmark Sites.**

The City will work to refine the current residential design guidelines as needed to ensure they are clear, complete and guide infill and alterations in local historic districts and to local Landmark Sites. The City will work to develop design guidelines to address multi-family and non-residential structures in historic districts and sites that can be used in conjunction with the residential design guidelines to ensure appropriate preservation and infill of all types of development and renovation in historic districts.

*Policy 2.10a: Refine portions of design guidelines addressing new construction in order to offer a greater degree of guidance and clarity for how to achieve compatibility while retaining a degree of flexibility for the property owner.*

**ACTION 1: UPDATE AND CLARIFY NEW CONSTRUCTION REQUIREMENTS**

Identify problematic areas in the current residential design guidelines for new construction and make necessary revisions to resolve them. This includes the addition of any related definitions or graphics to help clarify the intent of the guidelines so they can be more consistently applied. Items to be addressed in these revisions include, at a minimum, the measurement of height, particularly in cases of sloped properties, and clearer guidance on allowable materials.

**ACTION 2: ALIGN DESIGN GUIDELINES**

As the City develops new sets of design guidelines as called for in this plan, close attention should be paid to ensure that all requirements are compatible. This is especially important where new construction is not of the same use as the other surrounding uses such as the addition of a neighborhood commercial area in a historic neighborhood.

*Policy 2.10b: Refine the design guidelines to better address the protection of historic signs, such as historic business signage, within local districts or on local Landmark Sites.*

**ACTION 1: ENCOURAGE THE RETENTION OF HISTORIC SIGNS**

Refine the rules for signage to ensure that a business can both advertise its own presence through the use of a sign while still retaining the historic sign in place on the building. The design guidelines will need to address sign placement and design to ensure that both signs can be kept without the building looking cluttered or inhibiting the current business from appropriately denoting its presence. Amend the zoning ordinance to allow for broader use of signs if historically appropriate and consistent with adopted plans and community input.



***Policy 2.10c: Add provisions to the design guidelines to address appropriate new business signage in local historic districts and on local Landmark Sites.***

**ACTION I: DEVELOP DESIGN GUIDELINES FOR NEW SIGNS**

Develop design guidelines for new signs in local historic districts and on local Landmark Sites to ensure they are compatible with the character of and do not diminish the integrity of the historic area or structure.

***Policy 2.10d: Develop multi-family design guidelines to address apartment renovations and conversions within historic districts or Landmark Sites and appropriate infill development of new multi-family buildings within local historic districts.***

**ACTION I: CREATE MULTI-FAMILY DESIGN GUIDELINES**

Create design guidelines for multi-family development in historic areas to help the City its long-term needs for housing.

***Policy 2.10e: Develop non-residential design guidelines to apply to commercial, institutional, industrial, and parks and open space areas within local historic districts and Landmark Sites.***

**ACTION I: DEVELOP NON-RESIDENTIAL DESIGN GUIDELINES**

Develop design guidelines for non-residential development to apply to both updates to existing structures in historic districts or non-residential Landmark Sites as well as the addition of new non-residential structures or parks in local historic districts. This will enable local districts and Landmark Sites to better manage alterations and improvements to non-single family residential structures.

# Administer a Convenient and Consistent Historic Preservation Program

Administration of the City's historic preservation program owes much to the daily efforts of the Historic Landmark Commission and the planning staff. These two groups assist property owners with the application process and the design guidelines, as well as ultimately conducting application review for properties subject to the Historic Overlay District regulations and design guidelines described in the previous chapter.

Together, these two groups manage the majority of the program's responsibilities. The first half of this chapter discusses the Historic Landmark Commission. The following section, program administration, discusses planning.

## HISTORIC LANDMARK COMMISSION

### OVERVIEW

The Historic Landmark Commission (Commission) is the official City entity charged with reviewing and deciding upon all applications for Certificates of Appropriateness that are not delegated to staff. Apart from the City Council, they are the body most heavily involved in setting preservation policy for Salt Lake City.

### COMMISSION APPOINTMENT AND MEMBERSHIP

The Mayor, with the consent of the City Council, appoints members to the Historic Landmark Commission. The Commission is comprised of City residents (between 9 and 15 members at the time of this plan) with an expressed interest in preservation and are knowledgeable about the heritage of the City. Commission members serve on a volunteer basis. Since its inception in 1976, the Commission has included professionals, such as architects, contractors and realtors, as well as concerned citizens and residents of the historic districts.

### COMMISSION MEETINGS AND RESPONSIBILITIES

The Commission meets at least once a month to review applications for Certificates of Appropriateness. (See Figure 9 for a summary of review responsibilities and process.) In these meetings, the Commissioners consider the formal applications themselves, along with oral presentations by staff and the public, written staff reports that include the staff's analysis and recommendations for each project (including findings of fact and recommended conditions of approval). Between 2005 and 2008, the Commission and staff

### Theme 3: Administer a Clear, Convenient, and Consistent Program

Clear and efficient administrative procedures, convenient resources and access to staff, and consistent information on and application of the rules are crucial components to a successful historic preservation program. With the continuous support of the City, and working with other departments where appropriate, the Planning Division develops the written information resources, streamlined processes, and staffing to administer the program in a clear and timely fashion. The policies of the Historic Preservation Plan establish the short-term and long-term goals and priorities for the program to assist both staff and decision-makers with their respective roles in achieving this component of the vision. In addition, the City will consistently enforce requirements in historic districts to reinforce applicable property owner's participation with the historic preservation program.

have reviewed an average of 250 applications each year. This relatively heavy caseload should be a factor in future decisions about how existing and any new components of the preservation program are administered. Today, a relatively large percentage of applications for Certificates of Appropriateness (generally, those dealing with minor projects) are handled at the staff level in Salt Lake. There will need to continue to be a strong role for administrative review, if the Commission case load is to remain manageable.

### ARCHITECTURAL REVIEW COMMITTEE

In the past, the Historic Landmark Commission supported a subcommittee, the Architectural Review Committee, which met as necessary to assist applicants with revising their applications to better meet the ordinance and design guidelines. The subcommittee was comprised of commission members who provide general advice to property owners regarding proposed projects. This service proved to be a valuable tool in assisting applicants with design issues, particularly individual property owners. In recent years, the subcommittee only met on a case-by-case basis.

### COMMENTS ON THE COMMISSION

Comments received during this planning process indicated that a key goal for the City should be to maximize the effectiveness of the Commission by ensuring its members receive proper training and support. The volunteer members of the Commission devote a significant amount of time and effort to learning the nuts and bolts of the City's preservation regulations. The City should work to make citizen involvement in this important administrative function as easy and effective as possible. Additional training of the Commission members, coupled with support of new members to ease transitions, would help make the overall preservation program leadership more unified, consistent, and effective. In particular, ongoing education of preservation best practices (e.g., historically-appropriate green building materials) would greatly advance the preservation program and enable the Commission members to stay current in their knowledge.

Currently, new Commissioners participate in a brief training session regarding the City's preservation program, in which they learn about the regulations, design guidelines, and Commission roles and responsibilities. Aside from this initial training and packet of technical and procedural information, there is little formal training of Commissioners. Consequently, both Commissioners and the experienced preservation professionals who typically represent clients before the Commission report a lag time of several months where new members are learning on-the-job. Both sides of the table would like Commission members to receive more training to enable them to quickly get up to speed, and to also foster some level of consistency in the application of regulations.



*In 2008, the HLC and Planning staff attended a training session provided by the National Alliance of Preservation Commissions and funded by the SHPO and National Trust.*

## GOALS, POLICIES, AND ACTIONS

### Goal 3.1: Provide knowledgeable, consistent, and fair program administration.

*Policy 3.1a: Improve knowledge and expertise of the Historic Landmark Commission through training – both for new Commissioners and for the entire group on at least an annual basis to ensure they have the information to continuously lead and improve the program.*

#### ACTION 1: ANNUAL COMMISSIONER RETREATS

The Commissioners should meet at least once per year for a meeting and workshop to review decisions made and challenges met in the past year, set strategic objectives for the future, and receive training and updates regarding preservation best practices from around the country. Possible topics could include, for example, new trends and materials in green remodels to historic structures.

#### ACTION 2: FACILITATE ADDITIONAL TRAINING

Ensure funding is available for conference attendance or other educational or training opportunities that arise throughout the year. Establish consistent parameters for how available funding should be spent and distributed within the Commission. For example, a portion of available funding should be devoted to training for new Commission members.

#### ACTION 3: NEW COMMISSION MEMBER TRAINING MATERIALS

Augment new Commission member training information with this plan, plus any best practice information or other materials developed as called for in this plan, that help explain the City's preservation goals and the various tools available for meeting those goals.

#### ACTION 4: COMMISSION MENTORING PROGRAM

Create a program whereby outgoing Commission members mentor new members prior to their formal appointment by the mayor to ease the transition and ensure prompt orientation of new members. This could include participation in Commission trainings and attending Commission meetings before being formally seated in order to observe the process.

*Policy 3.1b: Clearly define appropriate advocacy activities for Historic Landmark Commission.*

#### ACTION 1: REVISE ORDINANCE DESCRIPTION OF COMMISSION ROLE

Refine the "Historic Landmark Commission Membership" section of the (H) Historic Overlay ordinance language to remove reference to public advocacy, since that function is already performed by other preservation stakeholders. Instead, emphasize the responsibility of the Commission to educate and, under the supervision of the Mayor, forge working partnerships with other City leaders, departments, agencies, and residents to further preservation objectives in the City.

Existing preservation conferences, networks, and trainings offer several opportunities for Historic Landmark Commission, including:

- National Trust for Historic Preservation conference (annual)
- Commission Assistance Mentoring Program (CAMP) training (multiple dates and locations each year)
- National Alliance of Preservation Commissions (bi-annual national conference, newsletter, and other resources)
- Preservation Leadership Training (typically once a year, locations vary)
- Utah Heritage Foundation Annual Preservation Conference

*Policy 3.1c: Revise the zoning ordinance to formally establish an architectural review committee as a body responsible directly to the Historic Landmark Commission to provide guidance to applicants and staff.*

#### **ACTION 1: ESTABLISH ARCHITECTURAL REVIEW COMMITTEE**

Revise the historic overlay ordinance to establish an Architectural Review Committee of the Historic Landmark Commission to provide an optional venue for project-specific design feedback. This will assist property owners in interpreting and applying the historic regulations and design guidelines to their project proposal. The roles of this committee should include: to provide proactive advice to property owners on how to meet the requirements of the City's preservation regulations and guidelines; and to offer targeted recommendations to property owners who have had project applications rejected by the Commission, by providing general guidance as to how a proposal might be modified to address the stated objections. This will allow the program to take advantage of the expertise of Commission members and to improve feedback and guidance provided to staff and participants in the process. The proactive use of the committee should be encouraged by staff through awareness-raising efforts (brochures, the website, etc.). The committee would meet on an as-needed basis, and applicants would be notified that the opinions of the committee are advisory only and do not necessarily reflect those of the entire Commission, or that they will ensure issuance of a permit.

## **PROGRAM ADMINISTRATION**

### **OVERVIEW**

In addition to the Historic Landmark Commission, the success of the Salt Lake City historic preservation program depends on the contributions of a variety of individuals and groups, including City officials, residents, and the strong preservation partners of the City, such as the State Historic Preservation Office (SHPO) and Utah Heritage Foundation (UHF). This section discusses the groups involved in the administration of the preservation program, besides the Commission, along with various other aspects of program administration.

### **GROUPS WITH ADMINISTRATIVE RESPONSIBILITIES**

#### **Salt Lake City Planning Division**

The Salt Lake City Planning Division has been committed to preserving and protecting the City's historic buildings for over thirty years as part of an overall strategy of maintaining community identity and livability. The Planning Division oversees development in Historic Preservation Overlay Districts and provides professional staff to support the Historic Landmark Commission, the decision-making body that administers the historic overlay ordinance.

#### **Certified Local Government Program**

The Certified Local Government (CLG) program was established as an amendment in 1980 to the National Historic Preservation Act as a way of integrating local governments as "historic preservation partners" with the national historic preservation program. The 1980 amendments specify requirements for the participation of local communities in the program. Certification includes enacting an approved preservation ordinance and appointing a historic preservation commission of at least five people. Salt Lake City has been a Certified Local Government since August 19, 1985 and an active participant in the program since 1993. This program is run by the State Historic Preservation Office (SHPO).

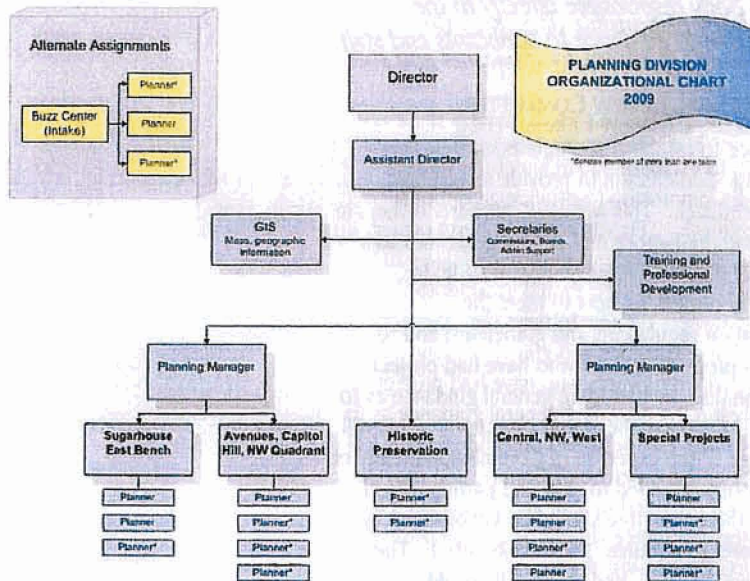


FIGURE 8: PLANNING DIVISION ORGANIZATIONAL CHART (FEBRUARY 2009)

In 1980, the Planning Division hired its first planner to address preservation issues in the City. Since that time, preservation has become a staff-wide project. (See Figure 8.) Planning staff is responsible for regular planning tasks as part of the Planning Division as well as the numerous specialized functions of the preservation program including:

- Administrative review of applications for a Certificate of Appropriateness for properties to which the Historic Overlay District applies;
- Attendance and preparation related to Historic Landmark Commission meetings;
- First point of contact for public questions on historic preservation, including property status, interpretation of the Historic Overlay District and Residential Design Guideline requirements;
- Long-range and strategic planning for the continued development of the program;
- Coordination with other preservation partners and departments on preservation matters (e.g., compatible activities, overlapping responsibilities, etc.); and
- General education and outreach to the community on preservation and the preservation program.

### Planning Commission

Because all proposed historic designations must go through the public hearing process required for zoning map amendments, the Planning Commission reviews applications for the designation of a local Landmark Site or historic district and makes a recommendation to City Council. The Commission also

makes decisions on conditional uses in historic structures, an incentive for preservation that allows adaptive reuse in zoning districts where the use may not otherwise be allowed. The Planning Commission also makes recommendations on text amendments and preservation regulations before they are forwarded to the City Council.

### **City Council**

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The City Council reviews applications for the establishment of local Landmark Sites and historic districts and makes the final designation decisions, based upon recommendations from the Historic Landmark Commission and Planning Commission. The City Council members, along with the Mayor, also appoint Commission members. The City Council is also responsible for setting preservation policy; allocating funding for preservation projects such as surveys, funding, or staffing; and adopting tools to implement the program such as regulations and design guidelines.

### **PROJECT REVIEW AND DECISION**

A property owner of a local Landmark Site or of a property within a local district who wishes to obtain a certificate of appropriateness (COA) does so in one of two ways: administrative review and decision, or review and decision by the Historic Landmark Commission. The procedural route of the project is principally determined by the status of the property and the action the property owner would like to take with the property however, appeal and referral of administrative decisions can shift decision-making over to the Commission. The key steps in each review and decision process are illustrated in the figure below.

### **BUILDING CAPACITY MOVING FORWARD**

During the process of developing this plan, several themes emerged regarding how administration of the preservation program could be improved.

First, the procedures for review and approval of development applications involving historic properties are not clear to the general public. People working to bring a project through the process have met with delays and confusion. This is in part due to a historic planning staffing shortage. Some interviewees also expressed frustration with the planner-of-the-day arrangement (which has now been discontinued), which was cited as leading to inconsistent and incomplete information from staff. Generally, perceived problems with development review have led some individuals and companies to avoid projects that would involve a local Landmark Site or property within a historic district.

Project approval was also cited as inconsistent from project to project, though there is variation in whether this is perceived as a negative or positive of the program. Some see the inconsistency as frustrating, while others welcome it as an unofficial loophole through which to inject projects with a greater level of creativity than would be allowed with a stricter administration of the regulations. (This tends to be a frequent user perspective of preservation

professionals. Individual property owners and residents find the inconsistencies inefficient and frustrating.)

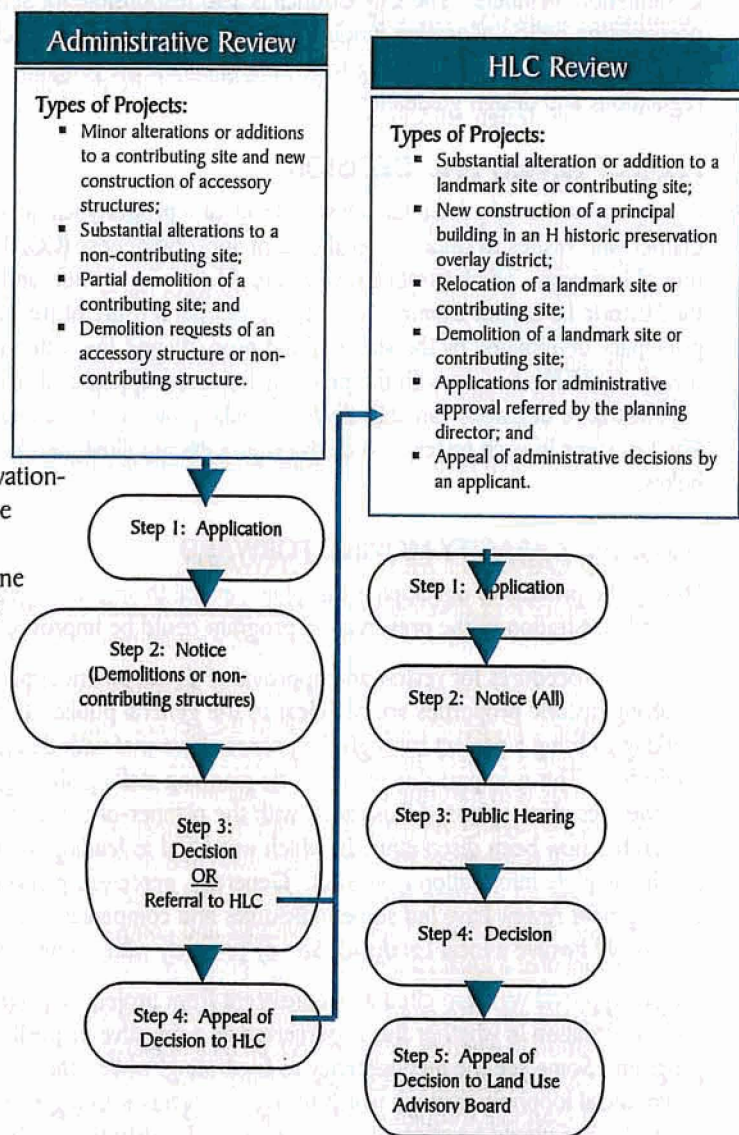
A number of comments were received regarding the City's staffing levels for the Planning Division, with many comments suggesting that current levels are too low. To some observers, low staffing levels mean that staff members must devote the majority of their time to day-to-day review of applications and assistance to property owners, leaving little time for addressing more long-range planning (like overseeing new surveys and nominations or clarifying regulations and procedures) and developing resources to improve user-friendliness.

In addition to ensuring appropriate staffing levels, the City should focus on offering tools and resources that can improve user-friendliness while also freeing up staff time from dealing with basic program procedural questions. New tools and resources are needed to enable people to understand and navigate the requirements, steps, and timing of the City's procedures as they relate to their project

Finally, a major function that has not been provided by the City is code enforcement for historic projects. City code enforcement officers lack the appropriate staffing and preservation-specific training to enable effective and proactive enforcement of historic regulations. This has resulted in a perception that projects can be done illegally outside of the system with less cost and time commitment, and with no repercussions.

The following goals, policies, and actions address these issues.

Figure 9: Review Procedures as of 2009



## GOALS, POLICIES, AND ACTIONS

**Goal 3.2: Ensure the preservation program has full and knowledgeable staff.**

Ensure appropriate staffing levels to meet the needs of the case load, education and outreach, and other plan implementation tasks.

*Policy 3.2a: Create a metric and workload tracking system to plan for additional staff.*

### ACTION 1: DEVELOP A STAFF WORKLOAD TRACKING SYSTEM

Create a system to track the workload of the planning staff, including not only day-to-day project review responsibilities, but also estimated time commitments necessary to pursue the longer-range actions called for in this plan, including education and outreach. Update this tracking system on at least an annual basis.

*Policy 3.2b: Increase number of trained historic planning staff to meet expected work volume.*

### ACTION 1: TRACK TARGET STAFFING LEVELS

Use the workload tracking system to track committed hours of work for planning staff and identify a target staffing level on an annual or semi-annual basis, as appropriate.

### ACTION 2: MAINTAIN ADEQUATE STAFFING LEVELS

Pursue additional staff positions through the City and department budgeting process to meet the current shortfall once it is tabulated. Once the optimal staffing level is reached, continue to track staffing needs to ensure efficient and adequate staffing.

### ACTION 3: PROVIDE EDUCATION FOR STAFF

Ensure that staff members are provided with educational resources and training to effectively administer the City's historic overlay ordinance and related programs.

### ACTION 4: CONDUCT TRAINING ON DESIGN GUIDELINES

Conduct training on the design guidelines to ensure that they are consistently applied. This training should include Public Services Department, Redevelopment Agency, Commission, planning staff, and others as appropriate.

**Goal 3.3: Improve user-friendliness of the historic process.**

The City will work to make participation in the historic preservation program as clear, predictable, and easy as possible. This will be achieved through developing informational resources and making necessary procedural changes.

*Policy 3.3a: Develop materials to assist those interested in undertaking projects to know exactly the steps, requirements, and timeframes for each step to help them successfully navigate the process.*

**ACTION 1: CREATE USER HANDBOOK FOR HISTORIC PRESERVATION PROJECTS**

Develop a short handbook describing the requirements and review process for historic projects while also communicating the big-picture objectives of what preservation, and its additional requirements, are intended to achieve.

**Goal 3.4: Ensure preservation regulations are enforced.**

Program regulations need to be enforced to ensure the City is sending a clear and consistent message in support of historic preservation and adherence to applicable regulations and review processes.

*Policy 3.4a: Create dedicated staff positions to provide building inspection and code enforcement for local historic districts and Landmark Sites to ensure renovations and construction are being conducted in accordance with the permit.*

**ACTION 1: CONSIDER CREATION OF NEW PRESERVATION ENFORCEMENT POSITION**

As part of the annual budgeting process, and if resources are available, consider the creation of one or more staff positions dedicated to building inspection and code enforcement for historic properties and districts to ensure approved renovations and new construction are conducted in accordance with agreed upon specifications and to identify unpermitted activities. These may be specially trained housing and zoning officers or additional planning staff hired to address enforcement for the program.

**ACTION 2: DEVELOP SYSTEM FOR NEW CONSTRUCTION PROJECT REVIEW**

Modify the review procedures for new construction in historic districts to require review and comment by planning staff on building permits, and also during key phases of the development, to ensure conformance with the approved permit.

**Goal 3.5: Build the City's technological capacity to facilitate program administration.**

Several opportunities exist for the City to streamline and facilitate information sharing and analysis to support preservation program activities. Geographic Information Systems (GIS) could assist with analyzing spatial considerations within districts, such as how current and future transit station areas overlap with historic districts. It could also facilitate understanding and sharing information on a specific property with applicants and other departments, such as how it is zoned, including any overlay zones, or what future land use is designated for the property. Ideally, any database capacity the City develops will be easily integrated with the database of the State Historic Preservation Office.

***Policy 3.5a: Build GIS capacity within the historic preservation department to assist and inform program activities.***

**ACTION I: ADD GIS CAPACITY**

Add GIS capacity to the historic preservation program through purchase of necessary equipment and additional staff or training.

***Policy 3.5b: Closely coordinate with other departments and preservation stakeholders to ensure maximum utility of the data.***

**ACTION I: GIS EDUCATION AND OUTREACH**

Educate planning and other City department staff as well as non-City preservation partners on the potential uses of GIS for preservation planning and tracking to promote use and to streamline and support preservation functions.

***Policy 3.5c: As capacity is developed, the City will integrate available technology and information into it's daily procedures to ensure the technology is used to make the process more transparent, well-informed, and user-friendly.***

**ACTION I: TRACK PROPERTIES BY PARCEL**

Track historic properties in GIS by populating the parcel attribute information with relevant fields and data that can assist in day-to-day decision making. Possible attribute information that can be maintained include: survey and survey date, age of structure, condition information, permits granted and permit dates, enforcement history, owner name and address, current land use, zoning and any applicable overlays, and planned land use. Where possible, data should be coordinated with the SHPO's data management programs to allow for the sharing of data where appropriate (such as by coordinating parcel identification numbers).

## Improve Education and Outreach

There are numerous resources available to help citizens learn about, support, enjoy, and preserve the historic resources of Salt Lake City. The City offers some of these resources, most notably the City's website, which provides useful technical materials describing the City's preservation regulations and guidelines. Further, the City's preservation partners – particularly the State Historic Preservation Office (SHPO) and Utah Heritage Foundation (UHF) -- offer numerous additional resources for education and outreach. These include materials to assist property owners with researching and documenting their own homes; information describing tools and incentives that are available to facilitate preservation, like tax credits and preservation easements; and educational resources, tours, and award programs to help children, residents, and visitors learn about and appreciate the great historic resources of the City.

This chapter reviews the key education and outreach activities already in place, and then provides goals, policies, and actions intended to strengthen and expand these offerings.

### OVERVIEW

The City currently does not perform extensive education and outreach as part of its historic preservation program. Available information on historic preservation is limited to functional descriptions of program components and procedures and is conveyed largely through the Historic Landmark Commission website. While this information is useful, it is often seen only by those already aware of historic preservation. Information that would inform the community about the City's history, what historic preservation does, and its benefits to the community would help expand awareness, support, and participation in preservation activities. Outreach efforts could be conducted online as well as through the production of printed materials and reports, public presentations, and SLCTV.

### CITY OUTREACH

#### Community Councils

Salt Lake City recognizes neighborhood-based community organizations whose purpose is to provide community input and information to City departments, including planning preservation-related issues. The community councils are encouraged to make recommendations to the City on all matters affecting the City or each organization's particular area or neighborhoods. All City Council districts have community councils. Most of these groups hold regular meetings and issue a monthly newsletter, and maintain a listserv, are a key route to information-sharing and garnering public participation in the City. In the case of preservation, the close correlation of historic districts and planning areas represented by the community councils allow planning staff to conduct direct

#### Theme 4: Increase Community Pride, Awareness, and Involvement in Historic Preservation

The City clearly and consistently conveys the message that historic preservation is valued in Salt Lake City. Planning staff works with other City department staff, the Historic Landmark Commission, and other preservation partners to communicate that message. The City and its preservation partners advocate for preservation, creating a wide range of educational materials to increase community pride and awareness of the City's history and how that history relates to the built environment. Residents and visitors are able to access information easily on the rich history of Salt Lake City through a variety of interactive means including the internet, printed materials, interpretive signage, walking tours, videos and other media as appropriate.



*The HLC website <http://www.slcgov.com/CED/HLC> is a major asset in sharing information about the City's historic preservation program.*

outreach to property owners as needed through already established venues (meetings, newsletter, listserv).

### City Website

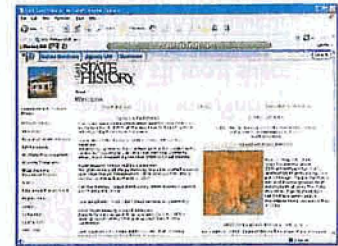
The website of the Historic Landmark Commission is currently the principal source for information about the City's preservation program. The City is currently revising its online materials to further the utility of the website.

### STATE HISTORIC PRESERVATION OFFICE OUTREACH PROGRAMS

In addition to its participation in the nomination process, the State Historic Preservation Office (SHPO) is an active preservation partner, providing technical assistance and research information to property owners and the City.

### Technical Assistance: State and Federal Tax Credits

The State Historic Preservation Office oversees Section 106 reviews for projects using federal funding and administers the state and federal tax credits and various other federal grants for preservation. As such, the SHPO has proved to be the most valuable source of information on tax credits for historic property owners in the City, particularly those with properties that are only listed on the National Register and are therefore not officially part of the City's preservation program. The SHPO's commitment to assisting property owners and expertise in navigating the forms and processes of historic tax credits has resulted in several renovation and adaptive reuse projects that preserved additional resources outside of the City's preservation program.



*The Utah SHPO website is a rich source of state history information and educational resources.*

### Property Research Assistance

The SHPO assists property owners with historic research on individual properties. This ability will be greatly expanded through an online inventory of Utah historic sites, which is currently under development, and will be a great resource for City staff, the Commission, and residents to research and track properties.

### Other Education and Outreach Activities

The SHPO also offers a variety of other education and outreach activities, such as:

- An online interactive Utah history game for children through its website.
- A directory of contractors to help with historic projects.
- Guidelines for photographing a historic property.
- Guidelines for measuring historic building floor plans.
- An on-line course on how to identify historic features.

## UTAH HERITAGE FOUNDATION OUTREACH PROGRAMS

Established in 1966, Utah Heritage Foundation (UHF) was the first statewide preservation organization in the western United States. As a private, membership-based, not-for-profit organization, the Foundation helps property owners, preservation professionals, organizations and government agencies to preserve, protect and promote Utah's built environment through public awareness, advocacy and active preservation. The Foundation fulfills its mission through a wide range of programs and activities, including low-interest loans from its Revolving Fund Loan Program, which reach communities throughout the state.

### Educational Tours

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UHF has several self-guided historic tours of the City:

- Historic Buildings of Capitol Hill,
- Historic Downtown Walking Tour, and
- Historic South Temple Street.

In addition, UHF docents offer tours for K-12 students as well as the general public of the following sites in Salt Lake City:

- Kearns Mansion,
- Salt Lake City and County Building,
- McCune Mansion,
- Keith Mansion,
- Meditation Chapel in Memory Grove Park, and
- Marmalade District on Capitol Hill.

### State Preservation Conference and Heritage Awards

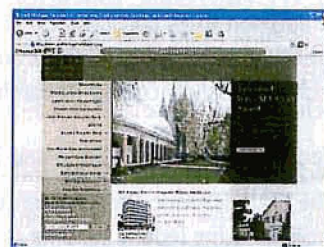
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- In 2007 Utah Heritage Foundation began hosting the annual state Preservation Conference.
- UHF announces annual Heritage Awards to highlight exemplary preservation projects from the prior year. This positive reinforcement of preservation is a valuable tool to highlight historic sites and the value of preservation activity. While these awards are statewide, many of the recipients are in the City due to the fact that most preservation activity in the state takes place in the City.

### Publications

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*Celebrating Compatible Design: Creating New Spaces in Historic Homes.*



*Utah Heritage Foundation website highlights a variety of historic preservation activities in the state, much of which is taking place in Salt Lake City – including awards, tours, and preservation methods and incentives.*



*As a part of their annual conference, Utah Heritage Foundation offers home tours. (Photo courtesy of Utah Heritage Foundation.)*

## GOALS, POLICIES, AND ACTIONS

### Goal 4.1: Increase public awareness of the historic preservation program and its benefits.

The City currently conducts limited direct education and outreach related to the historic preservation program. This has largely been attributable to limited staffing, but also to the fact that the City lacked a clear and consistent message to convey to the public about the purpose and long-term objectives of preservation in the City. Now, with the completion of a city-wide historic preservation plan, the City will work to improve public awareness of the preservation program by providing materials to express program requirements and benefits clearly and making those materials readily accessible.

*Policy 4.1a: Notify historic property owners of their historic status and potential assistance benefits on an annual basis to increase awareness and participation.*

#### ACTION 1: ANNUAL PROPERTY OWNER NEWSLETTER

Create an annual newsletter to historic property owners to remind them of historic property status, maintenance requirements, and available information and assistance. This should be built into the annual budget for the program.

#### ACTION 2: CONVEY HISTORIC STATUS AS PART OF THE SALE PROCESS

Partner with REALTORS® to convey the historic status of a property during the showing of a property, as well as at the time of purchase (e.g., through an additional item on the disclosure form) to ensure new owners are aware of the property status. At the same time, provide potential buyers with information on what that status (e.g., local versus national listing) will mean for them as an owner.

#### ACTION 3: LOBBY FOR STATE REQUIREMENTS FOR HISTORIC DESIGNATION ON PROPERTY TITLES

Over the long term, lobby the state legislature to consider statewide adoption of new rules assigning greater recognition to historic designation as part of the title recordation process and the disclosure form.

*Policy 4.1b: Create property maintenance information handouts to assist property owners in understanding requirements and available assistance for various projects.*

#### ACTION 1: DEVELOP PROPERTY MAINTENANCE HANDOUTS

Develop a series of informational handouts on property maintenance topics to help property owners find the information they need in a clear, consistent, and easy-to-use format. In developing the series, make use of existing materials already developed by other entities to avoid duplication of effort. The City, UHF, and SHPO should coordinate their efforts regarding the development and distribution of new materials.

#### Potential topics for handout series include:

- Financing Home Improvements to Your Historic Home or Building
- Benefits of Restoring Wood Windows
- Incorporating Renewable Energy Capability (Solar and Wind)
- Home Maintenance and Additions for Historic Properties
- Energy Efficient Historic Homes
- Seismic Retrofitting of Historic Structures

**Goal 4.2: Improve coordination with preservation partners.**

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The City will collaborate with and support the SHPO and Utah Heritage Foundation to ensure that they City offers comprehensive program of education and outreach, including information on history, formal historic tours, self-guided walking tours, property research support, tax credit and financing information and assistance, preservation best practices, and other materials on the benefits of historic preservation.

*Policy 4.2a: Coordinate with preservation partners to form strategic partnerships to support educational efforts.*

**ACTION: PERIODIC EDUCATION AND OUTREACH MEETINGS WITH PRESERVATION PARTNERS**

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City officials and planning staff should meet periodically with preservation stakeholders such as Utah Heritage Foundation and the SHPO specifically to coordinate on education and outreach efforts. These meetings should be geared toward briefing the participants on individual goals and activities, identifying any strategic partnerships or complementary efforts that could be pursued, and identifying needs for additional educational outreach on preservation related topics. Increased collaboration can help ensure that a full spectrum of education and outreach is provided while avoiding overlaps.

*Policy 4.2b: Create an information guide to highlight the components of the education and outreach offerings so interested parties are aware of what is offered and how to access the information they need.*

**ACTION 1: CREATE EDUCATION AND OUTREACH GUIDE**

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Create an educational handout that discusses the different components of the education and outreach activities of the preservation program and its preservation partners (UHF and SHPO). This should include information on guided and self-guided historic tours in the City, presentations and outreach to community councils, available handouts and information, and other topics.

*Policy 4.2c: Expand the Commission website to contain educational information on City history and on best preservation practices and benefits.*

**ACTION 1: EXPAND WEBSITE CONTENT**

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The City has already begun to expand its use of the web for preservation and planning activities through restructuring of the City's website and the addition of a monthly planning division e-newsletter with a preservation highlight. The City will continue to devote the necessary resources to reorganize and expand the website to include new content and materials, including new best practice highlights and informational handouts, to further support the implementation of this plan. The City also will continue to focus on improving the site's organization and user-friendliness.

### **ACTION 3: GATHER RELEVANT "BEST PRACTICE" HIGHLIGHTS**

Coordinate with Utah Heritage Foundation, the State Historic Preservation Office, the National Trust for Historic Preservation, the National Park Service, City departments such as Transportation and Housing, and others as appropriate to create a list of preservation-related "best practice" educational materials. Such materials should be designed to complement the educational materials on preservation benefits proposed in Action 1 above. The following list of subjects should serve as a starting point for developing best-practice highlights:

Preservation Practice in Transit-Oriented Development Corridors  
Making the Preservation – Affordable Housing Connection  
Incorporating Green Building Practices into Historic Structures  
Best Practices in Adaptive Reuse

Where possible, highlights should illustrate existing applications of best practices in the City.

*Policy 4.2d: Create case study highlights of preservation best-practice examples in the community, including those efforts that involve collaboration with other departments or preservation partners.*

### **ACTION 1: HIGHLIGHT COMMUNITY BEST PRACTICES**

Positively reinforce participation by calling attention to preservation success stories in the City. Regularly highlight institutional and renovation successes through a multi-media approach, including use of SLC-TV. Publish highlights in reports, newsletters, newspapers, and the website to draw attention to successes.

*Policy 4.2e: Assist the State Historic Preservation Office with hosting periodic workshops for the public on tax incentives and project financing.*

### **ACTION 1: PROJECT FINANCING WORKSHOPS**

Co-host workshops with SHPO and/or UHF on project financing options for historic properties, targeting both residential and non-residential property owners.

### **Goal 4.3: Increase public visibility of historic preservation.**

The City will work to highlight preservation projects locally and nationally to draw attention and awareness of preservation activity in the City.

*Policy 4.3a: Hold annual preservation awards program to highlight successes.*

### **ACTION 1: REINSTATE AWARDS PROGRAM**

Work with the Mayor's office and other City departments to reinstitute a City-sponsored annual awards program to highlight project successes during the prior year and convey their importance to the entire City. Consider

sponsoring with outside organizations, such as the local chapter of the American Institute of Architects.

***Policy 4.3b: Regularly nominate projects for preservation awards to draw attention to the preservation program of Salt Lake City.***

**ACTION I: PURSUE BROADER RECOGNITION OF SALT LAKE CITY PRESERVATION ACTIVITIES**

Continuously emphasize the importance of preservation in the life of the City by seeking state and national recognition of historic resources and preservation program accomplishments in Salt Lake City (e.g., National Preservation Awards of the National Trust). Compile a list of potential awards and application submittal dates and then work with the Commission and preservation partners to identify which awards to pursue.

***Policy 4.3c: Improve or increase the presence of signage denoting historic districts and sites throughout the City and identify and preserve existing historic signage.***

**ACTION I: INCREASE THE NUMBER OF HISTORIC SIGNS AND MARKERS**

Pursue funding to add or repair historic signs to highlight the importance of specific sites and districts, including historic signs no longer associated with extant historic buildings. Where possible, link the addition of new signs into other processes including street repair, City property acquisition, and local designation decisions.

***Policy 4.3d: Participate in neighborhood events and celebrations to publicize and educate about the historic preservation program.***

**ACTION I: ATTEND COMMUNITY EVENTS AND FAIRS**

Attend community events and fairs in historic areas to publicize the program through handouts and graphic posters that simply convey the benefits of preservation and opportunities available to property owners.

***Policy 4.3e: Foster connections between schools and the City's history as a means of outreach and also to provide benefit to school programs.***

**ACTION I: WORK WITH SCHOOL DISTRICT OFFICIALS TO INTEGRATE CITY HISTORY INTO SCHOOL CURRICULA**

Work with school administrators to develop a plan for integrating local history into school programming where it is appropriate and can help augment classroom learning.



*The Planning Division provided information at the Greater Avenues Street Festival in 2008.*

**Goal 4.4: Increase financial incentives for preservation.**

Facilitate public access to existing financial incentives through education and technical assistance and work with preservation partners to increase available financial resources to meet the high demand for financial incentives and assistance.

*Policy 4.4a: Continue to educate people about tax benefits available for their projects in collaboration with the State Historic Preservation Office.*

**ACTION 1: CREATE A FINANCING AND INCENTIVES BROCHURE**

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Create a brochure to highlight all financing and incentive options available to historic property owners and categorize them into residential and non-residential property types. If appropriate, create two brochures directed at residential and non-residential properties.

**ACTION 2: OFFER PERIODIC TAX-CREDIT WORKSHOPS**

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Coordinate with SHPO to schedule and conduct periodic workshops on tax credits to improve user-friendliness and use of these valuable programs.

*Policy 4.4b: Support Utah Heritage Foundation's efforts to expand the revolving loan fund that serves the City.*

**ACTION 1: HELP EXPAND UHF LOAN POOL**

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The City will work to support the expansion of the UHF revolving loan fund within the City's boundaries to expand the use of this highly used program. Support could be monetary or in the provision of in-kind goods and services such as free City-owned event space, staff support, advertising space in buildings and on the City's website, among other potential options.

*Policy 4.4c: Work with Utah Heritage Foundation to increase use of preservation easements.*

**ACTION 1: PROMOTE PRESERVATION EASEMENTS**

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The City will work with Utah Heritage Foundation to develop a strategy to promote the increased use and awareness of the UHF preservation easement program. This tool is currently underutilized. The City will help determine underlying reasons for low use such as staff referral rates, misinformation or a lack of information on easements, or real or perceived barriers to use. The City will then work with UHF to address issues and increase use of the preservation easement tool.

*Policy 4.4d: Coordinate with Housing and Neighborhood Development to provide project review to applications for City Housing and Small Business loans targeted to historic resources.*

**ACTION 1: MODIFY REVIEW PROCEDURES**

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Modify review procedures for City Housing and Small Business loans to include historic planning staff or Commission project review, as appropriate, when the property in question is historic but not locally designated.

## Support a Sustainable City

One of the key goals of this planning effort is to establish stronger relationships between historic preservation and other City programs and policies. In particular, many participants in the development of this plan stressed the need for a strong linkage between historic preservation and sustainability.

Salt Lake City is in the midst of a ground-breaking effort to incorporate sustainability principles into a wide variety of City programs and policies. The creation of the Office of Sustainability and revisions to City zoning and subdivision ordinances are two early and significant steps towards this goal.

The City has developed the following thematic framework for aligning its programs and policies with sustainability:

1. Climate Change and Air Quality
2. Water Quality and Conservation
3. Alternative Energy Production and Energy Conservation
4. Mobility and Transportation
5. Urban Forestry
6. Housing Accessibility and Diversity
7. Community Health and Safety
8. Food Production and Nutrition
9. Recycling and Waste Reduction
10. Open Space, Parks, and Trails

This chapter of the plan illustrates how preservation can support not just environmental sustainability, but also economic, social, and cultural sustainability. Preservation can help the City achieve its goals in several of the topic areas listed above, particularly energy, economic development, urban nature, transportation, and housing, and additional topics might be added to this list in the future. In each of these areas, this chapter demonstrates how preservation can be a cornerstone of the City's efforts to promote sustainable development.

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### *Theme 5:*

#### *Support a Sustainable City*

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*The City practices historic preservation with an eye towards the future. Preservation is a key tool for achieving the City's goals for economic, environmental, and community sustainability. Historic preservation involves the use and reuse of existing structures, which translates into lower environmental impacts. The city recognizes these environmental benefits of historic preservation and commits to investigate the possibilities of using green building materials, environmentally-responsible landscaping, energy efficiency, and renewable energy generation within historic neighborhoods. The incorporation of green building practices is encouraged whenever they are compatible with best historic preservation practices.*

# ENERGY

## OVERVIEW

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### EMBODIED ENERGY

In the words of Richard Moe, the president of the National Trust for Historic Preservation at the time of this plan's adoption, "The bottom line is that the greenest building is the one that already exists." In other words, one of the most environmentally friendly development practices is the decision to repair and reuse an existing building, rather than replace it.

The key link between historic preservation and environmental sustainability lies in the concept of "embodied energy," which refers to the life-cycle energy that is represented in the existing structure. This includes the expended energy to harvest, process, fabricate, and transport the raw materials used during the original construction.

Demolition of a historic structure for redevelopment has a very high associated energy cost. Not only is the energy embodied in the structure lost, but significant energy is involved in the demolition itself, and more energy is used to construct a new building. Plus, new materials must be consumed to construct the replacement building. In today's global marketplace, these materials may come from numerous countries around the world, meaning that significant energy is involved simply in bringing the materials to the site. A new, earth-friendly, energy-efficient building may require 50 to 60 years or more to recover the energy lost in demolishing an existing building.

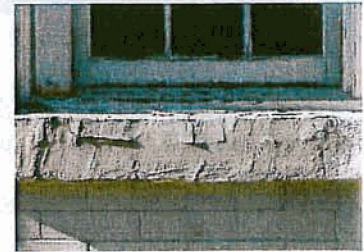
Seen in this light, the reuse of a historic structure can often be the most energy-efficient option and the most sustainable form of development.

### ENERGY EFFICIENCY

Historic construction methods and materials incorporate more energy-saving features than are typically appreciated. For example, tests on wood windows in historic homes have shown them to be as efficient as new double-paned vinyl windows when properly maintained. Maintenance of wood windows offers short and long-term savings to the property owner. In the short term, maintenance – which includes weather-stripping, caulking, and/or the addition of storm windows – is typically less expensive than replacement. In the long term, wood windows can last over a hundred years whereas vinyl products typically need replacement after 10-15 years.

As another example, older development patterns often made good use of building and tree placement to maximize the potential of passive solar heat. The angle of the home allows for maximum sun exposure, while deciduous trees offer shade to keep the home cool in the warmer months.

Of course, the energy use of a particular building is a complex issue and requires individual assessment to determine whether the building is operating



*Although windows can suffer from neglect, repair can be more environmentally sustainable and often cheaper in the long run than replacement.*

as efficiently as possible. Increasingly, there are many resources available to help to improve the energy-efficiency of historic buildings.

## RENEWABLE ENERGY

Salt Lake City has taken a major step to address climate change by joining the international Cities for Climate Protection (CCP) Campaign and committing to a goal of reducing its carbon footprint to 20% below the 2005 level by 2020. The City is also an active supporter of Utah's involvement in the Western Climate Initiative (WCI) which works regionally to reduce greenhouse gas emissions. Clean renewable energy sources will be a key component of an overall strategy to achieve the carbon goals of the City and region. Salt Lake City already allows the use of solar collectors on locally designated historic structures so long as they do not negatively affect the historic character of the building or district. The City is committed to ensuring that the current regulations do not present barriers to expanded use of solar collectors.

"We envision Salt Lake City as a prominent sustainable city: the international crossroads of western America, blending family life styles, vibrant artistic and cultural resources, and a strong sense of environmental stewardship with robust economic activity to create a superb place for people to live, work, grow, invest and visit."

Salt Lake City Vision and Strategic Plan, 1993

## GOALS, POLICIES, AND ACTIONS

**Goal 5.1: Improve public understanding of the life-cycle energy benefits of historic preservation.**

*Policy 5.1a: Educate the general public on the role historic preservation plays in promoting a sustainable City.*

### ACTION 1: PRESERVATION/SUSTAINABILITY EDUCATION SERIES

Hold a series of educational sessions led by staff and guest speakers on how preservation relates to sustainability.

*Policy 5.1b: Educate the owners of historic properties about the energy benefits of preserving older buildings.*

### ACTION 1: CREATE EDUCATIONAL MATERIALS FOR OWNERS OF HISTORIC PROPERTIES

Create informational handouts for property owners that address the energy benefits of historic preservation, and also provide specific tips and recommendations for maintenance and renovation of older buildings. These handouts should compare and contrast the short- and long-term costs of the purchase of new materials versus the repair and maintenance of existing features. Specific topics could include, for example, a discussion of the long-term benefits of repairing historic windows versus replacing them with new windows. Handouts should direct property owners to additional resources to locate more information. Ensure that the brochures are updated over time as new information becomes available (e.g., new City policies on acceptable building materials in historic districts). See also the chapter of this plan, *Improve Education and Outreach*, for additional action items relating to public education.



*This new house under construction in the Central City historic district is considered a "green build"; however, rehabs can be green, too.*

## **BEST PRACTICE HIGHLIGHT: CHICAGO HISTORIC BUNGALOW INITIATIVE**

The Historic Chicago Bungalow Initiative (HCBI) is designed to educate the public about the historic and architectural importance of Chicago's tens of thousands of bungalows, and to assist property owners in adapting their homes to meet current needs. The program also focuses on improving quality of life and property values in Chicago's older, close-in neighborhoods, thus helping to spur redevelopment and minimize the energy and environmental costs associated with urban sprawl. A major focus of the program is encouraging energy-efficient rehabilitation projects. After going through a free certification process, bungalow owners can apply for low-interest loans or grants to help "green" or restore their homes. The HCBI has restored several bungalows as model green homes, and tracks the energy usage of these models against conventional restorations.

*For more information, visit [www.chicagobungalow.org](http://www.chicagobungalow.org).*



## **RESOURCE:**

### **NATIONAL TRUST FOR HISTORIC PRESERVATION SUSTAINABILITY INITIATIVE**

In recent years the National Trust has invested considerable resources and effort in becoming a full-service information clearinghouse for preservation and sustainability. According to the organization, "Historic preservation can – and should – be an important component of any effort to promote sustainable development. The conservation and improvement of our existing built resources, including re-use of historic and older buildings, greening the existing building stock, and reinvestment in older and historic communities, is crucial to combating climate change." The Trust's website contains a variety of resources, including speeches on sustainability, tips for homeowners, and case studies of specific rehabilitation projects.

*For more information, visit <http://www.preservationnation.org/issues/sustainability>.*

**Goal 5.2: Encourage the use of sustainable building practices in the renovation and maintenance of historic structures.**

*Policy 5.2a: Regularly research and publicize appropriate green building practices as they emerge to raise awareness and keep the City informed about available technologies, materials, performance, and practices.*

**ACTION 1: RESEARCH NEW GREEN BUILDING MATERIALS, TECHNOLOGIES, AND PRACTICES**

As technologies and products rapidly evolve to meet a wider array of design needs, the City planning staff and Commission will consider which green building practices are appropriate for renovations and additions to historic structures. Ongoing review of industry best practices will help the City's preservation program stay at the forefront of the historic preservation and sustainability.

**ACTION 2: UPDATE DESIGN GUIDELINES ON A REGULAR BASIS**

On a regular basis, the planning staff will compile information on promising new green building materials, technologies, and practices and prepare recommendations for any necessary updates or revisions to the City's design guidelines. Such recommendations should be presented at least annually to the Historic Landmark Commission. Allocate time and staff resources to that purpose on a regular schedule.

**ACTION 3: APPOINT A STAFF GREEN BUILDING LIAISON**

Appoint a staff liaison to actively participate in Salt Lake City/Utah activities relating to the integration of green building practices in historic preservation projects. This background will be particularly helpful during best practice and educational handout research and development.

**ACTION 4: SUPPORT CONTRACTOR WORKSHOPS**

Work with preservation partners, such as the UHF, to host workshops aimed at people who are looking for a new career or to supplement other contractor skills, to teach about particular trades and skills associated with historic buildings, such as window and wood repair. If possible and if the necessary resources are available, work with preservation partners to develop a certificate accreditation process for attendees, which over time would help establish a list of contractors who are interested in and trained to work on historic buildings.

*Policy 5.2b: Modify design guidelines to address solar collectors and other types of alternative energy equipment within local historic districts and on local Landmark Sites pending design review.*

**ACTION 1: ENABLE BROADER USE OF SOLAR COLLECTORS**

Evaluate design guidelines to determine whether modifications are necessary to allow solar collectors and other types of alternative energy equipment, as recommended by the sustainable code effort to enable broader use of renewable energy technology on historic properties. While the current



*(top) Solar panels in a west side neighborhood. Additional design guidelines could help minimize the profile of such panels in historic districts.*

*(bottom) Solar panels on the roof of the Peter Pan apartments, a National Register site, can be seen but are low profile.*

version of the design guidelines (at the time of this planning effort) appear sufficient to allow the placement of solar collectors in historic districts, the guidelines should be reevaluated on an ongoing basis to address changing technologies.

*Policy 5.2c: Support architectural salvage efforts to promote the reuse of historic building materials.*

#### **ACTION I: SUPPORT ARCHITECTURAL SALVAGE PROGRAMS**

Support local non-profits and businesses that establish architectural salvage programs that facilitate the retention and reuse of materials from historic properties. Such programs help prevent the loss of often-unique and irreplaceable architectural elements, while also reducing the amount of waste sent to landfills.

## **ECONOMIC DEVELOPMENT**

### **OVERVIEW**

In addition to environmental sustainability, historic preservation supports economic sustainability. A healthy and sustainable City needs a diverse economy and viable tax base. The ability of any City to draw and retain residents and businesses is largely based on the quality of life it can offer. In Salt Lake City, historic preservation has helped achieve the City's status as an attractive and distinct City in a number of ways:

- **Downtown/Central Business District:** Numerous historic structures, including the local historic district Exchange Place, help define a unique and attractive downtown.
- **Distinctive Neighborhoods:** Historic neighborhoods in the City's core have avoided the deterioration and disinvestment that can threaten the image and fabric of the City.
- **Architectural and Historic Attractions:** Preservation activity in the past 30 years has protected numerous sites with distinct historical and architectural significance that attract visitors as well as contributing to the visual interest of the City's built environment.
- **Affordability.** The rehabilitation of older buildings can help provide affordable spaces for both residential and commercial uses, helping to provide a range of housing and business options and contributing to the development of mixed-income areas.

While these are secondary economic benefits, preservation also offers direct benefits to the City's economy through increased employment – studies have documented that rehabilitation projects typically employ more people, and often higher-skilled labor, than new construction projects. The following sections discuss two additional types of direct economic benefits: heritage tourism activity and increased property values.

## HERITAGE TOURISM

Across the country, from major urban centers to rural villages and hamlets, research has consistently shown that thriving historic areas attract visitors who provide a significant source of revenue for both local and state economies. Visiting historic places, or "heritage tourism," has grown substantially in the past few decades as more and more visitors seek to combine recreation with meaningful educational experiences. Heritage tourism is focused on the experience and preservation of a distinctive place and its stories from the past to the present. Its resources are diverse and may include historic landscapes, ethnic festivities, and living traditions such as the production of local foods and crafts.

Heritage tourists include travelers who incorporate at least one visit to a historic site or landmark among other activities, and also the smaller subset of visitors whose primary reason for traveling is to visit historic places. Heritage tourists tend to have a greater respect for the places they visit and are less likely to have a negative impact on heritage resources. Heritage tourism is an important tool to bring preservation and economic development together.

Utah enjoys an abundance of beautiful scenery and historic places that attract all types of visitors. Heritage tourism contributes to Utah's economy by generating revenue, creating new jobs, and providing opportunities for small businesses. An example of heritage tourism may include a visit to Salt Lake City's historic downtown, which attracts visitors interested in historic settings such as the unique buildings and landscapes associated with the City's LDS heritage.

According to the nationwide research by the Travel Industry Association of America (TIA), heritage and cultural travelers consistently stay longer and spend more money than other types of U.S. travelers; in one recent year, they averaged \$623 per trip versus \$475 per trip for other U.S. travelers. Heritage travelers also tend to travel longer: 5.2 nights versus 3.4 nights. Most cultural travelers want to enrich their lives with new travel experiences. They have a greater respect for the places they visit and are less likely to have a negative impact on heritage resources.

The economic impacts of heritage tourists go beyond their direct expenditures. Each dollar spent at a hotel, restaurant, or retail shop circulates in the economy as the establishment buys supplies, contracts for services, and pays wages to its employees. This re-spending of money can be calculated through economic multipliers, and can add up to a significant source of income for the City and state.

## PROPERTY VALUES

Over the past decade, many communities throughout the country have investigated the impact of local historic district designation on property values. Places as diverse as Colorado, Florida, Michigan, and Texas have tracked property value trends in locally designated historic districts.

While each of these communities has recognized that measuring property value impacts is a complex issue that involves multiple variables that change widely depending on each area studied, they nevertheless have found consistent evidence to support the position that historic designation at the very least does not decrease property values, and oftentimes designation can be a contributing factor in raising values higher and faster than similar, undesignated areas. This was the case, for example, in a 2005 study for the state of Colorado that looked at property values in a range of selected locally designated historic districts (both residential and commercial) in Denver, Durango, and Fort Collins.

## GOALS, POLICIES, AND ACTIONS

### Goal 5.3: Support historic tourism to Salt Lake City.

*Policy 5.3a: Work with preservation partners and economic development groups to develop a heritage tourism strategy.*

#### ACTION 1: DEVELOP HERITAGE TOURISM STRATEGY

The City should actively support efforts by UHF and the Visitor's Bureau to develop a heritage tourism strategy in collaboration with preservation partners and economic development groups, including the City economic development staff, Chamber of Commerce, State Historic Preservation Office, RDA, and others. The first step should be to identify options to promote heritage tourism through existing attractions and the Downtown. The next step should be to identify measures that could be taken to expand the geographical range of the City's heritage tourism efforts towards other neighborhoods and a broader range of resources.

Key elements for the overall heritage tourism strategy to address will include:

- Products and experiences: The types of heritage resources that exist for visitors to Salt Lake City – the "things to see and do."
- Infrastructure: The physical facilities needed to support heritage tourism (such as lodging, food and beverage, transportation) and also the information resources needed to support the tourism industry (e.g., visitor information databases).
- Marketing and communications: The multi-media approach for creating awareness of Salt Lake City heritage tourism opportunities.
- Funding: The funding streams and financial resources, both public and private, which will support development and maintenance of heritage tourism resources.
- Organizations: The entities charged with managing heritage tourism activities in the City (and perhaps state), including the chamber of commerce, convention and visitors bureau, preservation groups, and City staff and officials.

*Policy 5.3b: Pursue funding for heritage tourism in cooperation with other partners involved in developing the tourism strategy.*

**ACTION I: PURSUE GRANTS TO SUPPORT HERITAGE TOURISM**

Capitalize on the City's status as a Preserve America community to identify and pursue grants to help finance heritage tourism growth in the City. Possible sources include Preserve America grants and Utah Cultural Heritage Tourism Grants.

**Goal 5.4: Increase coordination between historic preservation and Downtown revitalization and economic development efforts.**

The Central Business District contains a variety of historic buildings in addition to Washington Square, Temple Square, and Exchange Place Historic District. The Historic Landmark Commission and planning staff should be collaborators in the revitalization and enhancement of downtown.

*Policy 5.4a: Work with downtown and preservation stakeholders to create a Main Street-type program for Downtown Salt Lake City.*

**ACTION I: DEVELOP COMMUNITY REVITALIZATION PROGRAM**

Work with a variety of Downtown and preservation stakeholders, such as City officials, the Chamber of Commerce, the Redevelopment Agency (RDA), Downtown Alliance, State Historic Preservation Office, and the Salt Lake City Economic Development Division, to develop a community revitalization program for the Downtown, which relies on historic preservation as a catalyst for downtown economic development. Build on successful concepts introduced and tested by the National Trust's Main Street program.

## URBAN NATURE

### OVERVIEW

Salt Lake City has a number of parks that are listed as historic Landmark Sites, including Liberty Park and Pioneer Park. Other historic landscapes maintained by the City include neighborhood parks, park strips and medians, cemeteries, and the landscapes around City-owned buildings. Maintenance responsibility of these properties is the responsibility of Public Services, but planning staff and the Commission do review heritage tree removal when in a Landmark Site or local district, including historic parks. There also are a variety of privately owned green spaces in historic districts and on the grounds of Landmark Sites.

The City will work to ensure that historic features of all its historic landscapes remain present for future generations through responsible stewardship and careful maintenance practices.



*Gilgal Sculpture Garden received a Utah Heritage Foundation Preservation Award in 2008.*

## GOALS, POLICIES, AND ACTION

**Goal 5.5:** Preserve historic parks and other historic landscapes in Salt Lake City.

*Policy 5.5a: Create design guidelines for historic landscapes including parks, medians, open space areas, and cemeteries.*

### ACTION 1: SURVEY THE CITY'S HISTORIC LANDSCAPES

Conduct one or more surveys of historic landscapes in the City, including parks, cemeteries, open space, and streetscapes. Surveys are a necessary prerequisite to the development of design guidelines, and also to provide a baseline for making decisions regarding development proposals affecting historic landscapes. The existing master plans on their own (e.g., the parks master plan) are not always sufficient to provide a basis for making decisions. Further, not every park or site has a master plan.

### ACTION 2: CREATE HISTORIC LANDSCAPE DESIGN GUIDELINES

Based on the survey called for in Action 1, develop design guidelines for historic landscapes to ensure the integrity of these spaces is retained and that they support the structures they surround. This set of design guidelines should be balanced against other citywide sustainability goals to ensure recommended practices have a rational relationship to the public need for safety, water conservation and management of invasive species and pests.

The City will strive for landscaping techniques that are compatible with historic landscapes, in addition to being water-efficient and environmentally responsible. If, for example, a tree species was once commonly planted but is now known to be invasive or susceptible to certain pests or diseases, current knowledge and best practice should determine the selection of replacement species. The focus should remain on the overall aesthetic, however, to ensure there is consistency in the landscape and that the replacement "reads" the same as the species it replaced. Replacement should still be conducted, as it is now, when a tree is ill or damaged and poses a safety risk (falling over or repeated large falling branches). The City preservation and public services staffs can work collaboratively to develop an appropriate plant palate for historic areas to guide future maintenance activities in these landscapes.

*Policy 5.5b: Coordinate with Public Services Department to preserve City-owned parks and other historic landscapes.*

### ACTION 1: PRESERVE LOCALLY DESIGNATED PARKS

Coordinate with the Public Services Department on the maintenance and improvement of historic parks in line with the design guidelines for landscapes (See Policy 5.5a) and other goals and policies of this plan.



*Liberty Park, a Landmark Site, includes many historic features such as this stone arbor.*

#### **ACTION 2: IDENTIFY AND PURSUE LISTING FOR ADDITIONAL HISTORIC PARKS AND HISTORIC LANDSCAPES**

Identify additional historic parks in the City for survey and, if appropriate, nomination as Landmark Sites or included within historic districts.

#### **ACTION 3: DEVELOP INFORMATIONAL PACKET FOR ALL HISTORIC PARKS IN THE CITY**

Create an informational packet on the history of use and landscape design of the City's historic parks. This summary should include all older parks in the City, not just those already listed as local Landmark Sites. This packet should be provided to the Historic Landmark Commission, Public Services Department, and planning staff for their use and reference and be used to develop and refine the design guidelines for historic landscapes.

#### ***Policy 5.5c: Maintain historic landscape features such as markers in road, memorials in medians, and sidewalks***

#### **ACTION 1: INVENTORY HISTORIC DETAILS TO BE PRESERVED**

Create an inventory of historic markers, memorials, and any other significant historic landscape features that should be retained and share that information with the Public Services Department to inform their project planning. As GIS capability expands, these points can be geocoded into a shapefile with a GPS device to make locating and identifying resources easy and convenient.

#### **ACTION 2: DETERMINE APPROPRIATE PRESERVATION MEASURES FOR HISTORIC LANDSCAPE FEATURES**

Eliminate or streamline negotiations on preservation of historic Landmark Site features, such as street and sidewalk details, by determining appropriate protection and mitigation measures and thresholds in advance with the Public Services department. The appropriate mitigation measures should be tiered based on the significance of the resource. Special consideration may wish to be taken with the street and sidewalks in front of Landmark Sites or that serve as view corridors from historic parks.

#### **ACTION 3: PUBLIC SERVICES DEPARTMENT COORDINATION**

Foster an ongoing arrangement with the Public Services Department, such that Public Services Department will notify the planning staff any time repairs are to be made in either a local or a national historic district that may affect historic landscape features. This should also include streets and sidewalks within historic districts that may have been updated in a manner that did not retain historically compatible characteristics. New work to streets, sidewalks, medians, etc in these areas should be viewed as an opportunity to bring the streetscapes and landscapes closer in line to the original conditions and the guidance and objectives of this plan.

*Policy 5.5d: Educate the public about the preservation of privately owned historic landscapes.*

**ACTION 1: DEVELOP EDUCATIONAL MATERIALS FOR THE OWNERS OF PRIVATE HISTORIC LANDSCAPES**

Develop a series of brochures or other educational materials that may be made available to the owners of historic landscapes on private property, such as private landscaping within local districts or on the grounds of Landmark Sites. Individuals should be encouraged to use historically compatible materials where possible, while still respecting the City's sustainability goals. A basic element of a standard residential landscape is the lawn or turf area – but the choice of turf species used can greatly impact its susceptibility to drought and overall water consumption. Given that approximately half of residential water use in the US is used for landscape irrigation, eliminating thirsty species from the landscape can have a dramatic impact on overall water consumption. As the City develops landscaping standards as part of its code revisions, planning staff can modify plant lists to focus on appropriate selections in historic areas.

*Policy 5.5e: Review and update the Master Plans to ensure that open space goals within historic districts or Landmark Sites are consistent with the historic preservation plan.*

**ACTION: SEE POLICY 1.2A.**

## TRANSPORTATION

### OVERVIEW

A sustainable transportation system is one that allows for many types of movement and access throughout the City, with an emphasis on alternatives to motor vehicle travel. The historic development pattern of the City grid lends itself to alternate modes of transportation such as pedestrian, bicycle, and transit. The City will continue to support alternate modes of travel in its historic areas through appropriate improvements to the overall transportation infrastructure, which includes highways, major and minor roads, transit (bus, light rail, street car), bicycle lanes, and sidewalks.

### GOALS, POLICIES, AND ACTIONS

**Goal 5.6: Support a range of transportation modes.**

*Policy 5.6a: Work with the Public Services Department to offer a welcoming pedestrian and bicycle environment in historic districts.*



*TRAX connects major destinations in the city, such as Temple Square (above) and the University. Through proactive planning, the historic character can help shape unique identities for transit stations.*

## **ACTION I: DEVELOP HISTORIC DESIGN GUIDELINES THAT ENHANCE THE PEDESTRIAN ENVIRONMENT**

Work with Public Services Department to plan for improvements within historic districts and to Landmark Sites that simultaneously enhance the pedestrian environment and the historic streetscape. Pedestrian-friendly features should include well-maintained sidewalks, clear and safe crossings, street trees, and compatible design of bicycle racks and street furniture near commercial activities. The pedestrian-friendly design features should be integrated into the historic district design guidelines.

*Policy 5.6b: Coordinate with the Utah Transit Authority and City Transportation Division on light rail routes, stations, and street car system improvements planned within historic districts.*

## **ACTION I: REPRESENT PRESERVATION PRIORITIES IN THE TRANSIT PLANNING PROCESS**

Ensure consistent participation by planning staff in the transit planning and policy-setting process. In particular, ensure that planning division staff with knowledge of the City's historic resources participate in the development of new and expanded light rail lines, with the objective of minimizing actions (such as the siting of new stations) that may harm historic resources and supporting actions that will enhance historic preservation.

# HOUSING

## OVERVIEW

Another key attribute of a sustainable city is the availability of a wide variety of convenient, safe, and affordable housing options for residents of all income levels. The City is committed to supporting vital urban neighborhoods that accommodate a range of size, age, and income households.

Creating and maintaining a supply of affordable housing is a challenge in any city. Historic neighborhoods can provide a significant range of housing options. With the use of incentive programs, such as grants and preservation tax credits, these neighborhoods have the potential to provide even more affordable homes.

The supply of housing in the core areas of a city directly impacts the mix of age, income, and family sizes that can reside there. In Salt Lake City, current preservation limitations on home additions and maintenance requirements were criticized by some participants in this planning process as resulting in a more homogenous resident profile than is desired or sustainable for the long term. The perceived inability of the central neighborhoods to accommodate different housing needs impacts the city's overall development footprint, as core-area residents move elsewhere in search of housing options to match their needs. For example, a growing family that finds it difficult to expand its home because of preservation restrictions may look to a neighborhood in the suburbs for a



*The adaptive reuse of the former ZCMI General Warehouse (above) for the Artspace City Center has added artist townhouses (below), artist live-work units, gallery space, and an interior garden. Adaptive reuse can be a critical tool in preserving historic structures and providing space for affordable and rental housing options as well as economic activity.*



*Photos courtesy of Utah Heritage Foundation.*

new home. This results in increased land and resource consumption as new homes are constructed.

The City's challenge is to pursue its preservation objectives while at the same time ensuring that a variety of household types can find convenient and affordable housing in the City. Preservation standards and programs should support adaptive reuse, renovation of historic apartments, and appropriate expansion of single-family homes to allow historic structures to meet various lifestyle needs.

## GOALS, POLICIES, AND ACTIONS

**Goal 5.7: Promote a range of housing options in historic areas to meet a variety of needs.**

*Policy 5.7a: Ensure zoning supports the retention and reuse of existing historic apartment and non-residential buildings.*

### **ACTION 1: ENSURE COMPATIBLE ZONING**

Ensure underlying zoning for historic non-residential structures supports the reuse for multi-family or some compatible non-residential use.

*Policy 5.7b: Support the renovation and use of historic apartment buildings and the adaptive reuse of historic non-residential buildings for residential units.*

### **ACTION 1: IDENTIFY AND REMOVE OBSTACLES AND INCENTIVES FOR DEMOLITION**

Work to identify obstacles to non-residential renovation and adaptive reuse projects including fire and building code requirements and find appropriate solutions that make renovation projects more viable and user-friendly.

### **ACTION 2: EDUCATE STAFF ON CODE CHANGES AND AVAILABLE ASSISTANCE**

Ensure that current planning, code enforcement, building permit, and other relevant staff are trained in the code changes to ensure rules and information are applied and distributed in a correct and consistent manner. Inform all relevant parties of contacts for either their own questions or people to whom they can direct private citizens with questions on project requirements and available incentives.

*Policy 5.7c: Work to develop appropriate policies on additions to historic homes to accommodate the needs of families.*

### **ACTION 1: SUPPORT APPROPRIATE RESIDENTIAL ADDITIONS**

Develop policies for additions to residential properties to ensure that historic structures can continue to meet the housing needs of both families and

individuals. Determine whether existing design guidelines are sufficient to implement policies, or whether revisions are necessary.

UHF also has outlined a number of suggested policies for sensitive residential additions in its publication, *Celebrating Compatible Infill Design*.

***Policy 5.7d: Work to develop appropriate policies on allowing accessory dwelling units in historic homes.***

**ACTION 1: ALLOW ACCESSORY DWELLING UNITS IN HISTORIC DISTRICTS**

Assess best practices for accessory dwelling units in historic areas and make appropriate regulatory modifications to allow accessory dwelling units in historic districts. Consider density bonuses to encourage provision of accessory dwelling units.

***Policy 5.7e: Explore potential partnerships between the Housing Authority, Housing Division, RDA, and non profit housing agencies and historic preservation to leverage funds and offer affordable housing units.***

**ACTION 1: AFFORDABLE HOUSING BEST PRACTICE**

Identify priorities and best practices for affordable housing and historic preservation to educate on how preservation and affordable housing can best support the objectives of the other.

**ACTION 2: PROGRAM DEVELOPMENT**

Coordinate with other departments and agencies to develop programs that support affordable housing and jointly pursue funding to support affordable housing objectives. The Community Development Block Grant (CDBG) program is one possible source of funding.

**Goal 5.8: Assist homeowners in overcoming age, income, or ability challenges of home maintenance requirements.**

The City will explore and support volunteer efforts and financing options to support homeowners facing challenges in meeting exterior home maintenance requirements.

***Policy 5.8a: Coordinate with the Housing and Neighborhood Development Division to develop and encourage the use of community programs that assist elderly or differently-abled owners of historic properties with exterior maintenance tasks.***

**ACTION 1: CREATE TARGETED MAINTENANCE ASSISTANCE PROGRAMS**

Identify and pursue programs to provide targeted assistance in home maintenance and weatherization where there is need and support for such programs from elderly, differently abled, or low-income residents. Programs may include public/private or public/non-profit partnerships, as well as direct collaboration with the Housing and Neighborhood Development Division. Some such programs may already exist, but perhaps could be better integrated with the city's preservation programs. Develop standards designed

to uphold the material requirements of the historic overlay ordinance. The Community Development Block Grant (CDBG) program is one possible source of funding.

**ACTION 2: COORDINATE OUTREACH TO PROPERTY OWNERS**

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Work with other program partners to develop an outreach campaign on the new programs as they are offered to both encourage participation and help overcome any concerns or reservations property owners may have about seeking assistance. The Community Development Block Grant (CDBG) program is one possible source of funding. The community design center (ASSIST, Inc.) could be a resource for outreach and support to the elderly, handicapped, and low- and moderate-income residents.

**ACTION 3: PURSUE AND CREATE FUNDING SUPPORT**

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Identify and pursue available funding sources to support the new housing rehabilitation program such as Community Development Block Grants and Urban Renewal Program funds. Where gaps still exist, pursue public-private and public-non-profit partnerships to offer additional funding options.

# Implementation Action Plan

## HOW WILL THE PLAN BE IMPLEMENTED?

Salt Lake City will implement the Historic Preservation Plan through five basic types of actions:

1. Policy Decisions,
2. Ordinance Revisions,
3. Coordination and Partnerships,
4. Pursuing Funding Mechanisms, and
5. Education and Outreach.

These are described briefly in the sections that follow.

### POLICY DECISIONS

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The plan identifies a number of actions that will be carried out during day-to-day policy decisions made by the planning staff, the Commission, and the City Council. The Commission and Council will continually make decisions regarding development proposals and plan amendments and will use this plan to guide such policy decisions as they occur. The City Council's annual funding to support planning and planning staff activities will directly impact the successful implementation of this plan.

### REGULATORY IMPROVEMENTS

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Regulatory improvements to the (H) Historic Overlay ordinance, creation of new tools like conservation districts, and improvements and additional design guidelines for historic areas will all be critical components of plan implementation. Changes will also be necessary to the building code, sign code, and other regulations to support policies of this plan and facilitate adaptive reuse projects. By bringing regulations of the City into alignment with preservation objectives, the City will help reduce internal conflicts and contradictions and support a more unified approach to preservation and development.

### COORDINATION AND PARTNERSHIPS

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The plan identifies two categories of partnerships central to its successful implementation:

#### PRESERVATION PARTNERS

The City will work closely with Utah Heritage Foundation, the Utah State Historic Preservation Office, and other non-profit preservation advocacy groups to coordinate on many preservation-related activities, including development of an on-line database, education and outreach activities, and grants and loans, among others.

## CITY DEPARTMENTS AND AGENCIES

The planning staff of the Planning and Zoning Division of the City will coordinate with other departments, particularly the Economic Development, Housing, and Public Services, as well as the Redevelopment Agency of Salt Lake City.

## PURSuing FUNDING MECHANISMS

Throughout this plan, the Action statements make reference to a number of potential funding sources to assist in implementing goals of the preservation plan. Many of these are competitive annual grants that the City will need to pursue independently or in conjunction with another agency or entity and that require cash matches. The pursuit of these funding sources, as well as keeping current on any additional opportunities that may exist over time, will need to be integrated as a practice of planning staff and other departments where mutual opportunities or overlaps exist.

## EDUCATION AND OUTREACH

Education and outreach are a critical component to fostering support and understanding for the preservation program and how preservation activities relate to other City goals, such as sustainability. The City will work with other preservation partners and community council groups to increase public awareness and create additional educational opportunities and materials.

## IMPLEMENTATION ACTION PLAN

The following pages contain the Implementation Action Matrix. This matrix summarizes each action identified in the plan and assigns a time frame and one or more responsible partners.

**Timing:** The matrix expresses the relative priority of the action within the timing section of the matrix. These columns specify the timing for each action as: ongoing, within the first year after the plan is adopted, in the one- to five-year timeframe, or five to ten years from adoption.

**Responsible Parties:** The matrix identifies the parties responsible for implementing the action, including joint actions and collaborations.

Action Ref #	Implementation Action	Timing				Responsible Parties
		Ongoing	0-12 mo	1-5 yrs	5-10 yrs	
<b>Theme 1: Foster a Unified City Commitment to Preservation</b>						
1.1a.1	Master Plan Assessment (p.19)	✓				City Staff
1.1a.2	Develop Preservation Issues List for Community Master Plans (p.19)		✓			HLC, City Staff
1.1a.3	Establish Annual Priorities and Pursue Funding (p.19)	✓				HLC, City Staff
1.1b.1	Citywide Plan Assessment (p.20)	✓				City Staff
1.2a.1	Decision-Making Priority (p.22)	✓				City Officials, City Staff
1.2b.1	City Coordination Committee (p.25)		✓			City Staff
1.2b.2	Coordinate with Economic Development (p.25)	✓				City Staff
1.2b.3	Coordinate with Transportation Planning (p.25)	✓				City Staff
1.2b.4	Coordinate with City Sustainability Efforts (p.26)	✓				City Staff
1.2c.1	Annual Action Plan for Implementation (p.26)	✓				HLC, City Staff
1.2c.2	Periodic Implementation Progress Reports (p.26)	✓				City Staff
1.3a.1	Outreach to City Leaders and Other Departments (p.29)		✓			HLC, City Staff
1.3a.2	Weave Education into all Preservation Planning Functions (p.29)			✓		City Staff
1.3b.1	Assign Staff Planning Teams to the Community (p.30)		✓			City Staff
1.3b.2	Develop Property Acquisition Process (p.30)			✓		City Officials, City Staff
1.3b.3	Planning for City-Owned Properties (p.30)			✓		City Officials, City Staff
1.3c.1	Study Economic Benefits of Historic Preservation (p.30)				✓	City Officials, City Staff
1.3c.2	Understand Mutual Interests (p.30)	✓				City Officials, HLC, RDA, City Staff
<b>Theme 2: Develop a Comprehensive Preservation Toolbox</b>						
2.1a.1	Establish Survey Criteria (p.35)		✓			City Staff, HLC
2.1a.2	Identify Areas Where New Surveys Are Needed (p.35)	✓				HLC, City Staff
2.1b.1	Establish Age Threshold for Existing Surveys (p.35)			✓		HLC, City Staff
2.1b.2	Identify Areas Where Resurveys Are Needed (p.33)		✓			HLC, City Staff
2.1c.1	Identify Short- and Long-Term Survey Funding Priorities (p.36)			✓		HLC, City Staff
2.2a.1	Establish a Consistent Format for New Surveys (p.36)			✓		HLC, City Staff, SHPO
2.2b.1	Support Archive Development (p.37)	✓				HLC, City Staff, SHPO
2.2b.2	Promote Electronic Archive Use (p.37)	✓				HLC, City Staff, SHPO, UHF
2.3a.1	Track Development Activity Near District Boundaries (p.42)	✓				City Staff
2.3b.1	Evaluate Possible Local District Boundary			✓		HLC, City Staff

Action Ref #	Implementation Action	Timing				Responsible Parties
		Ongoing	0-12 mo	1-5 yrs	5-10 yrs	
	Changes (p.42)					
2.3b.2	Refine Local District Boundaries (p.42)			✓		City Officials, HLC, City Staff
2.4a.1	Identify National Districts Appropriate for Local Listing (p.43)			✓		HLC, City Staff, SHPO
2.4a.2	Identify Other Candidate Areas for Local Designation (p.43)			✓		HLC, City Staff, SHPO
2.4a.3	Prepare Local District and Multiple-Property Nominations (p.43)			✓		HLC, City Staff, SHPO
2.5a.1	Identify Landmark Site Candidates (p.43)	✓				HLC, City Staff, SHPO, UHF
2.5a.2	Nominate Additional Landmark Sites (p.43)				✓	City Officials, HLC, City Staff
2.5a.3	Evaluate Designation Status of Existing Landmark Sites (p.43)			✓		City Staff, HLC
2.5b.1	Pursue Local Listing of City Properties (p.44)		✓			City Staff, HLC
2.5b.2	Update City Property Acquisition Process (p.44)		✓			City Officials, HLC, City Staff
2.6a.1	Encourage National Register Nominations for Properties Identified Through Survey Work (p.44)	✓				City Staff, SHPO, UHF
2.7a.1	Assess Underlying Zoning (p.47)		✓			City Staff
2.7a.2	Pursue Zoning Map Amendments (p.48)		✓			City Officials, HLC, City Staff
2.7b.1	Assess Building Code Barriers and Conflicts (p.48)		✓			City Staff
2.7b.2	Develop Smart Code for Adaptive Reuse (p.48)			✓		City Staff, City Officials
2.8a.1	Establish a Conservation Overlay District (p.48)			✓		City Officials, HLC, City Staff
2.8a.2	Develop TDR Programs (p.48)				✓	City Officials, HLC, City Staff
2.8a.3	Explore Other Tools and Incentives (p.49)	✓				City Officials, HLC, City Staff
2.8b.1	Educate About Existing Incentives (p.52)	✓				City Staff, SHPO, UHF
2.8b.2	Improve Preservation Program Incentives to Property Owners (p.52)	✓				City Staff, RDA
2.9a.1	Make Targeted Ordinance Revisions (p.53)		✓			City Officials, HLC, City Staff
2.9a.2	Examine Best Practices and Lessons Learned (p.53)	✓				City Staff
2.9b.1	Draft and Adopt Demolition-by-Neglect Standards (p.53)		✓			City Staff
2.10a.1	Update and Clarify New Construction Requirements (p.54)		✓			City Officials, HLC, City Staff
2.10a.2	Align Design Guidelines (p.54)	✓				City Officials, HLC, City Staff
2.10b.1	Encourage the Retention of Historic Signs (p.54)	✓				City Officials, HLC, City Staff
2.10c.1	Develop Design Guidelines for New Signs (p.55)			✓		City Officials, HLC, City Staff
2.10d.1	Create Multi-Family Design Guidelines (p.55)			✓		City Officials, HLC, City Staff
2.10e.1	Develop Non-Residential Design Guidelines (p.55)			✓		City Officials, HLC, City Staff

**Theme 3: Administer a Convenient and Consistent Historic Preservation Program**

Action Ref #	Implementation Action	Timing				Responsible Parties
		Ongoing	0-12 mo	1-5 yrs	5-10 yrs	
3.1a.1	Annual Commissioner Retreats (p.58)	✓				City Officials, HLC, City Staff
3.1a.2	Facilitate Additional Training (p.58)	✓				City Officials, HLC, City Staff
3.1a.3	New HLC Member Training Materials (p.58)		✓			City Staff
3.1a.4	HLC Mentoring Program (p.58)	✓				HLC, City Staff
3.1b.1	Revise Ordinance Description of HLC Role (p.58)		✓			City Officials, HLC, City Staff
3.1c.1	Establish Architectural Review Committee (p.59)		✓			City Officials, HLC
3.2a.1	Develop a Staff Workload Tracking System (p.63)	✓				City Staff
3.2b.1	Track Target Staffing Levels (p.63)	✓				City Staff
3.2b.2	Maintain Adequate Staffing Levels (p.63)	✓				City Officials, City Staff
3.2b.3	Provide Education for Staff (p.63)	✓				City Officials, City Staff
3.2b.4	Conduct Training on Design Guidelines (p.63)				✓	City Staff
3.3a.1	Create User Handbook for Historic Preservation Projects (p.64)			✓		City Staff
3.4a.1	Consider Creation of New Preservation Enforcement Position (p.64)				✓	City Officials, City Staff
3.4a.2	Develop System for New Construction Project Review (p.64)			✓		City Staff
3.5a.1	Add GIS Capacity (p.66)			✓		City Officials, City Staff
3.5b.1	GIS Education and Outreach (p.66)				✓	City Staff
3.5c.1	Track Properties by Parcel (p.66)				✓	City Staff, SHPO
<b>Theme 4: Improve Education and Outreach</b>						
4.1a.1	Annual Property Owner Newsletter (p.69)	✓				City Staff, Community Councils
4.1a.2	Convey Historic Status as Part of the Sale Process (p.69)				✓	City Officials, City Staff, SHPO
4.1a.3	Lobby for State Requirements for Historic Designation on Property Titles (p.69)				✓	SHPO, UHF
4.1b.1	Develop Property Maintenance Handouts (p.69)			✓		City Staff, SHPO, UHF
4.2a.1	Periodic Education and Outreach Materials with Preservation Partners (p.70)	✓				City Staff, SHPO, UHF
4.2b.1	Create Education and Outreach Guide (p.70)			✓		City Staff, SHPO, UHF
4.2c.1	Expand Website Content (p.70)		✓			City Staff
4.2c.2	Gather Relevant "Best Practice" Highlights (p.71)	✓				City Staff
4.2d.1	Highlight Community Best Practices (p.71)	✓				City Staff
4.2e.1	Project Financing Workshops (p.71)	✓				City Staff, SHPO
4.3a.1	Reinstate Awards Program (p.71)		✓			City Officials, HLC, City Staff
4.3b.1	Pursue Broader Recognition of Salt Lake City Preservation Activities (p.72)	✓				City Officials, HLC, City Staff
4.3c.1	Increase the Number of Historic Signs and Markers (p.72)			✓		City Staff

Action Ref #	Implementation Action	Timing				Responsible Parties
		Ongoing	0-12 mo	1-5 yrs	5-10 yrs	
4.3e.1	Attend Community Events and Fairs (p.72)	✓				City Staff
4.3e.1	Work with School District Officials to Integrate City History into School Curricula (p.72)			✓		City Staff, School District Administrators
4.4a.1	Create a Financing and Incentives Brochure (p.73)			✓		City Staff, SHPO
4.4a.2	Offer Periodic Tax-Credit Workshops (p.73)	✓				City Staff, SHPO
4.4b.1	Help Expand UHF Loan Pool (p.73)	✓				City Officials, HLC, City Staff, UHF
4.4c.1	Promote Preservation Easements (p.73)	✓				City Staff, SHPO, UHF
4.4d.1	Modify Review Procedures (p.73)		✓			City Officials, HLC, City Staff
<b>Theme 5: Support a Sustainable City</b>						
5.1a.1	Preservation/Sustainability Education Series (p.76)			✓		City Staff
5.1b.1	Create Educational Materials for Owners of Historic Properties (p.76)				✓	City Staff
5.2a.1	Research New Green Building Materials, Technologies, and Practices (p.78)	✓				City Staff
5.2a.2	Update Design Guideline on a Regular Basis (p.78)	✓				HLC, City Staff
5.2a.3	Appoint A Staff Green Building Liaison (p.78)		✓			City Staff
5.2a.4	Support Contractor Workshops (p.78)				✓	City Staff, SHPO, UHF
5.2b.1	Enable Broader Use of Solar Collectors (p.78)		✓			City Officials, City Staff
5.2c.1	Support Architectural Salvage Programs (p.79)				✓	City Officials, Chamber of Commerce, RDA
5.3a.1	Develop Heritage Tourism Strategy (p.81)				✓	Chamber of Commerce, Salt Lake City Visitor Bureau, Utah Tourism Council, City Staff, UHF, SHPO
5.3b.1	Pursue Grants to Support Heritage Tourism (p.82)			✓		City Staff
5.4a.1	Develop Community Revitalization Program (p.82)				✓	Chamber of Commerce, City Staff, UHF, SHPO
5.5a.1	Survey the City's Historic Landscapes (p.83)			✓		City Staff, SHPO
5.5a.2	Create Historic Landscape Design Guidelines (p.83)				✓	City Officials, HLC, City Staff
5.5b.1	Preserve Locally Designated Parks (p.83)		✓			City Staff
5.5b.2	Identify and Pursue Listing For Additional Historic Parks and Historic Landscapes (p.84)				✓	City Staff, SHPO
5.5b.3	Develop Informational Packet for All Historic Parks in the City (p.84)			✓		City Staff, UHF
5.5c.1	Inventory Historic Details to Be Preserved (p.84)			✓		City Staff
5.5c.2	Determine Appropriate Preservation Measures for Historic Landscape Features (p.84)				✓	HLC, City Staff
5.5c.3	Public Services Department Coordination (p.84)	✓				HLC, City Staff
5.5d.1	Develop Educational Materials for the Owners				✓	City Staff

Action Ref #	Implementation Action	Timing				Responsible Parties
		Ongoing	0-12 mo	1-5 yrs	5-10 yrs	
	of Private Historic Landscapes (p.85)					
5.6a.1	Develop Historic Design Guidelines that Enhance the Pedestrian Environment (p.86)				✓	City Officials, HLC, City Staff
5.6a.2	Represent Preservation Priorities in the Transit Planning Process (p.86)	✓				City Officials, City Staff
5.7a.1	Ensure Compatible Zoning (p.87)		✓			City Officials, City Staff
5.7b.1	Identify and Remove Obstacles and Incentives for Demolition (p.87)		✓			City Officials, HLC, RDA, City Staff
5.7b.2	Educate Staff on Code Changes and Available Assistance (p.87)			✓		City Staff
5.7c.1	Support Appropriate Residential Additions (p.87)		✓			City Officials, HLC, City Staff
5.7d.1	Allow Accessory Dwelling Units in Historic Districts (p.88)		✓			City Officials, HLC, City Staff
5.7e.1	Affordable Housing Best Practice (p.88)			✓		City Staff
5.7e.2	Program Development (p.88)			✓		City Staff
5.8a.1	Create Targeted Maintenance Assistance Programs (p.88)			✓		City Staff
5.8a.2	Coordinate Outreach to Property Owners (p.89)	✓				City Staff
5.8a.3	Pursue and Create Funding Support (p.89)	✓				City Officials, City Staff

# Appendix A: Historic Districts and Sites Field Analysis

Prepared by Tatanka Historical Associates

## OVERVIEW

As part of the planning process, all local and national historic districts were visited during 2007 and 2008 to gain an idea of their current characteristics. Recommendations were made for each area as to whether district status should be reviewed, if additional survey work was warranted, or if the area did not warrant further consideration. Where surveys are recommended, they are proposed to be intensive-level surveys unless otherwise indicated in this appendix. These recommendations are summarized in the table below.

TABLE 1: HISTORIC DISTRICT RECOMMENDATIONS

Historic District	District Boundary Status	Survey Recommended?	Survey Objective	Priority Level
<b>Local Districts (also NR)</b>				
South Temple	Stable	✓	Inventory post WWII resources	Low
The Avenues	Stable	✓	Possible boundary revision, southwest corner	Low
Exchange Place	Stable	✓	Evaluate boundaries to reflect existing conditions	Moderate
Capitol Hill	Stable	✓	Reevaluate 200 West Area	Moderate
Central City	Compromised	✓	Reevaluate historic district status; consider as possible conservation district	High
University	Compromised	✓	Evaluate boundaries to reflect existing conditions	
<b>National Districts</b>				
The Avenues Extension	Stable			
City Creek Canyon	Stable			
Westside Warehouse	Stable		Consider local district nomination	
Gilmer Park	Stable	✓	Consider local district nomination	Moderate
Bennion-Douglas	Stable		Consider local district nomination	
Bryant	Compromised	✓	Reevaluate historic district status; consider as possible conservation district	Moderate
Highland Park	Stable	✓	Reevaluate boundary rationale	Low
Northwest	Compromised	✓	Reevaluate boundary, especially eastern portions	Moderate

Historic District	District Boundary Status	Survey Recommended?	Survey Objective	Priority Level
Capitol Hill Extension	Compromised	✓	Reevaluate historic district status; consider as possible conservation district	High
Yalecrest	Compromised		Consider stronger protections to control demolitions and teardowns	High

In addition, visits and observations were made regarding additional areas or resources that were identified by preservation stakeholders as potential areas or resources for future survey consideration. These were reviewed and preliminary recommendations made regarding the merit of future survey activity. These recommendations are summarized in Table 2, below. Where surveys are recommended, they are proposed to be intensive-level surveys unless otherwise indicated.

**TABLE 2: POTENTIAL HISTORIC AREA RECOMMENDATIONS**

Area	Survey Recommended?	Explanation	Priority Level
Desoto-Cortez Neighborhood		Consider alternatives to historic designation, such as conservation district	Low
Federal Heights Neighborhood	✓	Local and national candidate	High
City Cemetery	✓	Local and national candidate	High
Neighborhood North of the Avenues Extension Historic District	✓		Moderate
Gentile Core	✓	Inventory for structures; thematic nomination candidate	High
West Liberty Neighborhood		Consider alternatives to historic designation, such as conservation district	Low
West Temple Neighborhood	✓	Inventory for structures; district potential not likely	Low
Westmoreland Neighborhood	✓	Part of the significant Wasatch Hollow neighborhood	High
Westminster Avenue Neighborhood	✓	Notable structures to inventory in survey; district potential unclear	Low
Forest Dale (Nibley Park) Neighborhood		Recently surveyed; National Register nomination being prepared	
Sugarhouse Neighborhood	✓	Consider alternatives to historic designation, such as conservation district	Moderate
Liberty Wells Neighborhood	✓	Inventory for structures; district potential not likely	Low
900 West Neighborhood			Low
Euclid Neighborhood			Low
Rose Park Neighborhood	✓	Reconnaissance level only	Low

Area	Survey Recommended?	Explanation	Priority Level
Lower Ensign Downs Neighborhood	✓	Notable variety and quality of modern resources	Moderate
Industrial-Warehouse Area	✓	Notable structures to inventory in survey; district potential unclear	High

## PROJECT BACKGROUND

Salt Lake City has been engaged in efforts to protect its historic resources since the mid-1970s, when it adopted a preservation ordinance, created a Historic Landmark Commission, and established its first historic district. To address an ongoing loss of historic buildings in the City's historic core during the decades following World War II, the City began to designate individual sites and to establish historic districts. While many of these were designated to the Salt Lake City Register of Cultural Resources, others have been listed in the National Register of Historic Places. This process continues today, as the City is completing ongoing surveys and contemplating the establishment of additional historic districts.

By the early 2000s, the City began to see a need for a comprehensive preservation plan to address refinements to its policies, regulations, permit review and local designation processes. Clarion Associates was engaged to study the City and its preservation efforts, and to complete a preservation plan. Ron Sladek of Tatanka Historical Associates Inc. was brought onto the project to focus upon analysis of the City's designated and potential historic sites and districts. During the period from September 2007 through July 2008, Ron Sladek visited Salt Lake City several times and spent a total of several weeks touring the City in detail. The goal of this fieldwork was to visit all of the existing historic districts, a number of the City's historic areas of interest, and many of the individually designated properties. This level of field analysis was necessary to gain an understanding of the City's layout, historic resources, completed surveys, designated properties and districts, and preservation efforts. This study presents our analysis of existing conditions and how the City's survey and designation efforts might be improved in the future.

## LOCAL DISTRICTS

### SOUTH TEMPLE

The South Temple Historic District was established as a National Register district and was the first to be listed in the Salt Lake City Register in 1976. This long rectangular district stretches along South Temple Street from Virginia Street/University Street on the east to 300 East/A Street on the west. From north to south it is just one block wide. The district is occupied by many of the City's most elegant historic mansions and apartment buildings dating from the late 1800s and early 1900s. The Governor's mansion is among these. In addition, the street is lined with prominent offices, churches and other

buildings used by various community non-profit organizations, all of which front onto tree-lined South Temple Street. Historic street lighting adds to the district's sense of place.

Many important historic buildings and excellent examples of high-style architecture are located throughout the South Temple Historic District. However, it has also been compromised by a good number of office buildings and apartment buildings that date to the period from the 1960s to the 1990s. Most of these are located in the western 2/3 of the district in the stretch between A Street and N Street. Although the district has clearly experienced a number of changes since it was established, many of the post-1960 buildings that have been constructed there are excellent examples of modern architecture.

## RECOMMENDATION

Given the character and importance of South Temple Street historically in the development of the City, consideration should be given to updating the district nomination with a re-survey designed to focus upon and incorporate the post-WWII evolution of the district and the construction of significant buildings there that reflect the modern era. While the National Register designation might be left as it is, changes to its listing in the Salt Lake City Register of Cultural Resources could address its broad range of both historic and modern architecture. This could also highlight the area's architectural variety and bring some of its more significant modern architecture within regulatory controls that are needed to ensure that the district's integrity does not continue to erode.

The district was last surveyed in 2006. The survey recommended, in part, amending the national nomination to update the boundaries that presently run through the middle of buildings and properties, remove certain properties, and overlap with adjacent districts.

## THE AVENUES

The Avenues Historic District was established as a National Register district and listed in the Salt Lake City Register in 1978. Containing around 2,700 properties, it is the City's largest historic district. Developed between 1880 and 1930, the Avenues is primarily occupied by residences built along sloping streets that drop in elevation from north to south. Historic apartment buildings are also located there, primarily in the district's western area. In addition, the district contains a small number of churches, schools, and neighborhood-scale commercial uses such as restaurants and retail shops. Only some of these buildings are historic.

The Avenues Historic District is filled with numerous examples of historic middleclass residences in a variety of architectural styles. Many of the blocks throughout the district have a single intrusion of a non-historic building dating from the period after 1960. However, these are primarily small homes and apartment buildings that were constructed prior to the 1970s. Because they are far outnumbered by the many hundreds of historically intact residences, these non-historic buildings do not appear to have negatively impacted the

district's overall integrity. Two non-historic schools are found in the district, and one entire block contains a modern commercial building.

Few changes appear to have taken place in the district in the past couple of decades. The southwestern corner of the district, bordered by State Street, Canyon Road, 4<sup>th</sup> Avenue, A Street, and South Temple Street, holds a collection of large apartment and condominium buildings. While some of these are historic, a good number are non-historic and have compromised the integrity of this area of the district. In addition, this area is located adjacent to Temple Square and holds non-historic parking lots and garages used by the LDS church.

### RECOMMENDATION

The southwestern area of the district should be examined through a more intensive survey. Future refinements to The Avenues may involve removing this area from the district.

### EXCHANGE PLACE

The Exchange Place Historic District was established as a National Register district and was listed in the Salt Lake City Register in 1978. It is the City's only entirely commercial historic district and is based upon a collection of early 20<sup>th</sup> century buildings that were developed to create an alternative non-Mormon business center at the south end of Main Street. The district also includes the 1905 Federal Courthouse Building and Post Office, as well as the City's first skyscrapers, the twin Boston and Newhouse Buildings.

Exchange Place still contains a concentration of historic commercial buildings with excellent integrity. In addition to those mentioned, it also holds the 1909 Stock & Mining Exchange, 1909 Commercial Club, 1910 New Grand Hotel, 1910 Felt Building, and the Judge Building. The district is small and isolated, surrounded by non-historic buildings and parking lots. Its boundaries currently extend to the southwest across 400 South to include a vacant parking lot where a historic building once stood.

### RECOMMENDATION

Essentially, the district boundaries need to be redrawn to reflect existing conditions in and around the district. Several historic buildings of the same general vintage are located nearby that should be considered for incorporation into the district's boundaries. These include the Hotel Plandome, Commercial Exchange Plaza, New York Building, Odd Fellows Hall, and the Clift Building. Expansion of the Federal Courthouse will evidently result in removal or demolition of a few of these buildings. Even so, re-survey of this district and its boundaries is recommended to eliminate non-historic vacant space and to add several of the area's surviving historic buildings that were not included in the district when it was established, although this might require broadening the statement of significance.

In addition, the 1955 International-style Ken Garff Building (historic First Security Bank Building) on the southeast corner of 400 South and Main Street should be documented by the City and considered for individual designation. This building does not fit within the period of significance of the Exchange Place Historic District and should only be addressed through individual designation.

Historic pavers are found along Exchange Pl. and can be seen where the asphalt has worn away. The City might want to consider exposing and restoring streets such as this where pavers are still found, even if such efforts are restricted to a limited number of locations. Although Exchange Place is lightly traveled, the restoration of brick or stone pavers contributes to the feeling and appearance of a historic district. This might be a good location to try out a restoration project like this to see how it goes and how it is received by the City's residents.

## CAPITOL HILL

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The Capitol Hill Historic District was established as a National Register district in 1982 and was listed in the Salt Lake City Register in 1984. This district is known for its steep narrow streets, irregular lots, and for holding some of the oldest surviving residences in the City. It encompasses the predominantly residential blocks that are found to the south, southwest, west, and northwest of the State Capitol complex. The Capitol Building is not included within the district, but is an individual Landmark Site. In this district are portions of the West Capitol Hill, Kimball, and Marmalade neighborhoods. Although the district had become derelict by the 1960s, it has experienced a revival through historic preservation in recent decades.

The blocks directly south of the Capitol Building are steeply sloped and contain a number of large residences exhibiting some of the finest high style architecture in Salt Lake City. The White Chapel and Council Hall, both important historic community buildings from the City's earlier decades, face onto 300 North across from the Capitol (though are not in their original locations). Southwest of the Capitol and north of the LDS Convention Center, the blocks within the district are occupied by some historic residences but also contain a number of modern high rise apartment and condominium buildings dating from the 1970s and 1980s. These dominate Main Street, Vine Street, Almond Street, and West Temple Street, resulting in a diminished degree of integrity in this area. West and northwest of the Capitol, between Main Street/Columbus Street/Darwin Street and 200 West, the blocks are filled with the Pioneer Museum, three LDS ward churches, numerous historic homes, and the modern Washington School. This area has particularly narrow, steep streets and exhibits a good degree of integrity, with just a few modern intrusions aside from the school.

## RECOMMENDATION

Much of 200 West is a parkway. The area west of this, bordered by 200 West and 300 West, and by 300 North and Wall Street/800 North, contains modest

historic cottages, vacant land, and a number of non-historic intrusions of circa 1960s apartments and small industrial shop buildings. The houses in this area are of diminished quality in style, construction, and integrity compared to those located to the east of 200 West. The City should consider redrawing the western boundary of the district due to integrity problems west of 200 West, but the west side of 200 West should remain within the boundary.

The 1996 survey also recommended survey and expansion of the district boundaries to include the Kimball and DeSoto-Cortez neighborhoods; an intensive-level survey of Capitol Hill; and the implementation of action items from the Capitol Hill Community Master Plan.

## **CENTRAL CITY**

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The Central City Historic District was listed in the Salt Lake City Register in 1991. Two blocks wide and nine blocks long, the district is occupied by one of the City's oldest residential neighborhoods. While the northern edge of the district close to South Temple Street is occupied by larger homes and more upscale apartment buildings, the remainder holds modest brick cottages and bungalows that for many decades attracted working-class occupants. On its south end, the district abuts Liberty Park.

Both 500 East and 700 East are major north-south thoroughfares lined with both houses and commercial enterprises. A residential parkway is located along 600 East. Bisecting the district is 400 South, a primary east-west commercial and transportation corridor. Trolley Square, formerly the trolley barn for the Utah Electric & Railway Corporation, occupies an entire square block along 700 East. This facility has been converted into an indoor shopping center. While the district still contains numerous historic homes, it has experienced significant attrition of its historic building stock, particularly along its perimeters and major thoroughfares. The majority of these changes have taken place in the area between the north edge of the district and 500 South. The four square blocks between 300 South and 500 South have been so heavily impacted in recent decades by teardowns and modern commercial infill that they contain very little in the way of historic resources. Because of its central location in the City and its placement along several major transportation corridors, the district has been subjected to a substantial amount of historically insensitive commercial development in recent decades, resulting in negative impact to its integrity. This has resulted in a historic district that has effectively been split in two, with a substantial loss of integrity to the northern blocks and greater integrity to the south (particularly south of 600 South).

## **RECOMMENDATION**

The status of this district is now questionable and further attrition may merit its removal from historic district standing. Some may argue that it has already reached this point and that other controls are needed to protect the diminishing number of historic resources that remain there. One possible approach might be to consider boundary realignments that divide the district

and create two new districts: Central City North and Central City South Historic Districts.

## UNIVERSITY

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The University Historic District was established as a National Register district and was listed on the Salt Lake City Register in 1991. It is located on the east bench of the valley west of the University of Utah, with panoramic views extending over the City toward the west. The district consists almost entirely of residences constructed between 1900 and 1920, many of them built and occupied for decades by faculty and staff from the University. It is bordered by South Temple Street on the north, 500 South on the south, University Street on the east, and by 1100 East on the west. Since the World War II era, the district has also been partially occupied by student apartments. The construction of apartment buildings in the neighborhood led to its district designation as owners of single family homes sought to reduce the impact of multi-family buildings that were resulting in higher densities.

Today the district contains many medium to large historic homes and apartment buildings exhibiting a variety of architectural styles. Commercial buildings geared to the student population are located around the intersection of 200 South and 1300 East near the University. Some of these are historic and others are modern. The northeast corner of the district is occupied by a small historic park with tennis courts, a water reservoir and an art barn. In and close to the southeast corner of the district are a couple of high-rise apartment buildings. Most of the non-historic intrusions in the district consist of small apartment buildings dating from the 1960s and 1970s. These are primarily found in the north half of the district. The University Ward LDS Chapel across from the campus is a particularly notable building, serving as one of the City's excellent examples of the Art Deco style of architecture.

## RECOMMENDATION

In general, the University Historic District appears to exhibit a good level of integrity. However, stakeholders have noted pressures for teardowns and infill in the area, and recommend that a new survey be prepared to provide better documentation of the district's historic resources and to evaluate possible expansion of the district boundaries.

## NATIONAL DISTRICTS

### THE AVENUES EXTENSION

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The Avenues Extension was established in 2008 to incorporate additional residential properties into the National Register district created in 1978. It is a long, narrow district that runs from A Street on the west to N. Street on the east, and primarily extends one block north of the original Avenues Historic District. This district is occupied by numerous houses, most of them middle-class cottages and bungalows that are very similar to those found in the

adjacent Avenues Historic District. Because of the rise in elevation, the residences all have panoramic views of the City toward the south. Most of this district is intact, with just a few non-historic intrusions that do not impact its integrity.

#### RECOMMENDATION

No changes or recommendations are made regarding the Avenues Extension. Expansion of the local district has been considered and would offer additional protections to those properties.

#### CITY CREEK CANYON

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The City Creek Canyon Historic District was established as a National Register district in 1980. This district is a long narrow site that includes Memory Grove, the City's collection of war and veterans monuments, and the Memorial House. It is located to the east and northeast of the State Capitol building along Canyon Road. City Creek Canyon is notable for its natural landscape combined with historic landscape architecture dating back to the years after World War I, along with its monuments of varying sizes, styles and periods. A creek runs through the middle of the park, with small falls and ponds along the way. Pedestrian bridges cross the creek at various points, and the park's road, sidewalks and trails serve as a popular location for hikes within the City and adjacent to downtown. Mature landscaping occupies the valley floor, with rolling hillsides rising steeply above.

#### RECOMMENDATION

This district is intact, with no significant intrusions that might have diminished its integrity. It serves as one of Salt Lake City's most important historic landscapes and its most significant memorial location. No changes are recommended here, and the memorial park should continue to be open to the installation of new monuments approved by the City with care that the historic ones are maintained and preserved. As noted earlier in this plan, historic landscapes such as Memory Grove need design guidelines to control future development.

#### WESTSIDE WAREHOUSE

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The Westside Warehouse Historic District was established as a National Register district in 1982. About one block square, it was created to include sixteen commercial and industrial-warehouse buildings dating from the 1880s through the early 1920s, many of them designed by leading Salt Lake City architects of the period. The district is bordered by approximately 200 South on the north, 300 South on the south, 300 West on the east, and by 400 West on the west. In recent years, most of the two- to five-story warehouse buildings have been converted to art studios, galleries, and residential lofts. Pierpont Ave. is lined along its south side by a long stretch of adjoining former two-story warehouse spaces that have been remodeled to hold small offices and shops. The district is small and somewhat isolated, surrounded by parking lots

and nonhistoric buildings in almost every direction. Exceptions to this are historic apartments to the northeast, the Holy Trinity Cathedral to the southeast, Pioneer Park to the south, and the Ford Building to the southwest. Several parking lots and a couple of non-historic buildings are also present within the district, although these do not appear to have diminished its integrity.

## RECOMMENDATION

Local designation for the current National Register district might be considered in the future. As a historic warehouse district, it would not be logical to expand its boundaries to include the adjacent or nearby historic buildings mentioned above because these are not related to the district in architecture or history of use.

## GILMER PARK

The Gilmer Park Historic District was established as a National Register district in 1996. A small district of 244 properties, it is significant in part due to its curvilinear street pattern, which differs from the compass grid pattern found throughout much of the rest of the historic City. In addition, this area holds the historic residences of a number of prominent and influential persons, among them professionals, business owners, and politicians who have been involved in the City's life and development over many decades. Finally, the district is occupied by high-end homes exhibiting a variety of architectural styles. Included among these are Classic Cottages, Bungalows, Prairie Style, Tudor, Foursquares, Craftsman, Colonial Revival, Mission Revival, and a small number of excellent examples of architecture from the 1950s to the 1970s. The majority of the residences in the district date from the 1920s through the 1950s, and include landscaping that is extensive and manicured. The only non-residential use is the Garden Park Ward LDS Church, which occupies a substantial landscaped property between Yale Ave. and Harvard Ave. Gilmer Park has very few modern intrusions and exhibits a high level of integrity.



## RECOMMENDATION

The district has experienced some teardowns that have led to significant community discussion. This neighborhood might be a candidate for local district status.

The 2008 survey for this area recommended additional survey for approximately 50 properties; establishment of a local historic district; an update of the national nomination to expand the period of significance; and a verification of eligibility status for tax credit purposes.

## BENNION-DOUGLAS

The Bennion-Douglas Historic District is essentially an eastward extension of the Central City Historic District, with a distinct rise in elevation from west to east. It was established due to its association with the early 1900s expansion of Salt Lake City into adjacent farmland. The district is filled with residential

cottages and bungalows. Its original demographic appears to have ranged from working class to upper middle class. In addition to homes, the district holds a number of non-Mormon churches and institutional buildings, suggesting that it was largely occupied by the Gentile community at a time when the City's population was more heavily dominated by the LDS church. Prominent among these buildings are the Unitarian Church, McGillis School (formerly Douglas Elementary Public School), Sarah Dart Retirement Home, First Baptist Church, and the Judge Memorial Catholic High School.

Bennion-Douglas includes a number of small to medium sized apartment buildings dating from the 1950s to 1960s. Two large high-rise apartment buildings are also present along the district's northern perimeter. These appear to date from the 1960s and 1970s. Commercial property uses are found along 400 South, 900 South, and 700 East. Some of these buildings are historic (such as the Salt Lake City Brewing Co.) and others are modern. The greatest amount of change has taken place along the district's northern edge, where the 400 South commercial and transportation corridor has resulted in teardowns and modern infill.

## RECOMMENDATION

Although some modern intrusions are found in the district (which were present when the district was listed), it is largely intact and just needs to be protected against future attrition of its historic resources (either as a local historic district or as a conservation district).

## BRYANT

The Bryant Historic District is, like Bennion-Douglas, an eastward extension of the Central City Historic District. Bryant was similarly established due to its association with the early 1900s expansion of Salt Lake City into adjacent farmland. The district is filled with residences of varying styles, including Bungalows, English Cottages, Edwardians, Foursquares and others. Its original demographic appears to have ranged from middle class to upper middle class. Residential parkways remain in place along 200 South and 800 East. In addition to homes, the district holds a number of small to medium-sized apartment buildings dating from the early 1900s through the 1960s. Two high-rise apartment buildings are present on the district's east and west margins.

Bryant includes a number of modern intrusions -- most of which were present when the district was listed -- among them numerous small medical clinics. These are concentrated in this area due to the presence of two large medical centers. The first is the Salt Lake Regional Medical Center along 100 South between 1000 East and 1100 East. This facility includes a historic chapel surrounded by modern hospital buildings. The other is the Salt Lake Clinic, located along 400 South between 900 East and 1000 East. These complexes each take up most of a square block. The potential for greater negative impact to the district is in place, if expansions to the institutions occur. One of the

district's most notable individual historic resources is the 1927 St. Paul's Episcopal Church, a masterpiece of Tudor Revival architecture.

Commercial property uses in the district are concentrated along 400 South and 700 East. Most of these are modern buildings that have worn away the edges of the district. A few are significant examples of modern architecture.

Prominent among these are the Mt. Tabor Lutheran Church at the northeast corner of 200 South and 700 East, and the Zions Bank on the northeast corner of 400 South and 700 East. The 9<sup>th</sup> Ward LDS Church on 100 South between 900 East and 1000 East is also of note. In sum, the Bryant Historic District has experienced a substantial amount of attrition of its historic resources. This has occurred not only along its commercial margins, but also interior to the district.

### **RECOMMENDATION**

While much remains intact, the district is becoming diminished by the loss of historic buildings. The area might be a candidate for a conservation district.

### **HIGHLAND PARK**

The Highland Park Historic District was established in 1998 when it was listed in the National Register. With just over 600 buildings, the district is significant because of its history as an early planned trolley-car suburb. Highland Dr. bisects the district, with commercial property uses located just north of 2700 South. The district is almost entirely occupied by modest cottages and bungalows that appear to date from the 1920s to 1950s. Almost no non-historic intrusions are found there and its integrity has remained intact.

The district was designed to include the Highland Park Subdivision. Future district expansions might be considered to include the additional homes of the same quality, styles, and time period that are located to the north, east and south. This district does not necessarily need to be expanded. However, any physical demarcation between the established district and the adjacent blocks is non-existent. This simply raises a question regarding the rationale behind how the district boundaries were drawn.

### **RECOMMENDATION**

While the Highland Park Historic District does not appear to be experiencing any imminent threats to its integrity, discussions with local preservation advocates indicate that threats to integrity here are incremental (such as siding and individual window replacement). The Utah Light & Railway Powerhouse along Highland Dr. just south of Interstate 80 is representative of the City's early power and rail system. However, it does not appear to have been designated on any level and was not included in the adjacent district. It is recommended that this facility, and others associated with it, be documented and locally designated in the near future.

## **NORTHWEST**

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The Northwest Historic District was established in 2001 when it was listed in the National Register. Within the district are the Guadalupe and Fairpark neighborhoods, which include almost 1,500 buildings. This area of the City is significant as a historic working class neighborhood and for the cultural diversity it represents. Many of its residents have historically been of African American and Hispanic heritage. The district straddles and is bisected by the north-south route of Interstate 15. A residential parkway is found along 800 West and North Temple Street is heavily commercial. Numerous modest residences are found throughout the district. The area east of the interstate holds older housing stock dating from the late 1800s to the early 1900s. West of the interstate, the houses are mostly cottages and ranches dating from the 1920s to the 1950s. The homes exhibit varying degrees of integrity and are generally in poor to good condition. Some newer residences are found there as well. A small number of more substantial homes and a couple of old commercial buildings are located along 400 North. The neighborhood was impacted decades ago when a number of buildings were removed to accommodate construction of the interstate.

Along 500 West, a series of industrial-warehouse buildings and yards occupy most of the blocks that form the eastern edge of the district. These buildings all appear to be non-historic. To the east of 500 West, the district is separated from the core of the City by a wide rail corridor that remains active today. Additional non-historic residences are found throughout the east side of the district. The presence of so many non-historic buildings east of the highway compromises this area's integrity as part of the district. Most of the non-historic buildings in the western area of the district are found along the North Temple Street commercial corridor. One historic property of interest in this area is Scotty's Motor Court.

### **RECOMMENDATION**

This district appears to be threatened mostly by the presence of numerous non-historic industrial-warehouse buildings in its eastern area, the construction of modern housing projects there, and the completion of historically insensitive remodeling projects. I-15 effectively cut the neighborhood in two and eliminated many historic buildings, isolating the small eastern portion of the district with its many non-historic intrusions. As much as 40% of the eastern area contains non-historic buildings that diminish the district's overall integrity. The City should consider redrawing the district's eastern and southern boundaries to eliminate many of the non-historic buildings from the district.

## **CAPITOL HILL EXTENSION**

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The Capitol Hill Historic District Extension was established in 2002 to incorporate additional properties into the Salt Lake City Register district created in 1984. It is located in a Salt Lake City Redevelopment Agency (RDA) target area, allowing property owners to take advantage of both preservation tax credits and RDA funding. This is a five-block-long, one-block-wide district

with over 350 buildings, essentially extending the Capitol Hill Historic District by one block toward the west.

The area holds a diversity of housing stock, indicating that it was originally occupied by working class and middle class households. Today the residences vary from poor to good condition with a similar range of integrity. Better conditions are found among the buildings south of 600 North. In this area, the homes along the inner court known as Pugsley Street are of particular note. The two blocks north of 600 North are largely occupied by non-historic properties and this area does not contribute much to the district. Similarly, the southern edge of the district, along 300 North, also contains a series of non-historic properties. The core area of the district with the greatest integrity extends from just north of 300 North (about mid-block) to 600 North.

### RECOMMENDATION

This district is threatened by the presence of a good number of non-historic buildings within its boundaries, which have diminished its overall integrity. A conservation district designation may be the most effective tool in an area like this to define parameters for appropriate infill development (keeping the current national district boundaries intact).

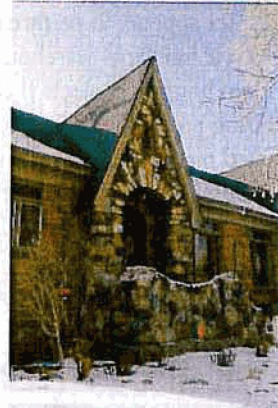
### YALECREST

The Yalecrest neighborhood was nominated in 2007 for district status through the National Register of Historic Places. This area consists of well over 1,300 contributing buildings, most of them residences exhibiting a variety of period revival styles dating to the first few decades of the 20<sup>th</sup> century. The housing stock, with its architect-designed homes and manicured landscaping, provides evidence of middle class to upper class ownership from the first half of the 1900s.

Several characteristics of note are found in Yalecrest. Bonneville Glen, a deep wooded ravine that is open to the public for hiking, bisects the neighborhood from northeast to southwest. Shaped by the rolling topography around the ravine, the northwestern half of the district contains curvilinear streets (this is similar to the adjacent Gilmer Park Historic District to the west). Overlooking the ravine is the Bonneville LDS Church and another LDS church is found along Gilmer Dr. Cornell Circle, near the southeastern corner of the district, is lined with an arc of historic cottages. The finest homes in the district are the high-style examples of various architectural styles located along Harvard, Yale and Princeton Avenues between 1300 East and 1500 East. A small neighborhood commercial node is located at the intersection of 1300 South and 1700 East.

### RECOMMENDATION

While the Yalecrest Historic District generally continues to exhibit a good level of physical integrity relative to many other neighborhoods in the City, numerous comments received during this planning process expressed concern about teardowns and inappropriate infill. The Yalecrest neighborhood



residents are committed to adopting stronger local controls to prevent demolitions of historic resources and to ensure that additions and alterations are sensitive to the local historic character. Active discussions are underway at the time of this planning process to determine the most effective tool.

## ADDITIONAL AREAS OF HISTORIC INTEREST

A number of additional non-designated but historic areas of the City were brought forward during the course of this project as worthy of attention. Many of these were recommended by City staff, members of committees and commissions, preservation professionals, and members of the public who were interested in the topic. In addition, other areas were noted during the course of the fieldwork and are included for discussion, including the Industrial-Warehouse district and several individual utility buildings. As many of these as possible were visited within the cost and time parameters of the project. Some thoughts on these areas are presented here.

### DESOTO-CORTEZ NEIGHBORHOOD

Located directly north of the State Capitol complex, this small neighborhood is a compact pocket of residences dating from the 1920s to the 1990s. Its most notable characteristic is the view that each home has over the Capitol Building and the City below. Many alterations and modern intrusions are found in the area. The most intact historic features are the homes along Desoto Street, which is tree-lined with homes that are almost all from the 1920s. Cortez Street mostly contains houses from the 1950s to the 1990s. Columbus Street has a few 1920s cottages, but non-historic homes and two- and four-plex apartments dating from the 1960s occupy much of the remainder of its length.



### RECOMMENDATION

This neighborhood does not appear to exhibit an adequate degree of integrity for a historic district. A survey will be needed to confirm whether this area is makes a good district candidate or whether alternative tools, such as conservation district designation, would be more appropriate to preserve character.

### FEDERAL HEIGHTS NEIGHBORHOOD

Located directly north of the University of Utah, this neighborhood holds an impressive collection of residences dating from the 1920s to the 1950s. Federal Heights is characterized by its rolling topography, curvilinear streets, manicured landscaping, and high-end homes exhibiting a variety of architect-designed high styles of architecture. This area is certainly one of the City's most important neighborhoods in the area of historic architecture. Located adjacent to the University, Federal Heights has served as the home of both faculty and administrative leaders, and prominent members of the Salt Lake City community, for many decades. Few alterations or modern intrusions are found



in the area, although it extends into more modern upscale housing toward the northeast and determining boundaries may be challenging.

## RECOMMENDATION

This neighborhood exhibits a high degree of integrity and appears to be an excellent candidate for a future historic district on both the local and national levels. Staff notes that they have received several requests for local designation because of teardowns.

## CITY CEMETERY

Located directly north of the eastern length of the Avenues District, the City Cemetery is a large site (around 250 acres) with rolling topography and mature landscaping. The main entrance is located at its southwest corner at the intersection of 4<sup>th</sup> Avenue and N Street. This location holds a formal gateway. Inside the gateway is a large 1906 Tudor Style building that looks like a mansion but actually houses the cemetery's offices. City Cemetery holds more than 119,000 graves containing the remains of Salt Lake City's pioneers and residents from the late 1840s through the present time. The first burial took place there in 1847, although the cemetery was not officially organized as part of the newly incorporated City until 1851. An irrigation system was installed in 1900, allowing the cemetery to develop and maintain the extensive landscaping that remains there today.

Common to all cemeteries, the City Cemetery holds the final resting places of the City's historic residents and is an invaluable source of genealogical information. In addition, this cemetery holds a remarkable collection of graves from the Mormon church's early history, along with most (if not all) of the church's past presidents through the present time. Many of the early Mormon graves include multiple wives buried near their husbands, and extensive multi-generational families congregated in the same areas. The graves throughout the cemetery provide excellent examples of a variety of types of funerary art. These are found in a diversity of sizes, materials and designs, showing how the art form changed over the decades. In addition, the site is a planned landscape with significance for its design. Extensive rock walls and gateways are found throughout the property. Those extending along Wasatch Dr. are notable for their completion as a Depression-era WPA project that lasted from 1938 to 1941.

In addition to the cemetery's expansive main section, sub-areas are also present. The Catholic Cemetery occupies the entire southeast corner. Two Jewish sections are found along the south-central edge of the cemetery and a third is located north of Wasatch Drive. Also north of Wasatch Dr. are the Japanese Veterans Cemetery and the burial ground of members of the Royal Canadian Legion. The cemetery also holds separate sections for Civil War veterans, Spanish-American War veterans, World War II veterans, and a pauper's field. A Stranger's Plat holds the graves of migrants who died while on the way to the California gold fields. The Chinese Association has its own section, and another is reserved for infants. In addition to prominent pioneers



and leaders of the Mormon church, the cemetery contains other notable individual graves. Among these are a recipient of the Congressional Medal of Honor, the Sundance Kid, and Franklin Wire, the inventor of the traffic light. All of the City's past mayors are buried here, except for Brigham Young who was buried on First Avenue.

## RECOMMENDATION

The City Cemetery is in excellent condition and exhibits a high level of integrity. It is cared for by a full-time staff and does not appear to be subjected to any significant threats. The cemetery would make an excellent candidate for listing in the National Register of Historic Places as well as a local Landmark Site.

## NEIGHBORHOOD NORTH OF THE AVENUES HISTORIC DISTRICT EXTENSION

This residential neighborhood extends about five blocks north of the Avenues Historic District Extension and is about eleven blocks wide from east to west. It is steeply sloped upward from south to north, with terracing that allows each home to enjoy a view of the City. Many of the houses include south-facing second story balconies. The neighborhood is occupied by hundreds of homes that are similar in architectural style to those found in the Avenues Historic District Extension. The primary exception to this is the numerous homes dating from the 1950s and 1960s along those streets at higher elevations. Clearly the entire area north of South Temple Street (including the Avenues and Avenues Extension) expanded northward as it developed over time, with the older homes below and newer homes at higher elevations. The historic Veterans Administration Hospital is located at the high end of E Street above 12th Avenue.



## RECOMMENDATION

This area appears to exhibit a high level of integrity and would probably make a good candidate for district designation. A determination regarding its eligibility, along with which level of designation is appropriate, should be made following the completion of a neighborhood survey.

## GENTILE CORE

This mixed residential and commercial neighborhood is located directly west of the Central City Historic District, from approximately South Temple Street to 900 South and from 500 East to State Street. Located in this area are numerous houses, apartment buildings, commercial buildings, and public facilities such as the City building and downtown library. The houses are predominantly small working class cottages dating from the 1890s to the 1920s. Many of these are in poor to fair condition. Historic Landmark Sites are scattered throughout the area. Included among these are the Oquirrh School, Second Ward Chapel, Trinity A.M.E. Church, and the B'nai Israel Temple. The area is broken up by the presence of numerous modern buildings, along with commercial and transit corridors along 400 South and 500 South. While

several downtown Landmark Sites are located along State Street, the rest of the historic buildings to the south along this major thoroughfare are sporadic and a number are in poor condition. Many of the area's individually eligible buildings have been designated, although some have yet to be recognized. One example of this is the building occupied by Anthony's Fine Art on the northeast corner of 300 South and 400 East.

#### **RECOMMENDATION**

The historic resources in this area of the City are not contiguous but could be good candidates for a thematic nomination. The lack of cohesiveness suggests that it is not a strong candidate for district designation. A survey will be needed to confirm as well as to identify candidates for listing on the national register individually or as a thematic multiple-property nomination. The City may wish to couple alternate conservation tools with continued designation of individual historic buildings.

#### **WEST LIBERTY NEIGHBORHOOD**

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This neighborhood is located directly west of Liberty Park and is mostly occupied by hundreds of small cottages and bungalows dating from the 1890s to the 1950s. While the interior of the neighborhood exhibits a good level of integrity, its margins have been subjected to attrition, particularly along its north and west edges. Historic buildings along 900 South are few and the heavily commercial length of State Street includes very little that is historic. The old auto dealership on the southeast corner of State Street and 900 South appears to be the only building along these thoroughfares worthy of attention.

#### **RECOMMENDATION**

District eligibility for this area is unlikely but would be determined through the completion of a neighborhood survey. Conservation district status may be more appropriate. In addition, it is recommended that the western boundary be set along 200 East rather than extending it to State Street and including numerous non-historic properties.

#### **WEST TEMPLE NEIGHBORHOOD**

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This neighborhood is located directly west and southwest of West Liberty. It runs from 900 South to 2100 South, and from State Street to 300 West. The neighborhood is mostly occupied by modest cottages and bungalows that are concentrated in the interior of the area. Many of these homes suffer from fair to moderate quality of original design and construction, and from non-historic alterations. The area's major thoroughfares (900 South, 2100 South, State Street, 300 West & Main Street) are all heavily commercial and include few historic buildings. Main Street does include a few historic houses south of 1700 South and West Temple is a residential street. One pocket of interest in the neighborhood is Boulevard Gardens, with its brick cottages facing toward one another across a central shared parkway.

## RECOMMENDATION

The West Temple Neighborhood may be a fair candidate for survey, but does not appear to be a good candidate for district designation. This is due to the many non-historic intrusions and alterations noted there, along with a lack of historic resources along its margins and major thoroughfares. If future survey and analysis is contemplated there, it should focus upon the portion of the neighborhood located south of Franklin Covey Field.

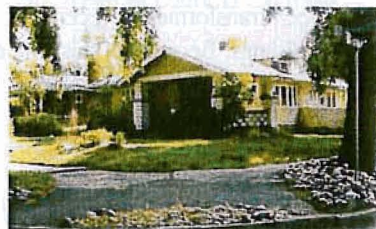
## WESTMORELAND NEIGHBORHOOD

This neighborhood is located directly south of the Yalecrest Historic District. Its main entry, complete with stone pillars, is set on a diagonal at the southeast corner of the intersection of 1300 South and 1500 East. Westmoreland is occupied by a fine collection of bungalows, large cottages, and miscellaneous architectural styles dating from the 1920s to the 1950s. The quality of design and craftsmanship in this area is above average, and the neighborhood is ornamented with tree-lined streets. This area is part of the Wasatch Hollow neighborhood, which preservation advocates note is highly vulnerable, and which is not listed locally or on the National Register.



## RECOMMENDATION

Westmoreland appears to be a strong candidate for an intensive-level survey. A determination of district eligibility would be made based upon the survey results. Answering the question of what makes this area unique or representative will not only determine whether it is eligible, but also at what level of listing.



## WESTMINSTER AVENUE NEIGHBORHOOD

This neighborhood is centered along Westminster Avenue between 1300 East and 1500 East. This two-block stretch is occupied by an excellent collection of Craftsman cottages and bungalows. A number of the homes have incorporated the use of stone walls and piers into their design, making them relatively unique in the City.



## RECOMMENDATION

The neighborhood merits the completion of a survey to determine whether it is district eligible or if individual buildings might be Landmark Sites. Two of the homes along Westminster Ave. have already been listed in the National Register and others may also be eligible for designation.

## FOREST DALE (NIBLEY PARK) NEIGHBORHOOD

This compact neighborhood is located in the southern area of the City, to the west of Fairmont Park. It primarily runs from 2100 South to Ashton Street, and from 700 East to 900 East. The neighborhood is occupied by a collection of cottages and bungalows that date from the 1890s to the 1920s. An abandoned Denver & Rio Grande Railroad corridor, running from east to west,

bisects the neighborhood. Forest Dale has experienced modest intrusion of modern apartment buildings dating from the 1960s to the 1970s. In addition, the northern area of the district along 2100 South is occupied by non-historic industrial facilities. In the southwest corner of the neighborhood are a large historic LDS church and the Cannon House, which has been individually designated on the City and national levels.

#### RECOMMENDATION

The neighborhood was recently surveyed by UDOT and a National Register nomination is being prepared and reviewed.

### SUGARHOUSE NEIGHBORHOOD

This extensive neighborhood, in the southern area of the City north of Interstate 80, is centered around a commercial core at Highland Dr. and 2100 South. The commercial district is surrounded by residential neighborhoods filled with a variety of middle class homes dating from the early to mid-1900s. While "downtown" Sugarhouse holds a number of historic buildings, it has also been transformed in recent decades by the construction of numerous modern buildings. Because of this, the commercial core no longer appears to be predominantly historic. Some of the remaining older commercial buildings are in good condition. Others have been heavily altered through insensitive remodeling projects that appear to date from the period between the 1960s and 1980s. However, some of these have the potential to be restored and to add to the historic character of the neighborhood. A good example of this is the large two story historic brick commercial building on the northeast corner of Highland Dr. and 2100 South. This building is in dire need of an effort to remove inappropriate cladding and restore its street elevations to their original appearance. Sugarhouse's commercial core also holds the historic Sprague Library and a vacant post office along Highland Dr., and the prominent 1930 Sugarhouse Monument west of the intersection with 2100 South. Next to the monument is a plaque describing the historic Jordan & Salt Lake City Canal, which runs through a long culvert underneath this area.



#### RECOMMENDATION

Sugarhouse has an interesting historic past but its historic resources and integrity have been compromised by insensitive alterations and the construction of numerous modern buildings in its commercial core. While the area certainly merits survey and the designation of individual buildings, it may be a better candidate for protection through a conservation district or other regulatory mechanisms, rather than as a local historic district.

### LIBERTY WELLS NEIGHBORHOOD

This large neighborhood is located to the south and southwest of Liberty Park. It includes the area from 1300 South to 2100 South, and from State Street to 700 East. The neighborhood is occupied by a collection of modest cottages and bungalows that appear to exhibit a good level of integrity.



## RECOMMENDATION

While the neighborhood merits the completion of a survey, it is not apparent whether it is worthy of district designation. A survey will determine whether it is district eligible, and on what level, or if individual buildings might be designated as Landmark Sites. Essentially, the district contains the same type and quality of building stock as that found in the surrounding neighborhoods and districts.

A 2007 reconnaissance-level survey in this area also recommended that an intensive-level survey be undertaken for all "A" and "B" properties, and this survey is now underway.

## 900 WEST NEIGHBORHOOD

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This neighborhood is located in the southwest area of the City, west of Interstate 15. It is bisected by 900 West and runs from 1300 South to 1700 South. The neighborhood is primarily occupied by a collection of modest working-class cottages and bungalows that exhibit a generally poor level of integrity. In addition, the properties along the east side of 900 West have experienced an overwhelming amount of modern construction. Many of the neighborhood's historic homes have experienced insensitive exterior remodeling efforts or are in deteriorated condition. A few larger historic homes are located there, but not enough to make up a district.

## RECOMMENDATION

While the neighborhood merits the completion of a survey, it is not apparent whether it is worthy of district designation. Comments from the SHPO indicate that the areas with the greatest potential are between Indiana Street (900s) and California Street (1300s).

## EUCLID NEIGHBORHOOD

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This compact neighborhood is located in the western area of the City, directly south of the Northwest Historic District. It encompasses the area from North Temple Street to Interstate 80, and from Interstate 15 to Jordan River. An active rail corridor that runs along South Temple Street bisects the area. The neighborhood is filled with a collection of small working-class cottages, many of which are either in poor condition or have experienced insensitive alterations.

## RECOMMENDATION

Due to a lack of historic integrity, this area is a lower priority for survey. However, this area will be impacted by the lightrail extension to the airport.

## ROSE PARK NEIGHBORHOOD

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This large neighborhood is located in the northwestern area of the City near the Northwest Historic District. It is filled with a collection of small working-class cottages and ranch homes that appear to date from the 1950s and 1960s.

## RECOMMENDATION

While most are in good condition, this area needs to be studied more closely (perhaps through a reconnaissance survey initially) to determine whether it is a good candidate for intensive-level survey and to establish possible boundaries. At this time, a determination of whether it might be worthy of district consideration cannot be made.

## LOWER ENSIGN DOWNS NEIGHBORHOOD

This neighborhood is located on a high bench north of and significantly above the State Capitol building. Each home has a clear view of the City below. The houses are all architect-designed masterpieces and represent some of the finest architecture in the City dating from the second half of the 1900s.

## RECOMMENDATION

The neighborhood merits the completion of a survey to determine whether it will be district eligible in the coming years for its variety and quality of modern architecture.

## INDUSTRIAL-WAREHOUSE AREA

This area is located in the blocks surrounding the intersection of 800 South and 400 West. It is occupied by a number of significant and apparently overlooked industrial-warehouse buildings that date from the late 1800s and early 1900s. The buildings along 400 West are situated along an early rail corridor that is no longer active. Those facing onto this street, especially between 600 South and 800 South, are of great historic interest and appear to exhibit a good degree of integrity. These include the Utah Pickle Co., Bissinger & Co. Hides, the factory building at 380 West 800 South, and several additional nearby brick buildings. A short distance to the west along 800 South (at 600 West) is the Mountain Cement Company plant, complete with massive silos and hoppers. Other historic industrial buildings are found in this area.

## RECOMMENDATION

While it may or may not form a cohesive historic district, some of these facilities are likely to be individually eligible for designation. This entire area is an excellent candidate for survey and should be considered a priority.



## SALT LAKE CITY'S INDIVIDUALLY LISTED SITES

Numerous individual properties have been listed in the National Register of Historic Places and the Salt Lake City Register since the 1970s. Among these are major, well known Landmark Sites such as the Salt Lake City & County Building, Denver & Rio Grande Railroad Station, Wasatch Plunge, Trolley Square, and the Salt Lake Stock & Mining Exchange. Scores of less well-known properties have been listed as well. A good number of these resources were visited during the course of this project. While the City has done an excellent job of ensuring that many of its most important historic sites are recognized

and preserved, it was also surprising to see that others were overlooked. Presumably these have not been designated for a variety of reasons. Included among those non-listed sites that are likely to be eligible for designation are many of the City's historic school buildings, the City Cemetery, the architecturally unique LDS Ward Chapels, St. Paul's Episcopal Church, several historic powerhouses, and a number of early industrial buildings. Ongoing efforts are needed to prioritize these unique sites so they can be documented and designated in the coming years.

## COMMENTS REGARDING SURVEY & DESIGNATION

Two types of field survey have been employed in Salt Lake City since the 1970s: reconnaissance and intensive-level. Each of these has focused upon a specific geographic area of the City, and it appears that few if any thematic surveys have been completed. Many of these areas are quite sizable because of the expansive historic street layout in Salt Lake City and the surveys have consequently included unusually large numbers of properties. Because intensive-level surveys require an in-depth level of documentation, and consequently are labor and cost intensive, the City frequently employed the use of reconnaissance surveys to complete a good number of its district documentation projects. Every one of these reconnaissance surveys appears to have resulted directly in the establishment of a historic district.

Reconnaissance level surveys are very useful tools. However, they are not typically employed as an end in themselves. Instead they were conceived of to help communities determine whether additional in-depth survey is merited within a specific area, and to establish geographic boundaries for such projects. In Salt Lake City, reconnaissance surveys were typically used as the basis for the establishment of historic districts, with no intensive-level survey involved. This approach resulted in the creation of many designated historic districts based upon a thin level of documentation, primarily determinations of architectural integrity based upon a cursory field evaluation of each building.

While this method was effective in helping the City to establish historic districts, reliance upon the reconnaissance level of survey alone appears to have resulted in the establishment of a couple of historic districts that may not have merited this status. In one case (the Capitol Hill Historic District Extension), it appears that the historic district route was taken simply to deal with redevelopment concerns that should have been countered through other means. Clearly the City needs other tools, in addition to the establishment of districts, to deal with change in its core areas. In addition, the lack of information about each property has left City planning staff with little to work with when permit requests come up for review. This then requires a slow property-by-property determination of historic and architectural significance at a point when the time and means may not be available and when redevelopment pressures are bearing down on decision-makers.

Fortunately, it appears that the City has recently come around to understanding the benefits of intensive-level surveys and they are being employed more often.

Over the past three decades, large areas of the City have been surveyed and designated as official historic districts, either on the Salt Lake City or National Register level. Most of these districts abut one another. If this approach continues into the future, the propensity to turn every surveyed area into a district will eventually result in the entire City being listed, with no non-historic areas in-between. In the long run, this is not good for preservation efforts because it raises important questions about what is truly historic and significant. This muddles public perceptions about what should be preserved. It appears that little distinction has been made in Salt Lake City between what is worthy of district status and what is not. So far, the underlying message coming from the City through its survey and designation process is that every area of the City over fifty years old will be surveyed and designated a historic district. This may not in fact match the City's true goals, but it is the perception that has been created.

Salt Lake City's preservation leadership needs to be engaging in pointed dialogue focused around one question: If everything old is potentially significant and eligible, then what makes each established or potential district in the City special or unique, particularly when compared to other neighborhoods that exhibit the same type of building stock from the same general time period and with the same level of integrity? In other words, how many bungalows and cottages (especially those of poor design and construction and integrity) need to be locally designated before the statement that they are significant becomes meaningless? Designation of historic properties, on any level, must discriminate between those resources that are important and eligible and exhibit characteristics of integrity, and those resources that may be old but do not merit this type of status. If these distinctions are not made, designation eventually loses all meaning and support for historic preservation begins to waver. Then it simply becomes an annoying impediment to property owners wanting to tear buildings down, redevelop sites, or make alterations to their homes.

The same type of careful discussion and planning must occur when establishing or defining district boundaries. Each district must have justifiable, defensible boundaries that match what is found on the ground, not just lines on a map that conveniently follow the courses of major streets. Many of Salt Lake City's established districts were observed to have boundary issues that need to be resolved. In some cases, such as the Bryant Historic District, these involve perimeters (and interior areas) that have experienced attrition of historic resources. Others, such as the Northwest Historic District, include numerous non-historic resources such as commercial and industrial-warehouse buildings that should not be part of the district. The Central City Historic District, possibly a worst-case scenario, has effectively been split in two by extensive redevelopment along the 400 South commercial and transportation corridor. If not drawn carefully, and periodically refined, questionable boundaries can result in questioning of a district's integrity. While some of Salt Lake City's historic district boundary issues were the result of ineffective surveys or poorly conceived perimeters, other boundaries have become problematic over time because of redevelopment and change. This situation places City staff in the

position of having to administratively deal with numerous non-historic properties located within indefensible historic districts. Sometimes that is a preferred scenario when a community is trying to control redevelopment. In other cases, it bogs the planning office and permit review process down in unnecessary and time-wasting situations. To address this issue, it is recommended that the City engage in efforts to refine the boundaries of each of the established districts. This will require what is essentially a reconnaissance level survey of each district, with the specific goal of bringing the boundaries into compliance with what exists in reality. In addition, the drafting of boundaries for future districts established in the City should be given careful attention.

Overall, Salt Lake City has made great strides in the area of historic preservation and in its work to preserve the City's numerous and important historic resources. What is needed at this juncture is simply a refinement or re-tooling of methods to ensure that the City's survey and designation work is effectively pursued into the future.

## Appendix B: City Plans and Policies for Historic Preservation

Because the City has never had a Historic Preservation Plan, official historic preservation policy has been set sporadically based upon incremental approaches related to each department and planning area. The following sections review existing policy directions currently established in numerous City plans. For reasons of space and legibility, this summary conveys the broad directions established in each document; this summary should not be interpreted as a complete listing of the full policy statements in each document. Those interested in the exact language are encouraged to reference the original document.

### CITY PLANS

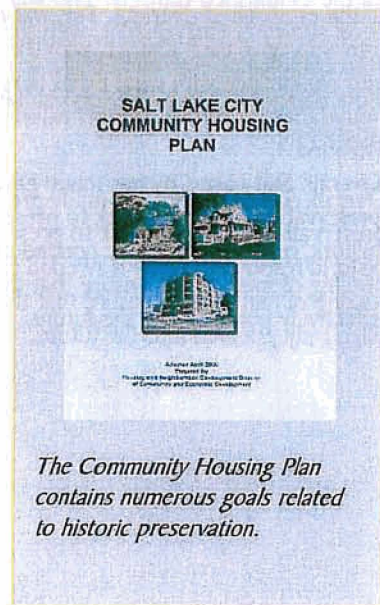
The City has conducted several plans for the Downtown over the past 20 years, including:

- Salt Lake City Downtown Plan (1995)
- Neighborhood Park Neighborhood Plan (1994)
- City Vision and Strategic Plan (1993)
- Downtown Neighborhood Plan (1990)
- Salt Lake R/UDAT Our Downtown Future (1988)

In addition, the City has conducted some topic-specific citywide plans including plans for community housing and the parks and recreation system. Each of these plans contains policy direction related to historic preservation, as summarized in the following table.

Table 1: Summary of Historic Preservation Policy Directions in City Plans

	Historic Resource Objectives and Goals
Salt Lake City Community Housing Plan (2000)	<ul style="list-style-type: none"> <li>• Provide historic preservation education to developers and property owners, including information on technical and financial assistance and incentives.</li> </ul>
Salt Lake City Parks & Recreation Master Plan (1998)	<ul style="list-style-type: none"> <li>• Protect significant historical or prominent open space and/or natural amenities (Liberty Park improvements and completion of the Jordan River Parkway listed as implementation priorities).</li> <li>• Develop standards for maintenance for parks and open lands, including master plans for Washington Park and Parley's Historic Nature Park.</li> </ul>
Salt Lake City Downtown Plan (1995)	<ul style="list-style-type: none"> <li>• Establish Downtown as a diverse 24-hour activity center.</li> <li>• Preserve and protect existing neighborhoods.</li> <li>• Preserve existing housing and provide additional housing and hotel units, neighborhood support services, and amenities.</li> <li>• Reinforce physical qualities and historical development patterns that establish</li> </ul>



	Historic Resource Objectives and Goals
	<p>the unique urban character of the Downtown.</p> <ul style="list-style-type: none"> <li>• Preserve historically significant buildings and districts while accommodating new development and renovation.</li> <li>• Solidify and Promote specialized districts with unique identity, scale, intensity, and mix of uses.</li> <li>• Provide an efficient streamlined review process.</li> <li>• Use well-designed open space in the Downtown as a catalyst for investment.</li> <li>• This plan is in the process of being updated as of the spring 2009.</li> </ul>
City Vision and Strategic Plan (1993)	<ul style="list-style-type: none"> <li>• Restore and adaptively reuse historic resources.</li> <li>• Develop programs to enhance and preserve the City's cultural history and character as expressed in the built environment.</li> <li>• Offer strong economic incentives to stop housing unit deterioration.</li> <li>• Facilitate the development of complementary neighborhood retail in the Downtown commercial and neighborhood areas.</li> </ul>
Salt Lake R/UDAT Our Downtown Future (1988)	<ul style="list-style-type: none"> <li>• Maximize use of Historic Overlay ordinance.</li> <li>• Encourage use of deed restrictions to protect historic properties.</li> <li>• Promote the use of economic incentives for preservation through the mail and media as well as at the staff level.</li> <li>• Increase preservation funding and use a combination of strategies to offer local incentives for preservation.</li> <li>• Avoid easy or capricious variances in zoning that result in degradation of commercial and residential areas.</li> <li>• Keep historic resource inventory up-to-date.</li> </ul>
Creating Tomorrow Together: Final Report of the Salt Lake City Futures Commission	<ul style="list-style-type: none"> <li>• Enforce preservation strategies for buildings and neighborhoods.</li> <li>• Rehabilitate historic buildings for cultural uses wherever possible.</li> </ul>
Creating an Urban Neighborhood: Gateway District Land Use & Development Master Plan	<ul style="list-style-type: none"> <li>• Maintain and encourage diversity through retention of existing businesses and residents, retention of existing structures and uses, development of a broad range of housing types which can fit into virtually any area of Gateway and integration of social service providers and their clients into the fabric of the community</li> </ul>

## PLANNING AREA MASTER PLANS

Long-range land use planning in the City is focused on specific planning areas rather than citywide. The City is divided into eight planning areas. Each area has an independent master plan with a future land use map and a number of goals and policies for the planning area covering a variety of topic areas including:

- Future land use types,
- Parks and open space,
- Urban design,
- Transportation and circulation,
- Public facilities and utilities,
- Environmental, and

- Historic preservation.

While the plans follow the same general format, there is some variety in the range of issues included and the level of detail and policy direction provided by each. For purposes of developing the historic preservation plan, these plans were reviewed for issues specific to historic preservation. The following table summarizes the key policy topics addressed by each plan that contains a historic preservation section or policy language. This is not intended as an exhaustive list of the goal and policy language provided in each plan. Please refer to the individual plans available on-line at the Salt Lake City Planning and Zoning Division website ([www.slcgov.com/ced/planning/pages/masterplans.htm](http://www.slcgov.com/ced/planning/pages/masterplans.htm)).

**Table 2: Summary of Planning Area Master Plan Historic Preservation Policy Directions**

Planning Area	Historic Districts*	Historic Resource Objectives
Avenues	Avenues (L) Avenues Extension (N) South Temple (L) City Creek (N)	<ul style="list-style-type: none"> <li>• Provide better information to the community on design guidelines.</li> </ul>
Capitol Hill	Capitol Hill (L) Capitol Hill Extension (N)	<ul style="list-style-type: none"> <li>• Implement historic signage and plaques.</li> <li>• Additional intensive survey and designation.</li> <li>• Place preservation easements on public buildings.</li> <li>• Expand zoning language to include historic landscape protections.</li> <li>• Designate historic landscapes.</li> </ul>
Central Community	Central City (L) Exchange Place (L) University (L) Bryant (N) Bennion-Douglas (N) Gilmer Park (N) Westside Warehouse (N)	<ul style="list-style-type: none"> <li>• Create more historic district designations.</li> <li>• Increase historic preservation planning staff.</li> <li>• Coordinate historic preservation and Transit Oriented Development.</li> <li>• Ensure zoning is conducive to preservation.</li> <li>• Enforce regulations to maintain historic resources and ensure compatible development in historic districts.</li> <li>• Identify additional historic sites and districts.</li> <li>• Conduct additional outreach and education to promote historic preservation.</li> </ul>
East Bench	N/A	N/A
East Central Neighborhood Plan	University District	<ul style="list-style-type: none"> <li>• It is important that the neighborhood's twentieth century architectural flavor, tree lined streets, and well maintained properties be conserved.</li> <li>• Conserve the low medium density character of the area</li> <li>• Encourage compatible infill housing on vacant lots</li> <li>• Encourage preservation of housing and</li> </ul>

		neighborhood elements
East Downtown Neighborhood Plan	Central City	<ul style="list-style-type: none"> <li>• Require new development to reflect the character of the neighborhood</li> <li>• Designate 600 East as an historic district</li> <li>• Strengthen demolition ordinance</li> <li>• Pursue all strategies for preservation and renovation of older apartment complexes</li> <li>• Identify historic districts with monuments and signage</li> <li>• Develop revolving loan fund for historic storefront renovation using CDBG funds</li> <li>• Designate placement of brownstone apartment buildings 50 years and older on the City Register of Cultural Resources</li> </ul>
Northwest	Northwest (N)	N/A
Northwest Quadrant	N/A	N/A
Sugar House	Highland Park (N)	<ul style="list-style-type: none"> <li>• Conduct reconnaissance-level survey work (areas specified).</li> <li>• Promote designation of historic sites.</li> <li>• Educate property owners on tax credits.</li> <li>• Support designation of national &amp; local districts.</li> <li>• Investigate possibility of conservation district ordinance.</li> <li>• Educate about and promote the use of available loans and financial incentives for maintenance and repair.</li> </ul>
West Salt Lake (3.20.06 Draft)	N/A	<ul style="list-style-type: none"> <li>• Conduct surveys of potential historic districts (areas specified).</li> <li>• Promote the designation of sites and districts in the planning area.</li> <li>• Educate property owners on neighborhood history and available tax incentives.</li> </ul>
		•

\* (L) denotes Local Historic Districts; (N) denotes National Historic Districts.

## Appendix C: Potential Funding Sources for Historic Preservation

The following table lists potential funding sources for historic preservation projects in Salt Lake City.

Name	Offered By	Available To	Description	Scale
<b>Tax Credits</b>				
<b>Federal Income Tax Credit</b>  (established 1976)	National Parks Service via SHPO	Property owners of income-producing structures (residential properties and commercial properties).	<ul style="list-style-type: none"> <li>Income tax credit for up to 20% of eligible rehabilitation improvements; and</li> <li>Minimum Investment must exceed pre-rehabilitation value of the building over 2-5 years, depending on magnitude of project.</li> </ul>	National
<b>State Income Tax Credit</b>  (established 1993)	Utah State Historical Society (SHPO)	Residential properties (owner-occupied and non-owner occupied).	<ul style="list-style-type: none"> <li>20% of eligible costs income tax credit; and</li> <li>Minimum Investment of \$10,000 over 3 years.</li> </ul>	State
<b>New Market Tax Credit (NMTC)</b>  (established 2000)	National Trust Community Investment Corporation (NTCIC)	Historic commercial rehabilitation projects in a census tract with a 20% poverty rate of household incomes at or below 80% of the area median (or statewide median, if lower).	<ul style="list-style-type: none"> <li>Equity investments funneled to qualified real estate projects from the Community Development Entity (in this case NTCIC) to private, public, and non-profit entities.</li> <li>Provide an investment tax credit to investors to the CDE of 39% on equity earned over a 7-year period.</li> <li>The NMTC can be claimed in conjunction with Federal and State income tax credits (a practice called twinning).</li> <li>Offered by Zions Bank, U.S. Bank, Wells Fargo Bank</li> </ul>	National

Name	Offered By	Available To	Description	Scale
<b>Government Funding</b>				
Community Development Block Grants (CDBG)	Federal Government	Eligible communities across the US. <sup>1</sup>  70% of all funds must be used for projects benefiting low and medium- income residents of the community.  Communities typically use funding to augment the operating budgets for a variety of departments and programs including housing, redevelopment, parks, and transportation.	<ul style="list-style-type: none"> <li>• Acquisition of real property;</li> <li>• Relocation and demolition;</li> <li>• Rehabilitation of residential and non-residential structures;</li> <li>• Construction of public facilities and improvements, such as water and sewer facilities, streets, neighborhood centers, and the conversion of school buildings for eligible purposes;</li> <li>• Public services, within certain limits;</li> <li>• Activities relating to energy conservation and renewable energy resources; and</li> <li>• Provision of assistance to profit-motivated businesses to carry out economic development and job creation/retention activities.</li> </ul>	National, City
<b>Loans</b>				
Building Renovation Loan Program	Redevelopment Agency (RDA)	Property owners in the central business district and Sugarhouse project areas.	<ul style="list-style-type: none"> <li>• Up to 50% low interest project loan for façade restoration, system upgrades, or residential conversions of upper floors of commercial structures.</li> </ul>	RDA Central Business and Sugarhouse project areas
Building Renovation Loan Program for High Performance Buildings	Redevelopment Agency (RDA)	Building owners in eligible project area.	<ul style="list-style-type: none"> <li>• No interest loan upon proof of project LEED certification for up to 50% of the total renovation costs.</li> </ul>	Designated RDA project areas in the City
Revolving Loan Fund	Utah Heritage Foundation	Owners of National Register or local register properties or contributing structures in a national historic district.	<ul style="list-style-type: none"> <li>• For exterior structural improvements and interior systems improvements.</li> <li>• Five-year loans with an interest rate fixed at half of prime.</li> </ul>	State, City
<b>Grants</b>				
Preserve America	Preserve America (White House Administrative Initiative through the Advisory Council)	Designated "Preserve America" communities. The City became a Preserve America community in 2007.	<ul style="list-style-type: none"> <li>• Bolster local heritage preservation efforts;</li> <li>• Support better integration of heritage preservation and economic development; and</li> <li>• Foster and enhance intergovernmental and public-private partnerships to accomplish these goals</li> </ul>	National

<sup>1</sup> Salt Lake City, as a city with over 50,000 people, is an entitlement community meaning it received CDBG funding on an annual basis. The CDBG award amount is determined by one of two formulas that weigh the more prominent variable – population or age of housing stock.

Name	Offered By	Available To	Description	Scale
Utah Cultural Heritage Tourism Grants	Utah State Historical Society (SHPO)	Cities, towns, counties, non-profit cultural organizations.	<ul style="list-style-type: none"> <li>Grant awards up to \$10,000 in a given year.</li> <li>All grants require a one-to-one local financial match.</li> <li>Grants aimed at proposals that will increase heritage tourism in Utah, including activities that will increase knowledge, employment, attendance, income, and participation.</li> <li>(May not be available every year—not funded in 2009.)</li> </ul>	State
Certified Local Government (CLG) Grants	Utah State Historical Society (SHPO)	CLG cities, towns, and counties.	<ul style="list-style-type: none"> <li>Conducting architectural and archaeological surveys</li> <li>Nominating properties to the National Register of Historic Places</li> <li>Printing walking tour booklets</li> <li>Preparing feasibility studies and working drawings for property improvements</li> <li>Rehabilitating National Register properties.</li> </ul>	State
Utah Cemetery Inventory Project	Utah State Historical Society (SHPO)	Local cemeteries and local groups.	<ul style="list-style-type: none"> <li>Grants for inventory database and GIS cemetery inventory development.</li> <li>All grants require a one-to-one local financial match.</li> </ul>	State
Save America's Treasures	National Trust for Historic Preservation, National Park Service, President's Committee on the Arts and Humanities.	Non-profits, federal organizations, state and local governments, federally recognized Indian tribes.	<ul style="list-style-type: none"> <li>Federal matching grants; must have dollar-for-dollar match to grant award amount.</li> <li>Historic property rehabilitation grants start at a \$125,000 minimum and have a \$700,000 maximum.</li> <li>For use on sites or collections of national historic significance.</li> </ul>	National
Historic Preservation Tax Increment Reimbursement Program	Redevelopment Agency (RDA)	Buildings on the state and City historic register.	<ul style="list-style-type: none"> <li>RDA reimburses owners up to 50% tax increment generated from renovation development provided exterior of structure is retained to a degree approved by SHPO and HLC.</li> </ul>	RDA Depot District project areas
HGTV Restore America	National Trust for Historic Preservation and HGTV		<ul style="list-style-type: none"> <li><a href="http://www.nationaltrust.org/restore_america">http://www.nationaltrust.org/restore_america</a></li> </ul>	National
Johanna Favrot Fund for Historic Preservation and Cynthia Woods Mitchell Fund for Historic Interiors	Johanna Favrot Fund  Cynthia Woods Mitchell Fund for Historic Interiors	National Historic Landmarks	<ul style="list-style-type: none"> <li>Matching grants to nonprofit organizations and public agencies grants for projects that contribute to preservation or recapture an authentic sense of place</li> </ul>	National
National Trust Preservation Funds (formerly Preservation Services Funds)	National Trust for Historic Preservation	Non-profits, public agencies	<ul style="list-style-type: none"> <li>Two types of assistance: matching grants for preservation planning and education efforts and intervention funds for preservation emergencies.</li> </ul>	National

Name	Offered By	Available To	Description	Scale
<b>Easements</b>				
Preservation Easements	Utah Heritage Foundation	Historic property owners.	<ul style="list-style-type: none"> <li>• A conservation easement that protects the historic, architectural, or archeological significance of a property through a private legal easement that gives partial rights to the property to a qualified easement holder for a predetermined duration.</li> <li>• Protects against changes that would be inconsistent with the preservation of the property (demolition, inappropriate alterations, etc).</li> <li>• Qualifies the donor for a charitable contribution tax deduction for the assessed value of the easement.</li> </ul>	State

## Appendix D: Definitions

The following definitions apply to terms that are commonly used throughout this plan.

### **Compatible**

Designed to be in harmony with surrounding elements such as surrounding architecture and landscape in terms of massing, design, scale, and siting.

### **Contributing Structure**

A contributing structure is a structure or site within an historic preservation overlay district that meets the criteria outlined in subsection C2 of section 21A.34.020 and is of moderate importance to the city, state, region or nation because it imparts artistic, historic or cultural values. A contributing structure has its major character defining features intact and although minor alterations may have occurred they are generally reversible. Historic materials may have been covered but evidence indicates they are intact.

### **Design Guidelines**

Written tenets, based on the Secretary of Interior's Standards, according to which the Salt Lake City Historic Landmark Commission interprets the standards of the historic overlay ordinance for alterations, new construction, demolition, and moves of landmark sites and properties in historic districts.

### **Historic Context**

Those patterns or trends in history by which a specific occurrence, property, or site is understood and its meaning (and ultimately its significance) within history or prehistory is made clear. Historic contexts are found at a variety of geographical levels or scales. The geographic scale selected may relate to a pattern of historical development, a political division, or a cultural area. Regardless of the scale, the historic context establishes the framework from which decisions about the significance of related properties can be made. (From the National Park Service)

### **Historic Landscape**

A cultural landscape associated with events, persons, design styles, or ways of life that are significant in national or local history, landscape architecture, archaeology, engineering, or culture.

### **Historic Preservation**

The process of preserving part of a community, from an individual building or part of a building to a whole neighborhood (including roadways, landscapes and waterways), because of its historical importance. (From UrbanPlanning.org.)

### **Historic Preservation Overlay District**

A geographically or thematically definable area which contains buildings, structures, sites, objects, landscape features, archeological sites and works of art, or a combination thereof, that contributes to the historic preservation goals of Salt Lake City.

#### **Landmark Site**

A Landmark Site is any site included on the Salt Lake City register of cultural resources that meets the criteria outlined in subsection C2 of this section. Such sites are of exceptional importance to the city, state, region or nation and impart high artistic, historic or cultural values. A landmark site clearly conveys a sense of time and place and enables the public to interpret the historic character of the site.

#### **Noncontributing Structure**

A noncontributing structure is a structure within an historic preservation overlay district that does not meet the criteria listed in subsection C2 of section 21A.34.020 of the zoning ordinance. The major character defining features have been so altered as to make the original and/or historic form, materials and details indistinguishable and alterations are irreversible. Noncontributing structures also include those which are less than 50 years old.

#### **Significant**

Properties are significant for their association with important events or persons, for their importance in design or construction, or for their information potential. The basis for judging a property's significance and, ultimately, its eligibility for designation is historic context. (From the National Park Service.)

#### **Standards of Ordinance**

Local law based on state enabling legislation, which provides the general criteria against which work can be measured.

**The National Park Service's Secretary of Interior's Standards includes four treatment approaches:**

- *Preservation* places a high premium on the retention of all historic fabric through conservation, maintenance, and repair. It reflects a building's continuum over time, through successive occupancies, and the respectful changes and alterations that are made.
- *Rehabilitation* emphasizes the retention and repair of historic materials, but more latitude is provided for replacement because it is assumed the property is more deteriorated prior to work. (Both Preservation and Rehabilitation standards focus attention on the preservation of those materials, features, finishes, spaces, and spatial relationships that, together, give a property its historic character.)
- *Restoration* focuses on the retention of materials from the most significant time in a property's history, while permitting the removal of materials from other periods.

- *Reconstruction* establishes limited opportunities to re-create a non-surviving site, landscape, building, structure, or object in all new materials.



# Memorandum

Planning Division  
Community & Economic Development Department

**To:** Historic Landmark Commission  
**From:** Janice Lew, Principal Planner  
**Date:** July 30, 2009  
**Re:** **PLNPCM2009-00628 Commercial Design Guidelines**

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This is an **Issues Only Hearing** and no final action will be taken at the meeting. The purpose of an issues only hearing is to provide an opportunity for the public to comment on the draft Commercial Design Guidelines, and to allow the Historic Landmark Commission to provide direction to Planning staff and the Consultant. This memo is intended to provide a status report of the actions undertaken since the June briefing by the Consultant Phil Thomason. During the meeting on August 5, staff will brief the Historic Landmark Commission on the latest revisions to the draft. Any questions, comments or direction the Commission Members have regarding the document are greatly appreciated. The Commission may also wish to consider if they would like to schedule additional time to critique smaller sections of the document before scheduling their next public hearing on the project.

## **Status**

Since the June 3 briefing, the Planning Division held an Open House on June 25, 2009. No public input was received at that time. The project was also presented to the following City Advisory Boards and Committees:

- Business Advisory Board
- Downtown Alliance

Future public hearings will consist of hearings with the Historic Landmark Commission and with City Council. The Historic Landmark Commission will forward a recommendation to the City Council, who will take the final action on the adoption of the Commercial Design Guidelines. As a courtesy to the Planning Commission, staff will also provide these members with a copy of the document to solicit their comments.

## **Background**

The commercial design guidelines will expand upon the existing document, *Design Guidelines for Residential Historic Districts in Salt Lake City*. These design guidelines strive to preserve and enhance the historic character of the City while recognizing the need for adaptation and improvements to historic resources. They provide a basis for making informed and consistent decisions and address the following topics:

- Preservation in Salt Lake City
- Architectural Styles of SLC
- Rehabilitation Standards for Historic Properties
- Standards for New Construction
- General Design Standards
- Historic Districts

## **Framework**

A working document was reviewed by the Commission on June 3, 2009. The Commission identified concerns about language dealing with the visibility of additions, conversions of residential buildings for commercial purposes, and recommended an expansion of the section on solar panels. The meeting minutes are attached to this memo for the Commission's review.

Based on direction from the Planning staff and Commission, the Consultant has made the following changes to the working document:

- **Architectural Styles of SLC**  
*Overview* – This section provides additional information about commercial development in neighborhoods and the recent past.  
*Styles and Types* – This section provides a separate discussion for each and includes more information about types, modern styles, and the recent past.
- **Rehabilitation Standards for Historic Properties**  
*Site design* – This section provides a discussion of historic site features.  
*Design Standards for Additions*
  - rear and lateral additions – This section provides a discussion of each.
  - This section also provides a discussion of residential buildings used for commercial purposes.
- **Standards for New Construction**  
*Design Considerations* – This section provides a discussion of the basic approach and typical design features.  
*Pertinent sub-topics* – The sections following the background information are divided into pertinent subtopics.  
*Signage* – This section has been expanded and includes:
  - Historic background
  - Basic approach
    - appropriate types
    - inappropriate types
    - master sign plans

- Sign Details

➤ **General Design Standards**

*Mechanical Equipment and Service Utilities* - This section will address the following:

- satellite dishes
  - telecommunication devices
  - utility service boxes
  - trash and recycling storage areas
  - solar panels – This section has been expanded.
  - accessibility – This section has been expanded
- Seismic* – This section has been expanded.

➤ **Historic Districts**

Planning staff will rewrite this part of the existing document and weave the new commercial information into that chapter.

**Specific Issues for Discussion**

The Historic Landmark Commission may wish to hold future in-depth discussions on any of the following items:

**Windows** – Staff would like the Commission to reaffirm its view about the treatment of historic windows.

**Recent Past** – Has this item been sufficiently addressed throughout the document?

**Signage** – Signage is a complicated issue. Does this need to be a stand-alone document or what level of detail needs to be provided in this document?

**SALT LAKE CITY HISTORIC LANDMARK COMMISSION**

**MINUTES OF THE MEETING**

**Room 315, 451 South State Street**

**June 3, 2009 at 5:45 p.m.**

*This document along with the digital recording constitute the official minutes of the Historic Landmark Commission regular session meeting held on May 6, 2009.*

**If you are viewing a hard copy of the minutes and would like to view the attached materials and listen to audio excerpts of the record, please go to:**

**[www.slcgov.com/boards/HLC/hlc-agen.htm](http://www.slcgov.com/boards/HLC/hlc-agen.htm)**

**To download the FTR player and listen to audio excerpts from the record if you are already viewing this document on the worldwide web, click [here](#).**

The regular meeting of the Historic Landmark Commission was held on May 6, 2009, at 5:46:53 PM in Room 315 of the City and County Building, located at 451 South State Street, Salt Lake City, Utah, 84111. Commissioners present for the meeting included: David Fitzsimmons (Chairperson), Anne Oliver, Arla Funk, Polly Hart, Bill Davis, Sheleigh Harding, and Earle Bevins, III.

Planning staff present for the meeting were: Joel Paterson, Planning Manager; Robin Zeigler, Senior Preservation Planner; Janice Lew, Principal Planner; and Andrea Curtis, Acting Historic Landmark Commission Secretary.

A field trip was held prior to the meeting at 4:00 p.m. The field trip was attended by David Fitzsimmons (Chairperson), Anne Oliver, Arla Funk, Polly Hart, Bill Davis, and Earle Bevins, III. Joel Paterson and Robin Zeigler attended for the Planning Division.

**FIELD TRIP 4:00 p.m. ( )**

One site was visited on the fieldtrip, Trolley Lofts. Commissioners asked questions about the proposed height, the height of Smith's, the purpose of the parapet wall, and if the Commission had determined the building to be non-contributing. Staff explained that the proposed building met all the base zoning requirements. Chairperson Fitzsimmons stated that although it was not noted on the plans, the likely reason for the high parapet wall was to screen mechanicals. Staff noted that the Commission originally determined the building to be contributing but that decision was overturned by LUAB since the building was not old enough to meet the standards of the ordinance.

**DINNER 4:35:27 PM**

Janice Lew noted the first item of business is to discuss the preliminary draft of the commercial design guidelines. She introduced Phil Thomason, a consultant hired to work on this project. Ms. Lew reviewed that the Historic Landmark Commission will eventually make a

recommendation to the City Council, which has authority to approve and adopt the design guidelines. She noted that the issue will be included regularly in the monthly Planning Division Open House to elicit public comments and that a draft will also be presented to the Planning Commission for their review. Ms. Lew stated that Councilmembers Love, Christensen, and Garrott met earlier today to discuss this preliminary draft. She requested the Commissioners' input during this preliminary review and turned the time over to Mr. Thomason.

Mr. Thomason emphasized that the guidelines are a work in progress, noting that some comments have already been incorporated and others have been identified for inclusion of additional information, drawings, and photos. He recognized that the guidelines are prepared in accordance with the format and appearance of the adopted residential design guidelines: overview of architecture with specifics about styles and building forms. Mr. Thomason affirmed that a review of all commercial buildings in the overlay districts has been completed, including the neighborhood shopping areas and corner commercial buildings in areas such University, Capitol Hill, Central City, and the Avenues. He stated that the purpose of the guidelines is to provide information to property owners with commercial buildings Downtown outside of Exchange Place.

Mr. Thomason reviewed the range of historic Downtown buildings: the 1894 Italianate/Victorian Romanesque Colin building, the 1887 Victorian Romanesque Kerrick Building, Richardsonian Romanesque building 1890, neoclassical 1899 Stock & Exchange building, high rises with Sullivan-esque influence such as the 1909 McIntyre and 1911 Kearns buildings, and the 1910 Boston and Newhouse buildings. He referenced the one-part/two-part buildings make up the residential areas of commercial infill that provided neighborhood services, identifying examples from Capitol Hill of a one-part commercial building, a single story building with the storefront with a modest upper façade and a nearby restaurant building with a one-story framed wing on the north side. He shared another example from the Central City neighborhood which maintains much of the original storefront entrance. Mr. Thomason noted historic commercial buildings clustered together to provide neighborhood services and others on corners. He identified the two-part commercial structures with a storefront below and one or two stories above. He noted building material changes in buildings from the 1930s including copper and glass display windows and steel casement windows on the upper floors.

Mr. Thomason noted a larger variety of house-stores than typical in other communities. He explained these are buildings joined together, citing an example of a store building with an adjacent building used by the proprietor of the store. He noted that often the dwelling unit will be smaller in scale with additional setback from the street, also noting a remodeled structure from the 1950s with new siding materials. Mr. Thomason identified the issue of changing building materials, specifically whether or not the materials themselves are significant and should be preserved or if the building should be taken back to its original design. He recognized that such materials from the 1950s and 1960s are raising preservation questions across the nation.

Mr. Thomason referred to the buildings along South Temple from the late 1950s and 1960s that are considered contributing structures, noting architectural differences such as flat roofs and a mixture of materials, not all of which have a long life expectancy (e.g., Formica on bulkheads) and which cannot be obtained anymore. He explained that the different materials and designs are addressed in the design guidelines. He challenged the Commission to question, when considering buildings from the 1950s and 1960s, what is significant, what buildings are contributing in and of themselves, and what buildings that are not in an overlay district should receive attention for consideration of landmark status in the future.

Mr. Thomason stated that their review of design guideline elements incorporated additions, rear facades, rooftop additions, preserving and maintaining original architectural features, awnings, brickwork, nonabrasive cleaning, cornices, doors, lighting, signage, windows, retrofitting to meet American Disability Act requirements, and new construction or infill. He noted the importance of keeping original design elements and utilizing historic photographs and records to determine appropriate designs.

In addressing infill, Mr. Thomason acknowledged that most of the commercial infill occurs in the Downtown area, as other districts are primarily residential. He explained the importance of looking at the context of the neighboring structures when considering infill, acknowledging the need for communities to define a preference for infill that mimics historic design, aka replica or replica light or more contemporary but compatible designs which incorporate historic elements such as arches, windows, and building materials. He noted a Seven-Eleven store in the Avenues which picks up historic details of the neighborhood without trying to be an exact copy of a historic building, and shared examples of other more contemporary designs from Louisville and Kansas City which incorporate design elements to enhance compatibility. Mr. Thomason emphasized the need for the Commission to assess their preference for new construction in historic districts. He reviewed that design guidelines need to incorporate how to effectively handle building materials of the 1950s and 1960s, noting that revising design guidelines every 10-15 years seems to be a good approach to addressing such questions as they continue to arise. He concluded by soliciting questions and input from the Commissioners.

Commissioner Oliver identified a concern with the section dealing with roofline additions which states that "the addition be recessed sufficiently from the primary façade so it is not visible from the street." She noted that with the width of streets in Salt Lake City, it is possible to see anything depending on where one is standing, suggesting a rephrasing that makes it possible to meet that guideline. Mr. Thomason confirmed that providing guidelines in areas which are primarily residential is particularly challenging, as such commercial buildings often can be seen from two sides. He conceded that roofline additions are not feasible for most commercial buildings in residential areas and agreed to consider language that would soften roofline additions in residential areas. Chairperson Fitzsimmons suggested language which preserves scale and mass of the façade rather than addressing visibility. Commissioner Oliver expressed appreciation for language which encourages such additions to be smaller and simpler in design and suggested that be repeated throughout the guidelines.

Chairperson Fitzsimmons inquired how Mr. Thomason suggests addressing issues of the scale of an addition compared to the scale of the existing structure. Mr. Thomason responded that commercial additions are usually seen as 1/3 of the size of the overall footprint of the historic building, with design based on established standards that express a preference for contemporary designs with historic elements that identify it as a modern addition or for recreating historic buildings. He noted that some communities establish set percentages for addition size while others review each case individually, factoring in location (midblock versus corner).

Commissioner Oliver queried whether residential or commercial guidelines should apply to homes in commercially zoned areas. Mr. Thomason clarified that if the historic use is a residence, it should be reviewed under residential guidelines. However, if a conversion has occurred, such as adding a storefront, then commercial storefront standards can be used. He stated that typically residential guidelines are applied to any residential building that is redone into offices or commercial use. Commissioner Oliver noted a number of houses which have been converted to commercial uses and suggested that the code clarify which guidelines will apply to such structures.

Chairperson Fitzsimmons noted references to post-war redecoration of old façades which are becoming historic and questioned the best way to assess or require assessment of the condition of what is underneath. Mr. Thomason noted examples of such assessment in the Downtown area. Chairperson Fitzsimmons recognized that larger commercial owners may be able to do that type of work but questioned the ability smaller owners to make that commitment. Ms. Lew noted an example on South Temple with a front façade from the 1950s which the property owner got listed on the National Register. Chairperson Fitzsimmons noted that this issue, along with infill, requires determination of whether replicating the original historic structures is better than more honest modern expressions that clearly differential newer structures. Mr. Thomason confirmed that communities are trending toward appropriate contemporary design that either blends well as infill or additions that speak of the present. He noted that architects are coming of age with the historic preservation movement and have exhibited greater sensitivity over the last 10-15 years regarding designing buildings that respect the historic context in which they are being placed.

Commissioner Davis inquired whether the city provides a resource that identifies contractors who specialize in historic preservation. Mr. Thomason replied that some nonprofit organizations maintain lists of contractors with experience in historic preservation who are referred to them by property owners. He explained that some cities are moving toward certification programs that require a certain level of yearly training provided by the state preservation offices or historic architects. Ms. Lew confirmed that no such lists are maintained for Salt Lake City; Commissioner Oliver indicated she would share the suggestion with the State Historic Preservation offices.

Commissioner Oliver queried whether variances for required parking for historic commercial buildings are provided for in city code. Mr. Paterson noted that many structures are legal non-

complying in that they were created prior to the imposition of current parking standards and thus can legally maintain the current use with the current parking. He noted that a change of use might require additional parking, explaining that zones such as mixed-use zones have a process to allow exemptions of required parking for a certain number of square footage, pedestrian improvements, etc. Commissioner Davis inquired whether the recent ordinance passed by the City Council waives parking requirements for neighborhood businesses. Mr. Paterson explained the adopted ordinance allows for the exemption of up to 3,500 square feet of floor area based on certain improvements which benefit pedestrians, noting that for many small businesses the exemption would eliminate the need for all parking. Commissioner Davis asked if the exemption is an administrative decision or requires formal hearings. Mr. Paterson confirmed that if the standards are met, the exemption can be approved administratively.

Commissioner Oliver requested that the paragraph on solar panels under design standards for mechanical equipment be expanded. Mr. Thomason confirmed that additions to this part of the guidelines are planned. Chairperson Fitzsimmons asked whether multiple systems would be included. In response to Mr. Thomason's explanation that exterior systems, e.g., solar shingles, are covered, Chairperson Fitzsimmons suggested that images be added to the guidelines.

Chairperson Fitzsimmons solicited general comments from the Commissioners. No additional comments were made. Ms. Lew asked if the Commission would like further discussion regarding the contents of the design guidelines in a work session, clarifying that the finalized guidelines would be formally presented to the Commission for their recommendation to the City Council. It was agreed additional comments would be emailed to Ms. Lew and that the guidelines would be scheduled at a future briefing.

**MEETING CALLED TO ORDER 5:48:06 PM**

**COMMENTS TO THE COMMISSION 5:59:28 PM**

Cindy Cromer requested that the Commission write to the Mayor and City Council regarding the proposal to declare Garfield School surplus property. She emphasized her commitment to preservation of historic schools and urged the administration to attach protections for the historic structure known as the Garfield School if it leave city ownership, noting the Planning Commission also recommended its preservation.

**APPROVAL OF THE MINUTES FROM MAY 6, 2009 5:53:07 PM**

Commissioner Bevins made a motion to approve the minutes as presented. Commissioner Davis seconded the motion. Commissioner Harding abstained as she was not present at the May 2009 meeting. All others voted "Aye". The motion carried unanimously.

**PRESENTATION & DISCUSSION**

Korral Broschinsky presented the results of the intensive level survey conducted for the area of the proposed expansion of the University Historic District. She identified that such a survey

## OVERALL APPROACH AND FORMAT

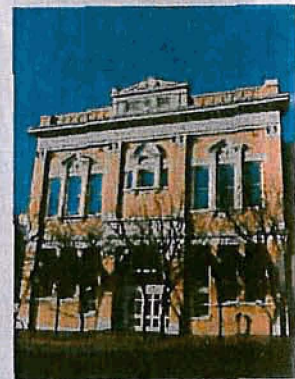
This manual lists design guidelines for commercial properties. Included is information on common rehabilitation questions, recommendations for maintaining the site and setting of historic properties, and guidance for new construction. Photographs of buildings and details in Salt Lake City are included to familiarize property owners with typical features and characteristics.

The main approach of the Salt Lake City Commercial Design Guidelines is the emphasis on preservation over complete remodeling. This view is illustrated through the use of terms such as *repair*, *retain*, *maintain*, and *replace in kind*. COA applications will be reviewed with the following approach:

- Property owners are encouraged to first consider preserving, maintaining and repairing original or historic building features. Rehabilitation that does not necessitate removal of significant historic elements is an asset.
- If such features and elements cannot be preserved, maintained and repaired, then replacement in kind is recommended. Materials should ideally be replaced with the same materials and with profiles, dimensions, and textures to match the original as closely as possible. Architectural details and materials can be documented through historic and/or physical evidence. Such documentation will aid in defining appropriate rehabilitation activities.
- Rehabilitation of historic buildings is reviewed to determine impact, compatibility, and appropriateness of proposed work to the existing structure, site, streetscape, and district.
- Rehabilitation should be compatible with the historic building or structure for which it is proposed. Compatible rehabilitation efforts are those that protect significant architectural and historic resources of individual buildings and the district.



*Buffalo head anchor at  
379 South Main Street.*



*134 West Pierpont.*

### ***OVERALL APPROACH AND FORMAT, continued***

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The design guidelines also respect the importance of remodeling work or additions that may have significance in their own right. Many properties built in the nineteenth century were later remodeled in the early twentieth century, and these remodelings may be significant in reflecting the evolution of the building over time. For example, a ca. 1890 Italianate commercial building might have a storefront that was remodeled in the Modernistic style in the 1930s. Property owners should consider preserving and maintaining these types of features to illustrate the influence of later historical styles.



*Design guidelines help to ensure that historic buildings such as 9 and 10 Exchange Place retain their historic character and continue to be vital elements in Salt Lake City.*

## THE SECRETARY of the INTERIOR'S STANDARDS FOR REHABILITATION

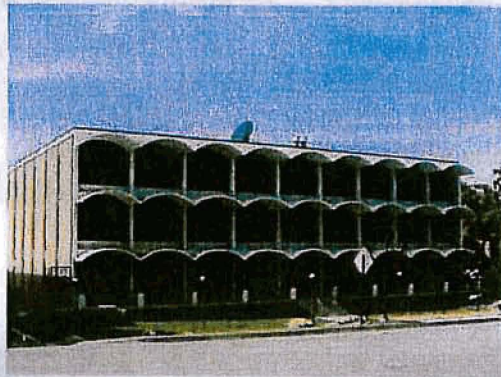
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The Salt Lake City Commercial Design Guidelines follow the guidelines set forth by the National Park Service. Known as the "Secretary of the Interior's Standards for Rehabilitation," these guidelines are used throughout the country by the majority of America's boards and preservation commissions as a basis for local design review guidelines and for projects utilizing federal funds or tax credits. The "Standards" were originally published in 1977 and revised in 1990 as part of Department of the Interior regulations. They pertain to historic buildings of all materials, construction types, sizes, and occupancy and encompass the exterior and the interior of historic buildings. The Standards also encompass related landscape features and the building's site and environment as well as attached, adjacent, or related new construction. The "Secretary of the Interior's Standards for Rehabilitation," are found in Appendix A of this manual. The "Standards" are also available on-line at [www.cr.nps.gov/hps/tps](http://www.cr.nps.gov/hps/tps). This web site also provides information on technical aspects of restoration and rehabilitation including "Preservation Briefs." "Preservation Briefs" are excellent summaries of various design guidelines and building rehabilitation issues provided free on-line.



*The Rio Grande Train Depot.*

# REHABILITATION STANDARDS FOR COMMERCIAL HISTORIC PROPERTIES



## **A. SITE FEATURES**

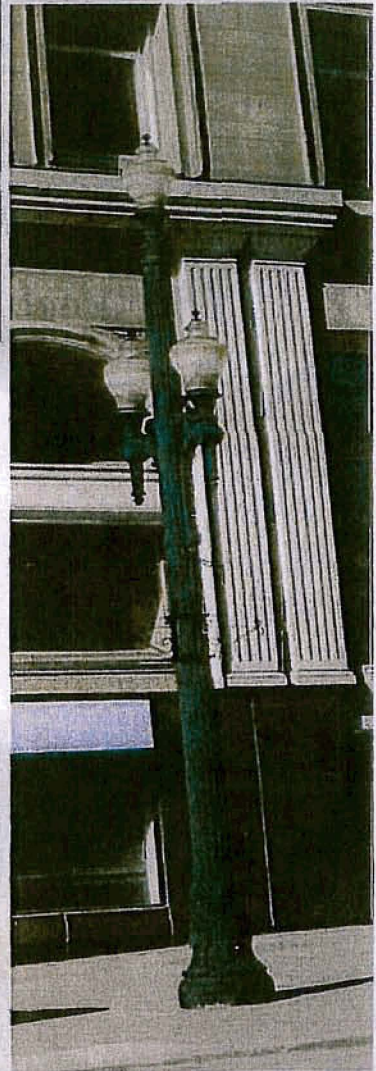
### **Policy:**

Historic landscape features of commercial buildings should be preserved and retained. In downtown Salt Lake City few historic landscape features remain extant. In residential areas, buildings such as neighborhood commercial buildings and house stores should have landscape features preserved in accordance with the city's *Rehabilitation Standards for Historic Properties*. New landscape features should be compatible with the historic context of the building and area.

### **Background**

In its early years, downtown Salt Lake City originally had streets and sidewalks of dirt which were both dusty and muddy depending on the weather. As the city grew, sidewalks of wood planks were added and these in turn were replaced by brick and concrete sidewalks in the late 19th and early 20th centuries. Street trees were planted along a number of blocks to provide shade for pedestrians. Most commercial buildings were constructed directly adjacent to the public sidewalk resulting in little need for retaining walls or similar features. Improvements to downtown after World War II included a number of initiatives for streetscape projects such as the addition of new street trees and planters and rebuilding of concrete and brick sidewalks.

Few historic features remain extant downtown and those that remain are primarily sections of mid-20th century concrete sidewalks. However, there has been efforts in recent decades to recapture the historic ambiance of downtown using traditional light standards and replanting street trees on many blocks. Future public improvements along blocks containing historic buildings should continue to reinforce this appearance.



*Many blocks downtown have added light standards based on traditional designs.*

***A. SITE FEATURES, continued...***



*Added planter box and street trees in the 200 block of South Main Street.*



*Many downtown blocks display added street trees, traditional light standards and varying sidewalk paving materials.*

***A. SITE FEATURES, continued...***

Commercial buildings in Salt Lake City's historic residential areas were designed to be as open, inviting and as accessible as possible. As a result there are few instances of historic fence materials or retaining walls in front of these buildings. However, many were built or were later enhanced with broad concrete sidewalks or concrete extending the width of the storefront. This allowed potential customers to avoid dirt and mud and provided a more pleasing shopping experience. Many of the neighborhood commercial and corner commercial buildings in areas such as Capitol Hill and the Avenues retain their early- to mid-20th century concrete walkways.

Storeowners also added landscape features at the fronts of their buildings such as planter boxes and in the park strips between the sidewalk and street. While most historic plant materials have been replaced over time, the use of appropriate plants as well as traditional planting patterns should be utilized when planning new landscape treatments for historic commercial buildings.

The South Temple Historic District is particularly notable for its long line of mature street trees. These trees add greatly to the character of the district and are an important historic element of the street. This district also contains a large number of commercial buildings from the 1940s and 1950s that were designed with landscaped front yards and concrete walkways. Several also have low masonry retaining walls adjacent to the sidewalk.



*Many neighborhood commercial buildings were built with poured concrete pavement extending the width of the storefront. This example is at 442 North 300 West.*

## **A. DESIGN STANDARDS FOR SITE FEATURES**

### **Preserve historically significant site features.**

Original site features such as fences and retaining walls in front of commercial buildings should be preserved and maintained. Street trees, sidewalks, walkways and planting strips should all be considered for any private or public projects. Masonry retaining walls should be repaired using proper mortar mixes and compatible materials. Original grading designs in front of commercial buildings should also be respected and preserved. Street trees and traditional plantings should also be maintained. Site lighting should also be compatible with adjacent buildings and in residential areas this would include shielded exterior lights and footlights along walkways. Site feature repair and retention should follow guidelines set forth in the city's *Rehabilitation Standards for Historic Properties*.



*Masonry retaining walls in front of commercial buildings should be preserved and maintained such as this example at 445 E. South Temple Street.*

*The South Temple Historic District is notable for its large older shade trees. This streetscape should be preserved in future public and private improvements.*



## **A. STOREFRONTS**

### **Policy:**

Storefronts are especially important elements of commercial buildings that define the historic character and appearance of the building. Historic storefronts and their components should be retained, maintained, and, if needed, repaired. Historic storefronts should not be covered or concealed.

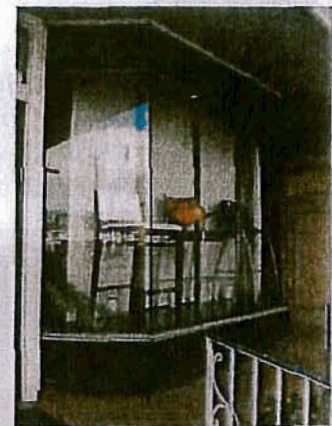
### **Background**

Traditionally, storefronts comprise the first story of a commercial building's primary façade and are visually separated from the upper floors of the building through design and architectural details. Common components of storefronts include awnings, display windows, bulkheads, pilasters, entrances, beltcourses and cornices. Large display windows allowed proprietors to showcase their merchandise and entice prospective customers into their stores. Many storefronts of the late 19th and early 20th centuries featured recessed entrances, which simultaneously helped to extend the display area and draw pedestrians inward.

Some 19th and early 20th century buildings have storefronts that were remodeled at a later time period. Storefronts from the 1920s to the 1940s reflect an important movement in merchandising and sales of the period and also are highly decorative in their designs. Materials such as marble, tile, and tinted glass, commonly known as "Carrara" glass, were all used to update storefronts during these decades. These storefronts are significant and should be preserved and maintained in any future building rehabilitation. Storefronts remodeled within the past fifty years are generally not compatible with overall building character and their removal may be appropriate when rehabilitation is undertaken. Such storefronts should be replaced with designs based on the original appearance of the storefront, if known.



*Original storefronts, such as those at 802 600 East (top) and 500 East Street (bottom), should be preserved and maintained.*



*A Carrara glass storefront at 432-434 South Temple Street.*

## STOREFRONTS, continued...

### Awnings

Historically, shopkeepers commonly used awnings on their storefronts. Not only did they provide shelter for shoppers, but they also helped in heating and cooling the building. Canvas fabric was most common for awnings prior to the 1940s, when metal awnings became prevalent. Also, as air conditioning became more common after the 1940s, awning use declined.

Historic awnings contribute to the character and appearance of storefronts. Any original awnings should be preserved and maintained.

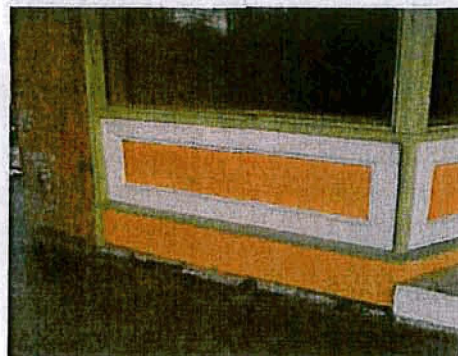


*An example of a metal awning at 379 South Main Street.*

### Display Windows and Bulkheads

Traditional storefronts of the late 19th and early 20th centuries featured large plate glass windows at the street level of the main facades to display their wares to passersby. Bulkheads are the lower panels on which the display windows rest and are often of wood or brick.

Original display windows should be preserved, maintained, and, if needed, repaired. Original bulkheads should be preserved, maintained, or repaired where they exist. Original bulkhead panels should not be altered or removed.



*Original wood bulkheads such as those at 361 North Main Street (left) and 500 East Street (right) are significant parts of historic storefronts.*

## ***STOREFRONTS, continued...***

### **Doors and Entrances**

As points of entry, doors and entrances are important visual elements of commercial buildings. Common door designs for commercial properties of the late 19th and early 20th centuries are single-light wood forms that vary from simple flush or paneled designs to those with elaborate decorative detail. Double doors were common, and many entrances also featured transoms of decorative designs. Because they are a key focal point of commercial properties, major alterations to entrances or replacement with inappropriate doors can severely affect the character of a historic building. Therefore, preservation and retention of original doors and entrances is extremely important. Missing or severely deteriorated doors should be replaced with historically appropriate doors.



*Original wood doors at 22  
100 South.*

For more information on doors and entrances, refer to *Design Guidelines for Residential Historic Districts in Salt Lake City*, page 79.

### **Staircases and Steps**

Because of changes in grade along Salt Lake City's streets, not all commercial entrances are at street level and some commercial buildings have exterior steps or staircases as part of their original design. If this is the case, such original elements should be preserved and maintained. Exterior staircases or steps should not be added to buildings where none historically existed. Original steps and stairs accessing entrances should be retained and repaired with materials to match the original. If original steps are beyond repair, they should be rebuilt and replaced with new stairs to match the originals.

### **Lighting**

Original light fixtures are details that contribute to a building's unique historic character by helping to portray a sense of time and place. If any historic light fixtures remain, they should be retained and maintained.

## ***DESIGN STANDARDS FOR STOREFRONTS***

### ***Storefronts***

**Historic storefronts and their components should be retained and maintained.**

Storefronts are often the most visible feature of historic commercial buildings. Storefront components, including display windows, bulkheads, transoms, doors, cornices, pillars, and pilasters, should be maintained with proper care and treatment. These historic storefront components should not be covered or concealed with modern materials.

**Deteriorated or damaged storefronts or components should be repaired so that the storefront retains its historic appearance.**

**Missing storefronts or components should be replaced so that they replicate the historic storefront.**

Replacement components should match the original in size, material, texture, and detail. Use historical photographic evidence to help determine the design and style of missing components.



*Good examples of rebuilt storefronts are those at 68 East K Street (above) and 740 2nd Avenue (right).*



**DESIGN STANDARDS FOR STOREFRONTS, continued...**

***Awnings***

**Awnings should be of traditional design.**

Shed awnings are most appropriate for commercial buildings in Salt Lake City. Arched awnings are appropriate for arched openings. The use of bubble, concave, or convex forms is discouraged. Internally lit awnings and vinyl awnings are inappropriate. Awnings may be retractable or fixed in place. Awning colors should be compatible with and complementary to the building. Avoid harsh or overly bright colors.

**Placement of awnings should be such that it does not cover or detract from architectural details and elements.**

If pilasters or columns define the storefront, awnings should be placed within these spaces rather than overlap the entire storefront. Upper façade windows are also appropriate locations for awnings. Transom lights of prism glass or stained glass are important visible features of a building and should not be covered by awnings.

**Awnings should be of traditional materials.**

**Solar panels on awnings are inappropriate.**



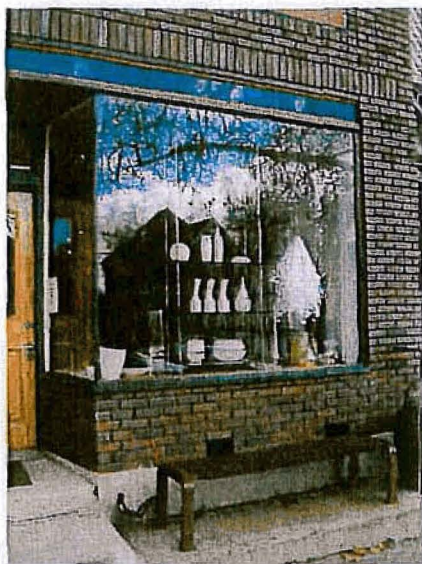
*Awnings are appropriate for Salt Lake City commercial buildings: 501 East 300 South (left) and 736 North 300 West (right).*

***DESIGN STANDARDS FOR STOREFRONTS, continued...***

***Display Windows and Bulkheads***

**Preserve and maintain original display windows and bulkheads.**

Display windows and bulkheads are essential elements of traditional storefronts and contribute significantly to a commercial property's historic character and appearance. If at all possible, it is better to repair rather than replace original features.



*An original display window at 82 East Q Street.*



*An example of an original tile bulkhead at 422-426 North 300 West Street.*

**Replacement display window and bulkheads should match the original in location, design, size, and materials.**

If original display windows or bulkheads are missing or deteriorated beyond repair, they may be replaced with new ones to match the original. If the original is unknown, replacement windows should be traditionally scaled with large glass lights and with as few structural divisions as possible to maintain the traditional transparent storefront look. If the original bulkhead material is unknown, replacement may be of wood or brick.

**Install proper framing and glass when repairing or replacing display windows.**

Window mullions or framing should be of wood, copper, or bronze metal. Clear glass should be installed on storefronts, not tinted glass. Interior shades or blinds can be utilized for privacy.



*This rebuilt bulkhead at 361 North Center Street is a good example of in kind replacement.*

**DESIGN STANDARDS FOR STOREFRONTS, continued...**

***Doors and Entrances***

**Original doors and entrances should be preserved and maintained.**

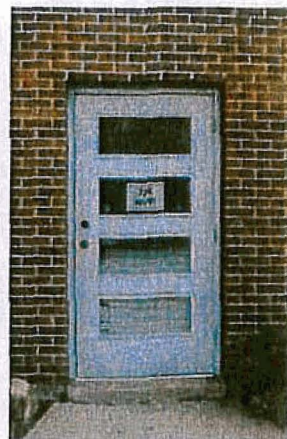
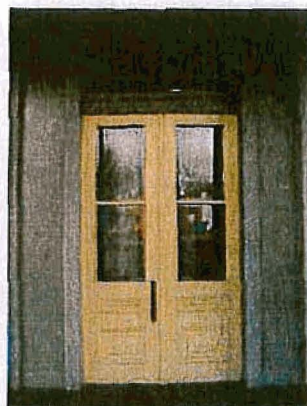
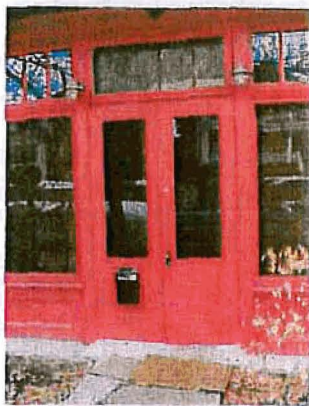
Original doors, surrounds, transoms, sidelights, and detailing should not be removed or altered. Original framing such as jamb, sill, and headers of openings also should be retained/maintained. Historic door openings should not be filled or partially blocked.

**Repairs to deteriorated or damaged historic doors should be consistent with historic materials.**

When repairing historic doors, use methods to retain their historic fabric and appearance as much as possible. Epoxy is helpful in strengthening and replacing deteriorated wood.

**Historic doors that are beyond repair or are missing may be replaced with new doors that replicate the originals.**

Replacement doors should match the historic door in materials and size, and should be appropriate for the style and period of the building. They should have the same series of panels and have a frame of the same dimensions. Door replacement should be based on documented research and/or historic photographs. Neighboring buildings of the same style and similar date of construction may provide guidance for identifying appropriate doors. In replacing missing original doors, replacement doors should be similar in design to the original in style, materials, glazing (glass area) and lights (pane configuration).



*Salt Lake City's commercial buildings have a variety of doors and entrances: Original double doors at 361 N. Main Street (left) and 740 2nd Avenue (center), and an original steel door at 736 N. 300 West Street (right).*

**DESIGN STANDARDS FOR STOREFRONTS. continued.**

**Do not install new door openings where none existed.**

Installing new door openings is not recommended. New openings, when permitted, shall be compatible in scale, size, proportion, placement, and style to historic openings. New openings should be located on side or rear elevations rather than the main façade

***Staircases and Steps***

**Original staircases and steps should be retained.**

Staircases and steps that are original to a building are another historic component of the building and add to its historic identity.

**Repairs should be made with in kind materials.**

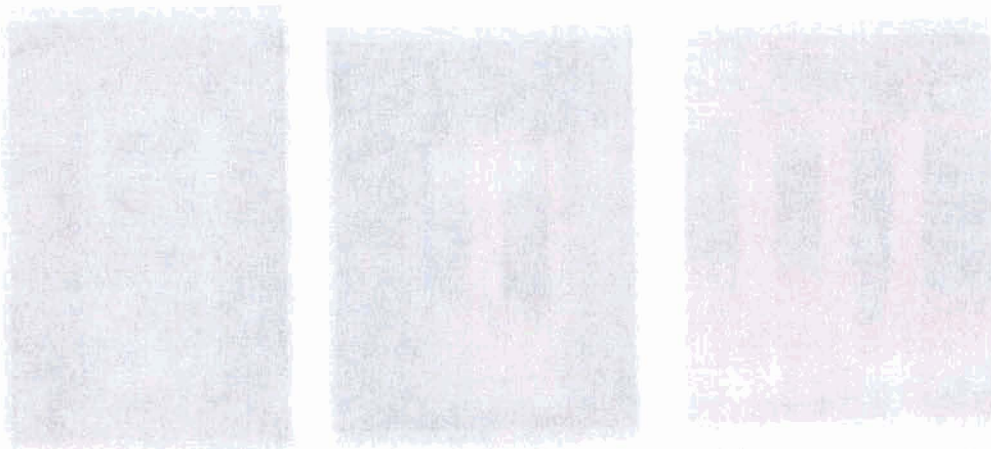
Wood and concrete stairs should be repaired with materials to match the original.

**The addition of handrails is allowed.**

Historic stairs or steps that never had handrails may have wood or metal handrails added if they are compatible with the style and design of the building. New or replacement stairs or steps can be designed to include handrails that are simple in design and no larger than 1-1/2" in diameter. These handrails can be attached to existing historic staircases when required to meet codes.



*Rebuilt doors, such as this example at 428 300 South, should replicate the original as closely as possible.*



***DESIGN STANDARDS FOR STOREFRONTS, continued...***

*Lighting*

**Maintain historic light fixtures.**

Historic light fixtures add to the historic character of a building and should be preserved if possible. Deteriorated or damaged historic light fixtures should be repaired using methods that allow them to retain their historic appearance.

**Repair or replace missing or severely damaged historic light fixtures with replacements that replicate the originals.**

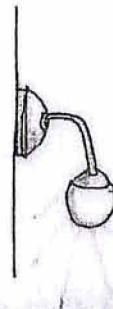
Original light fixture design may be documented through photographic or physical evidence. If no such evidence exists, a design matching the building's period and style is most appropriate.

**Fixtures introduced to the exterior should be simple in design and appropriate to the character of the building**

If modern light fixtures are desired as replacements or where light fixtures previously did not exist, they should be unobtrusive, conceal the light source, and direct light toward the building.

**Light fixtures should not damage or obscure architectural features or other building elements.**

When securing light fixtures, make sure they do not damage masonry, siding, or other historic materials. Lights should be positioned in a manner that enhances visibility without detracting from the building's historic character.



*Examples of appropriate commercial lighting fixtures.*



*Good lighting choices for historic buildings should be simple and unobtrusive, such as the example shown above at 361 North Main Street.*



*Swan- or goose-neck fixtures in dark metals are appropriate new light fixtures for commercial buildings, as at 82 East Q Street (left) and 422-426 North 300 West (right).*

## **B. PRIMARY MATERIALS**

### **Policy:**

Primary historic building materials, such as brick, wood siding, or stone, should be preserved in place whenever feasible. If historic materials are damaged, limited replacement with material matching the original may be considered. Proper maintenance of historic primary materials is important and they should not be subjected to harsh or abrasive cleaning treatments. Historic primary materials should never be covered or concealed.

### **Background**

Wood siding and brick were the dominate primary building materials in Salt Lake City. Stone and adobe were used as well, but adobe was typically covered with wood siding. The distinct qualities of primary building materials, including its texture and finish as well as size and scale, help to determine the overall historic character of a building. Proper maintenance of primary materials is key to their preservation. Wood surfaces should be painted and masonry should be kept dry.

When deterioration occurs, primary materials should be repaired. In cases where materials are beyond repair, replacement with material matching the original is an option. Replacement of original materials should be as minimal as possible, however, in order to maintain as much primary building material as possible.

### **Brickwork and Masonry**

Brick and stone have been typical primary building materials in Salt Lake City since its founding. The unique scale, texture, and finish of the brick or stone used in a given building contribute to its distinct appearance and historic character. Soft mortars with a high ratio of lime were traditionally used to construct earlier buildings, and the inherent color of this material was also an important characteristic. When repairing historic masonry, it is important to match the original materials as closely as possible.



*Historic masonry adds distinct character to buildings and should be preserved and maintained with proper care. (328 South Main Street)*

**PRIMARY MATERIALS, continued...**

If properly maintained, masonry can last indefinitely. The keys to brick and mortar preservation are to keep water out and to apply a soft mortar when repairs are needed. For more information about brickwork and masonry, please refer to *Design Guidelines for Residential Districts in Salt Lake City*, page 61.



*Hard mortars do not allow brick to expand and contract...*



*which leads to cracking and spalling.*

**Siding**

Wood siding is not as common on commercial buildings as masonry, but in instances where it is the original exterior material, siding plays a key role in the historic appearance of a building. Covering original siding with new materials is not allowed. Not only do new materials such as vinyl and aluminum poorly replicate the appearance and texture of wood siding, these materials can also cause damage to historic buildings. Synthetic sidings do not allow the historic building to “breathe” and provide sufficient permeability. These types of siding can trap moisture and condensation between it and the wood underneath, leading to rotted wood and structural problems. Removal of synthetic siding and the rehabilitation of original wood siding is highly encouraged.



*Original wood siding should be preserved and maintained. (801 East 1st Avenue).*

***PRIMARY MATERIALS, continued...***

**Cast Iron and Metal**

Many of Salt Lake City's historic commercial buildings display decorative cast iron and other metals including copper, tin, and steel. Exterior metals may have both structural and decorative uses and are found in cornices, window hoods, capitals, columns, lintels, sills, and other decorative elements. Metal features should be preserved and maintained or replicated with new metal to match the original. Metals should be cleaned by the gentlest means possible.

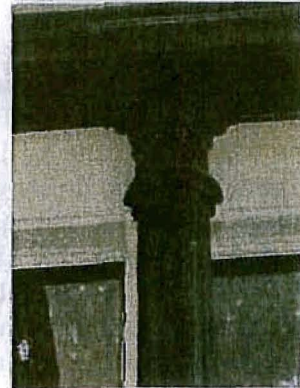
**Paint**

Paint colors are not reviewed. However, property owners are encouraged to use colors consistent with the building's architectural style and period. Salt Lake City commercial buildings appear in a wide variety of color schemes. Paint color does not impact the form of a building, but it can affect the perception of the building and help it blend into the surrounding streetscape. Selected colors schemes should be compatible with surrounding structures to create a sense of visual continuity along the block, and they should reflect the historic style and period of the building.

Generally, removal of exterior paint from historic buildings should be avoided unless absolutely necessary. Conditions such as mildewing, excessive chalking, or staining may warrant paint removal. In such cases paint can be removed to the next sound layer using the gentlest means possible. If continuous patterns of deep cracks occur in paint or if extensive blistering and peeling occur, the old paint should be completely removed before repainting. If woodwork is stripped to bare wood, priming should take place within 48 hours (or as soon as wood is dry if it is wet).

Masonry or brick buildings that that have not been previously painted should not be painted. Exceptions are when masonry is mismatched due to improper repairs, repointing, etc. and painting would unify the exterior appearance. Paint may be applied to masonry walls that have been sandblasted in order to form a sealant surface.

For more information about paint and paint color, please refer to *Design Guidelines for Residential Historic Districts in Salt Lake City*, page 133.



*Cast iron details add to the historic character of a building (68 North K Street).*

## **DESIGN STANDARDS FOR PRIMARY MATERIALS**

### *Brickwork and Masonry*

**Original brick, stone, terra cotta, cast concrete and other masonry original to a building should be preserved and maintained.**

Masonry is a character-defining element of historic buildings. Different textures, finishes, and patterns contribute to a building's distinct appearance and should be preserved in place to retain the building's historic character. Original masonry surfaces should not be covered or concealed with non-historic materials such as stucco, metal, adobe or vinyl.

**When cleaning masonry, use the gentlest means possible.**

Historic masonry should be cleaned only when necessary to halt deterioration or to remove graffiti and stains, and should never be subjected to any kind of abrasive cleaning such as sandblasting. The use of detergent cleansers to remove dirt or grime from masonry is acceptable. Water and a mild detergent using natural bristle brushes, and/or a non-harmful chemical solution, both followed by a low-pressure water rinse is recommended. When cleaning brick, it is advisable to test a small area first to ensure the procedure and cleaning agent are compatible with the masonry. Do not clean or remove paint from masonry with high pressure water that exceeds 600 pounds per square inch.

**Historic masonry should remain visible and untreated.**

Masonry that has never been painted should remain unpainted unless the brick and mortar is extremely mismatched from earlier repairs or patching. Buildings that have been sandblasted and show significant brick and mortar erosion may be painted to help seal the masonry surface. If bricks have lost their protective outer coating, paint may be used for preservation. If repairs have failed to stop water from getting into bricks, water-repellant coatings might be used. The use of silicone-based water sealants on masonry walls is not recommended. Silicone-based water sealants do not allow the brick to "breathe" and can trap moisture within inside walls.



*Leave historic brick unpainted. (271 Center Street).*

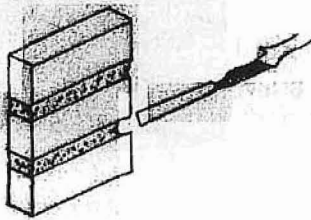
**DESIGN STANDARDS FOR PRIMARY MATERIALS, continued...**

**Avoid the use of power tools on historic masonry.**

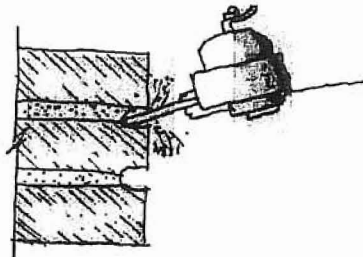
Power tools are damaging and should be avoided when removing mortar. Hand tools are preferred since they allow for precision work and brick preservation.

**Preserve original mortar when feasible, but if repointing is necessary use compounds similar to the original.**

Soft mortar with a high ratio of lime was traditionally used in historic masonry buildings. Little, if any, Portland cement was used. Many contemporary mortars are much harder and should not be used in historic mortar repairs. When repointing historic mortar, it is important to use a mix that is similar to the original so as to ensure the preservation of the historic brick. Contemporary mortars are often too hard for older masonry and do not allow the brick to expand and contract properly, which causes breaks in the brick.



*Hand tools (above) are preferred when removing mortar. Avoid power tools (below) which can damage historic masonry.*



**DESIGN STANDARDS FOR PRIMARY MATERIALS, continued...**

***Siding***

**Original siding should be preserved and maintained.**

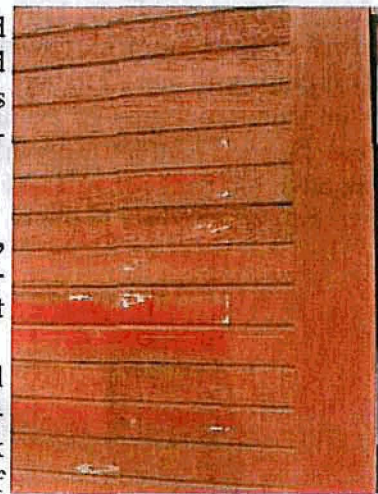
Original siding material is a significant part of the fabric of a structure. It provides scale, texture, and shape, which help to define and characterize an architectural style. Loss of original siding can change the identity of a building in an adverse manner.

**Original siding should be repaired when necessary, and replaced only if it is proven to be deteriorated beyond repair.**

Regular maintenance of siding will ensure its longevity. Wood siding should be painted or opaque stained to provide a finished surface. (Paint color is not reviewed.) If replacement of siding is necessary due to deterioration, new siding should match the original in size, placement, and design.

**Synthetic or substitute materials such as vinyl, aluminum, and asbestos are not compatible materials to historic buildings built prior to 1950, and are not allowed as replacement materials on these earlier historic buildings..**

Synthetic sidings do not adequately replicate siding of traditional materials and greatly detract from a building's historic appearance. Replacement of traditional materials such as wood or brick with synthetic materials is not allowed. However, these types of materials might be suitable for buildings constructed in more recent decades.



*Original wood siding,  
271 Center Street.*

**Clean siding with the gentlest means possible.**

Destructive, dangerous, and/or abrasive cleaning techniques, such as propane torching and sand- or water-blasting, are not allowed.

***DESIGN STANDARDS FOR PRIMARY MATERIALS. continued...***

***Cast Iron and Metal***

**Cast iron and metal original to a building should be preserved and maintained.**

Metal elements are often important in defining a building's historic character and significance. Original metal features should be cared for properly and not covered, removed, or obscured.

**Metal elements should be cleaned with the gentlest means possible and kept free of rust.**

Clean soft metals such as bronze, lead, tin, and copper with appropriate chemical methods because their finish can easily be damaged with abrasive methods; use the gentlest cleaning methods for cast iron, wrought iron and steel metals to remove paint buildup and corrosion. If hand-scraping and wire brushing have proven ineffective, low pressure dry grit blasting (less than 100 pounds per square inch) may be appropriate as long as it does not damage the surface.

**Repair metal features by patching, splicing, or otherwise reinforcing the metal using recommended preservation methods.**

For extensively deteriorated or missing parts, repair may also include the limited replacement in kind or with compatible substitute materials, when there are surviving examples or sufficient documentation for an accurate reconstruction of the original. Missing elements should be replicated with new metal to match the original as closely as possible in texture, profile, and appearance. In some situations, substitute materials such as aluminum, wood, plastics, and fiberglass, which are painted to match the metal, can be used. Check to be sure any substitute material is compatible with the original metal and there is no danger of a galvanic reaction.



*Original cast iron features such as those at 68 East K Street (above) and 73 South University Boulevard (below) should be preserved and maintained.*



*Cast Iron columns at 268 South State Street.*

**DESIGN STANDARDS FOR PRIMARY MATERIALS, continued...**

***Tinted Glass, Marble and Stone Veneers, Concrete Panels, Porcelain and Aluminum***

In the mid-20th century a number of new materials were introduced for use on commercial building facades. These include tinted glass, also known as "Carrara Glass" which was a popular material for storefronts in the 1930s and 1940s. Other storefront materials included the use of aluminum and stainless steel for display window surrounds. During the 1950s, the use of thin veneers for exterior sheathing became popular and these materials included marble, stone, and concrete. The use of porcelain panels was also introduced during these years. Concrete panels and glass curtain walls were used for Salt Lake City's high rise commercial buildings in the 1950s and 1960s.

Some of these materials are no longer manufactured and pose challenges for repair and replication. Repair is always the preferred alternative. If repair is not feasible it is recommended that materials be used to match the original as closely as possible. There is a growing industry in salvaging and selling materials from this time period and if not available locally, materials should be sought from companies on the internet. Guidelines for these materials are as follows:

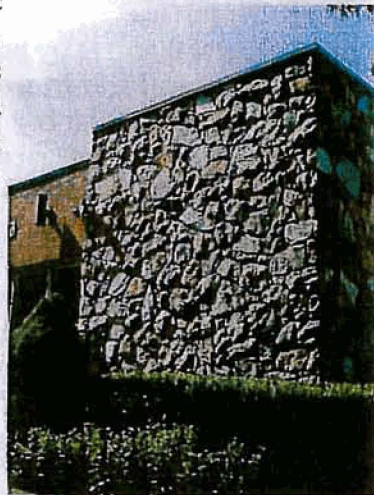
**Preserve and maintain historic materials from the mid-20th century.**

**If repair is not an option, consult salvage companies or internet sources for replacement materials.**

**If exact replacement materials cannot be obtained, use materials that replicate the original as closely as possible in appearance, color and texture.**

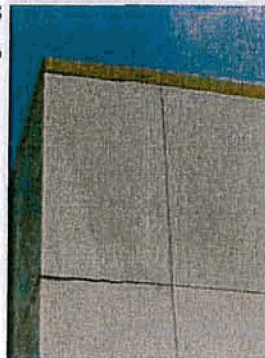


*Marble paneled veneer on the main façade at 641-645 E. South Temple which was built in 1957.*



*This stone veneer corner bay is at 633 E. South Temple and was built in 1960.*

*Porcelain panels on the 1959 Felt-Buchorn Building at 445 E. South Temple.*



***DESIGN STANDARDS FOR PRIMARY MATERIALS, continued...***

***Paint***

**Maintain the building's original historic painted or unpainted appearance.**

The painted surface of historically painted buildings or features should be maintained. Buildings that have not been previously painted should not be painted. Exceptions are when masonry is mismatched due to improper repairs, repointing, etc. and painting would unify the exterior appearance. Paint may be applied to masonry walls that have been sandblasted in order to form a sealant surface.

**Use non-abrasive methods to remove paint and protect historic masonry during removal.**

Should owners wish to remove paint from historically unpainted buildings, they should first insure that paint is not protecting bricks with damaged surfaces. Non-abrasive methods such as chemical cleaning, hand-scraping, or hand-sanding should be used in removal. Electric heat guns and heat plates are advised with caution. Abrasive or high-pressure removal methods are destructive and should never be used.



*Maintain historic painted appearances (128 South Main Street).*

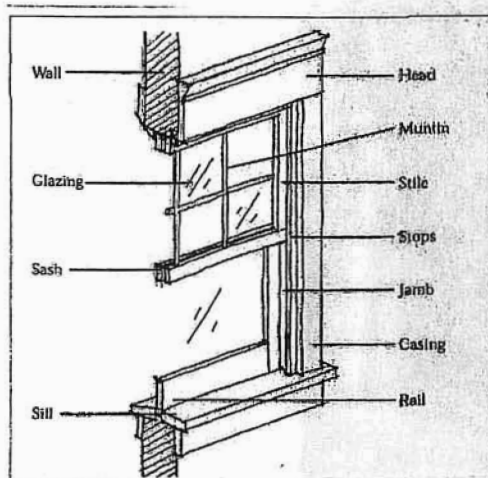
## **C. WINDOWS**

### **Policy:**

Original windows should be preserved, maintained, or repaired. Historic windows should not be concealed, enclosed or covered. If replacements are necessary due to deterioration, they should match the historic window in size, and number and arrangement of lights. Replacement window frames should also be of the same material, such as wood or metal, as original windows. Do not introduce new window openings on primary facades.

### **Background**

Windows are one of the most significant architectural features and visual components of historic buildings. Window design, placement, and arrangement all help to define the historic character of a building. Windows provide scale and visual interest, and they often have unique ornamental trim, hoods, or surrounds that help to define a building's style. Because historic windows are so significant to the character of a building, their retention and treatment is very important. For more information on windows, please refer to *Design Guidelines for Residential Historic Districts in Salt Lake City*, page 69.



*Profile of a sash window noting its different elements.*

***WINDOWS, continued...***

**Why Preserving Original Windows is Recommended  
and Makes Economic and Environmental Sense**

The Salt Lake City Review Process requires the preservation and retention of historic wood and metal windows unless the windows are clearly proven to be deteriorated beyond repair. The reasons for preserving original windows include:

- Windows are a significant part of the original fabric of historic structures. They provide important architectural qualities that define and characterize an architectural style and time period as well as the scale of a building and/or historic district. The loss of windows alters the defining qualities of the historic fabric, structure and/or historic district. Rebuilding historic wood windows and adding storm windows makes them as efficient as new vinyl windows and more than offsets the cost of installation. A comprehensive window study in Vermont in 1996 found that a weatherstripped wood window with an added storm window was as energy efficient as most new vinyl thermo-pane windows.
- The old-growth lumber used in historic window frames can last indefinitely, unlike new-growth wood or vinyl.
- All windows expand and contract with temperature changes. However, vinyl expands more than twice as much as wood and seven times more than glass. This often results in failed seals between the frame and glass and a significant performance reduction. Vinyl windows have a high failure rate – more than one-third of all windows being replaced today are less than ten years old.
- Any energy savings from replacing wood windows with aluminum or vinyl seldom justifies the costs of installation. For most buildings, it would take decades to recover the initial cost of installation, and with a life expectancy of 25 years or less, installing new vinyl or aluminum windows does not make good economic sense.

*Salt Lake City buildings contain a wide variety of window designs.*



*228 East B Street*



*159 S. Main Street*



*702 East K Street*



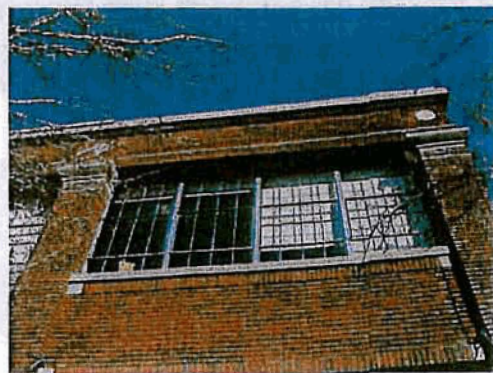
*569 2nd Avenue*

**WINDOWS, continued...**

- Most vinyl windows do not look like historic wood windows; their texture and thinness are inappropriate for Salt Lake City's historic districts. A more acceptable alternative, if the original windows are beyond reasonable repair, are aluminum clad wood windows with baked enamel finishes.
- Historic wood and metal windows are sustainable. They represent embodied energy, are made of materials natural to the environment and are renewable.
- Vinyl is harmful both in its creation and disposal. Vinyl windows cannot be recycled and are detrimental to the environment when they are thrown away.



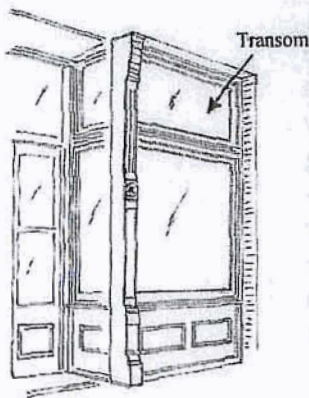
*Original sash windows at 68-72 South Main Street (above), and original metal casement windows at 300 300 South (right).*



***WINDOWS, continued...***

**Transoms**

Transoms are traditional components of storefronts of the late 19th and early 20th centuries. On the practical side, transoms allowed additional natural light in stores. They also offered additional opportunities for visual interest and decorative detail. Transoms appear above display windows and doors and should be preserved as key architectural features of storefronts and entrances. Original transoms and framing should be preserved and maintained, and, if necessary, repaired. This is especially important for decorative glass such as Luxfer glass or other decorative divided glass.



*The distinctive Luxfer glass transom at 369 South Main Street should not be removed or concealed.*

**Storm Windows**

The installation of storm windows can help in lowering energy costs and are appropriate for older structures. They provide additional protection from the weather and can be effective tools in retaining historic windows. They must, however, be carefully integrated with historic framing and details.

Storm windows should be full-view design. Storm windows may have a central meeting rail at the same location as the historic window behind it. Storm windows shall be of painted wood, anodized aluminum or baked enamel. Unfinished aluminum storm windows

***WINDOWS, continued...***

are not allowed. The addition of window screens to historic windows is appropriate as long as the screens are full-view design or have a central meeting rail to match the historic window.

**Security Doors and Windows**

Security is an important issue to commercial businesses and many owners choose to install security doors and windows to protect their properties. There are increasingly broader options for security including the addition of alarms and video surveillance. If security doors or windows are installed, they should not damage or detract from the building's historic character and appearance.

The installation of non-obtrusive security doors and appropriate burglar guards can be approved. Although less appropriate on main facades, security doors may be installed if they are full view design or have minimal structural framing that allows the viewing of the historic door behind it. Ornate security doors with extensive grillwork or decorative detailing are not allowed. Burglar guards should also be as visually unobtrusive as possible. More recently, security grilles and storm/screen windows and doors have been added to buildings for additional protection from the weather. These items must be carefully detailed to integrate with historic framing and details on individual structures.



*Security bars are more appropriate on side or rear elevations (73 400 South).*

## **DESIGN STANDARDS FOR WINDOWS**

### ***Treatment of historic windows***

#### **Preserve and maintain original windows.**

Window openings, windows, window details, and the size and shape of these elements help establish rhythm, scale and proportion of buildings and reflect architectural style and character

#### **Repair deteriorating windows as needed. When possible, replace missing panes or sashes rather than entire windows.**

Retaining as much of the historic window material and detail as possible will help protect the building's historic character and appearance. Replace only those elements necessary. Use epoxy to strengthen deteriorated wood.

### ***Replacement Windows***

#### **Replace windows only if they are beyond repair, and replacements should match the original in size, materials, and number and arrangement of lights.**

Wood is the preferred material for new windows. Most major window manufacturers have appropriate sized wood windows for historic commercial buildings. Anodized or baked-on enamel aluminum, in white or dark finishes is also appropriate; however, for multi-story buildings consider installing wood windows on the second story and baked or anodized aluminum windows on the third floor and above. The installation of vinyl windows is not allowed. These windows do not have the same appearance and profile as wood or aluminum windows.

### ***Transoms***

#### **Original transom glass and framing should be preserved and maintained.**

Transoms add distinct character and are important storefront elements. Repair transoms as necessary with materials that match the original.

#### **Transom lights should not be obscured.**

Transoms should not be covered or concealed by signs, the introduction of new materials, or other items.

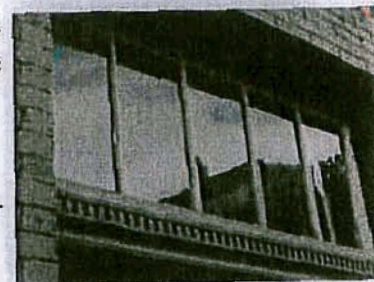


*These one-over-one sash windows at 372 200 South are a good example of replacement windows. They match the historical design and configuration of the original windows.*



*Original transoms enhance historic character and are important elements of commercial storefronts.*

*Above: 361 North Center Street  
Below: 361 North Main Street*



## ***DESIGN STANDARDS FOR WINDOWS, continued***

### ***Storm Windows***

**Storm windows and doors should be of appropriate material and design so as not to detract from the building's historic appearance.**

Storm windows and doors should be of wood, baked-on enamel or anodized aluminum and fit within the window frames, not overlap the frames. Storm windows should be full-view design or with the central meeting rail at the same location as the historic window. Storm doors should be of full-view or half-light design. They should be compatible with the existing door and not obscure or cover architectural features.

### ***Security Doors and Windows***

**Security doors are most appropriate for rear and side elevations.**

Entrances on primary facades are key focal points and visual elements of historic buildings, and security doors can detract from their historic appearance. Entrances on side and rear elevations are less visible and more appropriate for security doors and windows.

**Security doors and windows should be full-view design or have a central meeting rail that matches the historic door or window.**

A full-view design allows the visibility of the historic door. Security doors with ornate or decorative grillwork obscure historic features and are not allowed.



*Security doors and windows are most appropriate on rear or side elevations.*

*Left: 89 North D Street  
Right: 68 North K Street*



## **D. ARCHITECTURAL DETAILS**

### **Policy:**

Historic architectural details and features are important stylistic elements that help to define a building's character and should be preserved and maintained. Historic architectural details should not be removed or concealed. If repair or replacement is necessary, replacements should match the original as closely as possible in material, design, color, and texture.

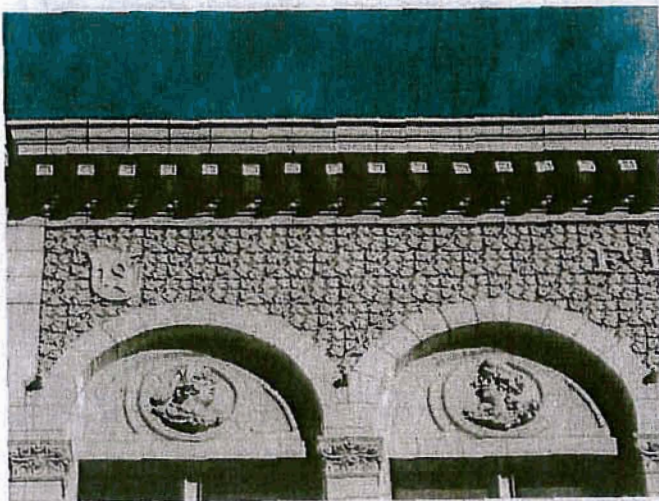
### **Background**

Architectural details convey historic character by adding visual interest, defining building styles, and exhibiting design and craftsmanship. Architectural details include features such as columns, pilasters, window hoods and surrounds, brackets, cornices, and decorative panels, windows, and ornamentation. A variety of finishes and materials, including brick, stone, concrete, metal, and tile, are used to provide unique features of individual buildings.

For more information on architectural details, please refer to *Design Guidelines for Residential Historic Districts in Salt Lake City*, page 93.



*Preserve and maintain architectural details, 145 South State Street.*

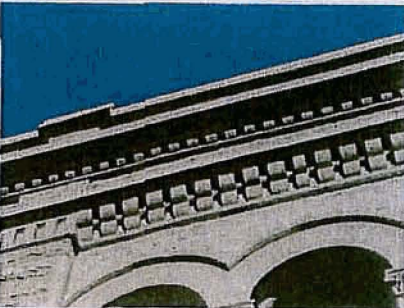


*Architectural details exhibit craftsmanship and help convey a building's distinct character.  
At left: The Felt Building, 341 South Main Street.*

**ARCHITECTURAL DETAILS, continued...**

**Cornices**

Cornices are important in providing decoration at the tops of buildings. Cornice designs are often associated with particular architectural styles and their preservation is important to maintaining the historic character of buildings. Historic cornices should be preserved and maintained. Historic cornices should not be removed, concealed or covered with modern materials. Repairs should be in keeping with the configuration, details, and materials of the original cornice.



*Salt Lake City commercial buildings offer a wide variety of cornice styles and materials, each giving its building distinct character and identity.*

*Above: A wood cornice at 682 700 East Street.*

*Top left: A corbelled brick cornice at 89 North D Street.*

*Center left: A copper cornice at 301 South Main Street.*

*Bottom left: a stone cornice at 268 South State Street.*

## ***DESIGN STANDARDS FOR ARCHITECTURAL DETAILS***

**Historic architectural details and features should be retained and maintained, and not covered or concealed.**

Historic architectural features convey style, character, and craftsmanship, thus preserving and maintaining these elements is important in retaining a building's historic integrity. Likewise, the removal or concealment of original architectural details will detract from a building's historic character. Proper care and maintenance will help to ensure the longevity of architectural details and features.

**Only serious staining should warrant cleaning.**

Clean architectural details and features only when necessary in order to prolong their lifespan. In general, water, mild detergent, and brushes are appropriate cleaning tools.

**When repairing deteriorated or damaged historic architectural features, use the methods that allow them to retain their historic appearance and as much of the building's historic fabric as possible.**

For decaying wood, it is appropriate to apply epoxy to strengthen damaged areas and fill in small openings. For large areas of decay, cutting out damaged areas and piecing new wood into the gap is appropriate. For lightly rusted metal features, hand scraping or chipping or use of a wire brush are appropriate ways to remove rust and damaged paint. If rusting is heavy, alternative methods include low pressure grit or sand blasting, flame cleaning, and chemical treatment. These latter methods are more hazardous and should be undertaken with professional help. For their protection, adjacent materials such as brick, glass, and wood should always be covered during grit blasting. Metal pieces should be painted immediately following rust and paint removal. Epoxies may be used to fill small gaps.



*Details such as this decorative keystone at 32 Exchange Place should be preserved and maintained.*



*Above: Orpheum Theater, 128 South State Street.*



*Decorative elements such as this statue at the Orpheum Theater, are part of a building's unique identity.*

**DESIGN STANDARDS FOR ARCHITECTURAL DETAILS. continued...**

**Architectural features should not be added to buildings where none historically existed.**

Architectural details and features are inherent visible elements of the historic style and appearance of a building, and just as taking away original features will alter a building's historic character, introducing elements will also compromise the building's historic integrity.

**Replace missing or severely damaged historic architectural details and features with examples that replicate the original.**

Replacements should match the original in design, materials, proportion, and detail. Original details may be documented through photographic or physical evidence. Where no such evidence exists, a simple design in keeping with the building's historic architectural style and period is appropriate.



*Classical columns and an accentuated entrance are key architectural features of the Gallery of Fine Art at 151 South Main Street.*

**DESIGN STANDARDS FOR ARCHITECTURAL DETAILS, continued...**

***Cornices***

**Historic cornices should be preserved and maintained.**

Cornices are prominent visible and often decorative features of historic buildings and help to define their character. Original cornices should not be removed, covered, or concealed with modern materials.

**Cornices should not be added to buildings if the building appears to have never had such a feature.**

Adding elements to historic buildings that were not there originally detracts from the building's integrity.

**When replacing a missing cornice, match the original in style, materials, size, and design.**

In cases where original cornices are missing, rehabilitation through the installation of new cornices based on physical or pictorial evidence of the original design is encouraged. Local libraries have excellent photographic coverage of Slat Lake City from the nineteenth and early twentieth centuries.



*Historic cornices should be preserved and maintained (222 300 South).*



*Architectural details of the Capitol Theater include an ornate cornice and decorative window hoods and surrounds.*

## E. ROOFS

### Policy:

Roofs help to determine building style and are important elements of historic appearance. Historic roof shapes should be retained. Public visibility of modern features should be limited.

### Background

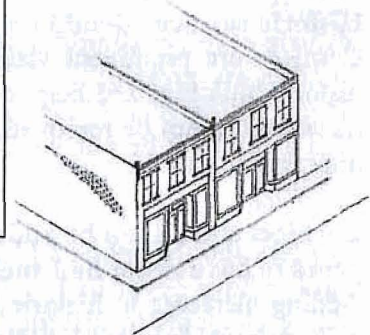
Roof shape and design are often major features for historic buildings. Repetitions of similar roof forms along a street or block add to the sense of rhythm, scale, and cohesiveness. Roof pitch, materials, size, and orientation are all contributing factors to roof character and appearance. The most common roof forms for commercial buildings are flat or shed roofs, with gable and hipped forms being less common. Common commercial roof features include parapets, cornices, and decorative elements such as finials and cresting.

For more information on roofs, please refer to *Design Guidelines for Residential Historic Districts in Salt Lake City*, page 97.

### Chimneys

Chimneys are generally not prominent features on commercial buildings. Most commercial buildings utilized brick flues to release heat and these were located along side or rear walls and generally were not visible.

Original chimneys should be retained and maintained, even if they do not serve their historic function. Removing an original chimney lessens a property's architectural integrity as well as a traditional building pattern indicative of a property's history. Chimneys should be maintained and preserved in accordance with the primary materials guidelines.



*Most historic commercial buildings were designed with flat or sloping roofs.*



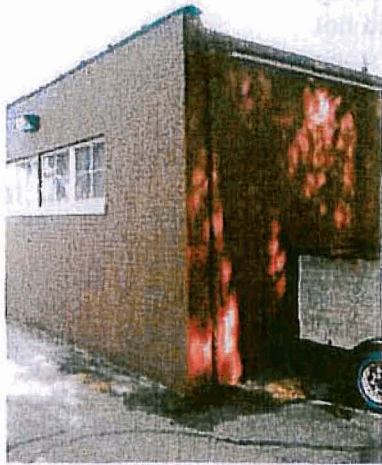
*Original chimney, 68 North K Street.*

**ROOFS, continued...**

**Gutters and Downspouts**

Gutters and down spouts are important utilitarian elements of buildings. Boxed or built-in gutters are the style most traditionally used through the mid 20th century. The installation of gutters and downspouts is important to the maintenance of buildings as they provide proper drainage and prevent water damage to roofs, walls, and foundations.

Gutters and downspouts help to protect buildings from water damage and should be regularly maintained. Built in box gutters or hidden gutters should be preserved and repaired as needed. If new hanging gutters are required, half-round designs are the most historically accurate. "K" or ogee design gutters of aluminum



*Appropriate rear gutter and downspout at 784 North 300 West Street.*

**Skylights**

Skylights typically are modern additions to buildings that can add more natural light to a building's interior. The addition of skylights to an historic building is appropriate if their installation does not damage any significant architectural feature and their placement is such that they cause minimal visual impact to the historic appearance of the building.

The installation of skylights is appropriate as long as they are placed on rear roof lines, behind gables or dormers, or otherwise not visually dominant. Skylights which are flush with the roofline or lie flat are appropriate.

## **DESIGN STANDARDS FOR ROOFS**

### **Historic roof shapes and features should be retained.**

Roofs should be preserved in their original size, shape and pitch, with original features (such as cresting, finials, etc.). Retain and preserve roof related features such as parapet walls, cornices, and chimneys.

### **The introduction of new roof elements should not detract from the building's historic appearance and character.**

New roof elements such as skylights, solar panels, decks, balconies, and satellite dishes should not be visible from the street.



*Maintain historic roof shapes  
(271 Center Street).*

### **Chimneys**

#### **Original chimneys should not be removed or altered.**

Preserve original chimneys even if they are no longer functioning as they are important architectural features. Chimneys should not be covered with stucco or other veneers. Clay, slate and stone caps are appropriate.

#### **Chimneys should be cared for following the guidelines for brickwork/masonry.**

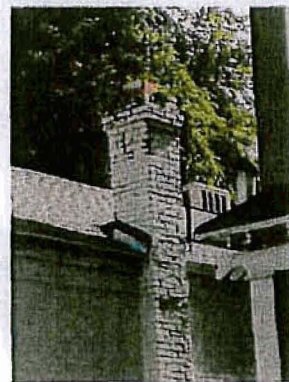
When necessary use gentle cleaning methods. Use soft, historic mortar compounds that match the original when repointing.

#### **If chimneys become unstable and need to be rebuilt, they should match the original as closely as possible.**

Chimneys may be rebuilt if they become unstable or damaged. Repairs should match historic materials, shapes, mortar, material color, and brick patterns.



*Maintain and preserve  
original chimneys.  
Left: 82 East 400 Street  
Right: 70 North F Street*



***DESIGN STANDARDS FOR ROOFS, continued...***

***Gutters and Downspouts***

**Gutters, downspouts, and splashblocks should be used and maintained.**

Existing boxed or built-in gutters should be retained and kept in good working order. Deteriorated or damaged gutters should be repaired.

**If original gutters are beyond repair, replacement gutters of an appropriate type should be installed.**

The most appropriate design for hanging gutters is half round. For buildings dating from or influenced by designs from the 1940s or later, ogee gutters are also appropriate.

**Locate downspouts away from architectural features and on the least public elevation of the building.**

Proper placement of downspouts will protect the building and not detract from its historic character.

***Skylights***

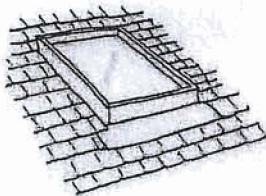
**Skylights that are original to a building should be preserved and maintained.**

**Skylights should be placed in inconspicuous areas where they will not detract from the historic appearance of the building.**

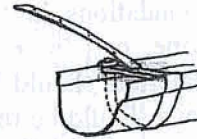
Added skylights should be placed on rear rooflines or behind gables, parapets, or dormers. Skylights should not be readily visible from the street.

**Use appropriate skylight design.**

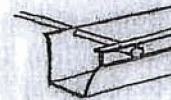
When installing skylights, the most appropriate styles are those that lie flat or flush with the roofline. Convex or "bubble" designs are not allowed.



*Skylights which are flush with the roof and not readily visible from the street are appropriate for commercial buildings.*



*Half round gutters, as shown above, are the most appropriate for Salt Lake City's historic buildings. Ogee gutters, below, may be acceptable for post-1940 structures.*



*Appropriate downspout, Design and placement, 740 East 2nd Street.*

## ***F. FOUNDATIONS***

### **Policy:**

Foundations in Salt Lake City are most often brick, stone, or concrete masonry walls. Original foundation materials should be preserved and maintained. Foundations should be repaired and maintained in keeping with masonry guidelines.

### **Background**

Historic commercial building foundations are typically of brick, stone, or concrete. Proper maintenance and repairs will help insure the longevity of historic foundations. During winter months it is important to avoid contact between foundations and salts or other ice melts as these have a destructive effect on historic masonry.

### ***DESIGN STANDARDS FOR FOUNDATIONS***

#### **Original foundations should be preserved and maintained.**

Original foundation materials, design, and detailing should be maintained. Original foundations should not be covered with concrete block, plywood panels, corrugated metal, or wood shingles.

**Follow masonry guidelines for cleaning, care, and repair of masonry foundations.**

**If replacement foundations are necessary, they should match the original as closely as possible.**

Replacement materials for foundations should match the historic foundation and be installed using similar construction techniques.



*A concrete foundation at  
422-426 North 300 West Street.*

## G ADDITIONS

### Policy:

Additions should use design, materials, and placement that minimize their affect on the historic appearance and character of the building and district. Additions should be compatible in size, scale, and design with the historic building.

### Background

Additions provide owners with flexibility in their building use. As businesses grow and change, they often require more space, and additions fill this need. When adding to historic commercial buildings, the most important consideration is to maintain the building's historic character and appearance. Additions should be compatible with the historic building's style, scale, and form. For more information on additions, please refer to *Design Guidelines for Residential Historic Districts in Salt Lake City*, page 105.

### Rear Additions

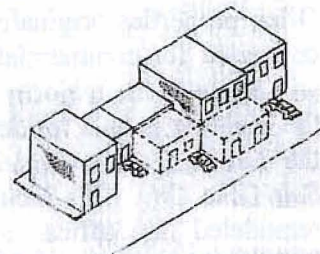
Rear elevations are the most favorable locations for additions on historic commercial properties. Rear additions are less visually obtrusive and allow the historic primary façade to remain intact. Size and scale of rear additions should not overwhelm the original building and not damage historic architectural features.

### Lateral Additions

Lateral additions are less preferable than rear additions, but may be considered. It is important that the size and scale of new lateral additions be smaller than the original building, and that such additions not detract from the historic form and character of the original building. Construction of lateral additions should not obscure or damage significant architectural features of the building.

### Roofline Additions

Often the only option to expand usable interior space in a building is to go up. If this is the case for an historic building, it is important that the rooftop addition be recessed sufficiently from the primary façade so that the addition is not readily visible from the street.



*Shown is appropriate placement for ground level additions.*

*Rear elevations are best for additions to commercial properties.*

***ADDITIONS, continued...***

**Decks**

Decks are modern additions to buildings, and their addition to commercial buildings is rare. However, should a property owner choose to construct a deck on his or her historic property, it is important that its addition not damage or conceal significant historic architectural features, and that the deck does not adversely impact the historic appearance or character of the building. If added to historic buildings, decks should be constructed on a building's rear elevation or another location that is not visible from the street.

**Conversion of Residential Properties to Commercial Use**

Often properties originally constructed as residential buildings are converted for commercial purposes. Residential design guidelines will apply to the majority of these properties. If the historic use of the building is as a residence, the building will be reviewed under the current *Design Guidelines for Residential Historic Districts in Salt Lake City*. This includes residential buildings that have been remodeled into offices or other commercial use. However, if a building historically used as a residence undergoes a major exterior conversion, such as the addition of a storefront to the main façade, and its appearance is more in line with that of a commercial property, then the building will be reviewed under the city's commercial design guidelines.

*A number of neighborhood commercial buildings were converted into residences in late 20th century. This building at 479 North 200 West lost its original storefront and entrance when it was redesigned for residential use.*



## **DESIGN STANDARDS FOR ADDITIONS**

### *Rear Additions*

**Additions should be compatible with the original building in scale, proportion, rhythm, and materials.**

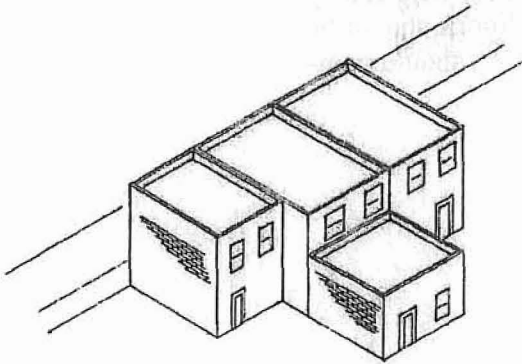
Overall design of the addition should be in keeping with the character of the historic building and not detract from its historic character. Elements such as roof pitch, materials, window design, and general form of the addition should be compatible with those of the original building.

**Rear additions should be smaller and simpler in design than the historic building.**

The addition needs to be visually compatible but also distinguishable from the historic building. Subtle differences in materials or styles can help clarify new from original portions of the structure. The addition should be subordinate to the overall building. Size and design should compliment and not overwhelm the building. Rear additions should not be readily visible from the street.

**Rear additions should not obscure or damage significant architectural features.**

Avoid loss or alteration of cornices, architectural details, and other important features. Additions should cause minimal damage or removal of historic walls or roofs. Existing openings should be used to connect the building and the addition.



*The location, scale, proportion, rhythm, materials, and size of this addition are all appropriate.*

**DESIGN STANDARDS FOR ADDITIONS, Continued...**

***Lateral Additions***

**Lateral additions should be compatible with the original building in scale, proportion, rhythm, and materials.**

Overall design of the addition should be in keeping with the character of the historic building and not detract from its historic character. Elements such as roof pitch, materials, window design, and general form of the addition should be compatible with those of the original building.

**Mass and scale of lateral additions should be subordinate to that of the historic building.**

Lateral additions should be as visually unobtrusive as possible and not detract from the historic form and character of the original building.

**Design lateral additions so that they will not obscure or damage significant architectural features.**

Avoid loss or alteration of cornices, architectural details, and other important features. Additions should cause minimal damage or removal of historic walls or roofs. Existing openings should be used to connect the building and the addition.

**Additions should be distinguishable from the historic building: they should be smaller and simpler in design.**

While additions need to be visually compatible with the historic building, they also need to be distinguishable as a product of their own time. Subtle differences in materials or styles can help clarify new from original portions of the structure. Additions should be subordinate to the overall building. Size and design should compliment and not overwhelm the building.

**DESIGN STANDARDS FOR ADDITIONS, continued...**

***Roofline Additions***

**Mass and scale of rooftop additions should be subordinate to that of the historic building.**

Rooftop additions should be smaller and simpler in design than the historic building. Upper story additions should not overhang the lower floors.

**Rooftop additions should use similar roof forms to the buildings to which they are attached.**

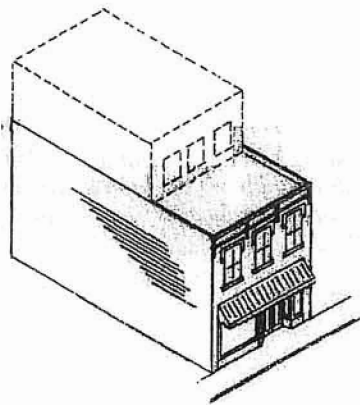
The roof form of the addition should mimic that of the original building. For example, if the original building has a flat roof, then the addition should have a flat roof as well.

**Additions should not cause the removal of character-defining materials and features.**

Addition design and placement should not obscure or damage significant architectural features including cornices and parapets.

**Rooftop additions should be recessed.**

The original profile of the historic building should be maintained. The mass and scale of the original façade should be preserved and not be overwhelmed by a rooftop addition.



*Rooftop additions should be recessed so that they are not visible from the street. Roof forms of the additions should mimic that of the main building.*

***DESIGN STANDARDS FOR ADDITIONS, continued...***

***Decks***

**Locate decks where they are not visible from the street.**

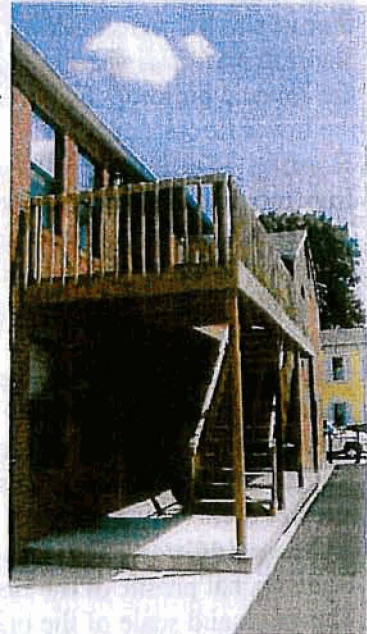
Locate decks on the rear elevations of buildings. They may also be located on a side elevation if screened from view from the street via fencing or plants. They may also be located on the roof if screened from view through either placement or roof parapets.

**Decks should be simple in design.**

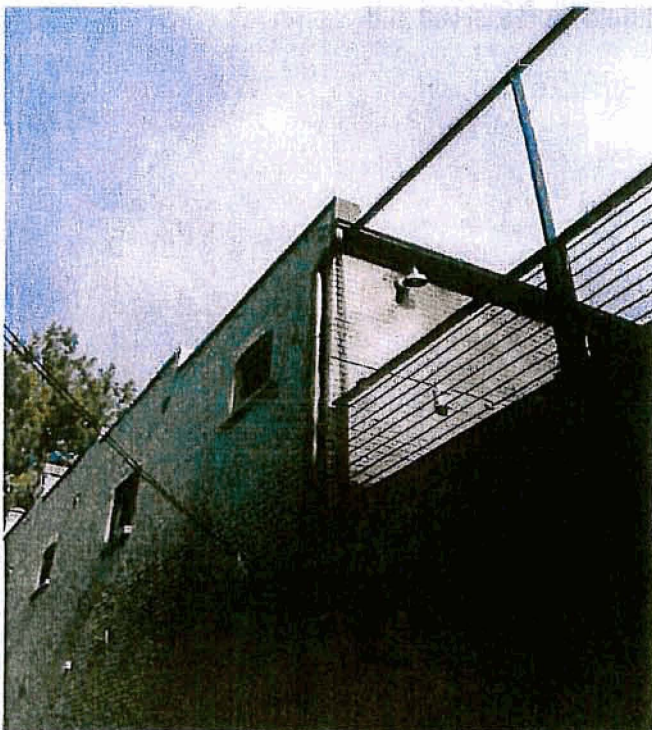
In order not to detract from the historic architecture, decks should be simple in design. Wood balusters should be less than three inches apart.

**Decks should be constructed of wood or metal.**

**Stain or paint decks in colors that are compatible with those of the building.**



*Rear decks of wood construction are appropriate at rear facades not readily visible from the street. .*



*Decks such as this second floor addition at 68 North K Street are appropriate as long as they are not readily visible from the street and are located at rear facades.*

## **H. ACCESSIBILITY**

### **Policy:**

Primary entrances to commercial buildings should be accessible to meet ADA requirements. If this is not possible, alternative entrances should be available, clearly marked, and maintained to the same standards as the primary entrance. If access ramps are needed, simple concrete ramps are recommended for main entrances. Wood ramps may be used on rear elevations.

### **Background**

The Americans with Disabilities Act (ADA) was passed in 1990 and requires that all places of public accommodation be accessible to everyone. Historic commercial buildings must meet ADA requirements. Local and state codes apply as well. Property owners should also consult the Americans with Disability Act Accessibility Guidelines (ADAAG) when complying with ADA requirements. State and local requirements, however, may differ from the ADA requirements, and property owners need to be aware of all applicable accessibility requirements before making any modifications to their buildings.

Compliance with ADA, however, does not mean that the historic integrity of a building has to be compromised. Property owners can reach the goal of providing a high level of accessibility without compromising significant features or overall character of their historic property. Creative solutions include regarding, incorporating ramps, installing wheelchair lifts, creating new entrances, and modifying doors, hardware, and thresholds. In addition, alternative measures can be considered if there is a threat to the historic resource.

If at all possible, access to historic buildings should be through a primary public entrance. If this cannot be done without causing permanent damage to significant features of the building, then a secondary public entrance should be made accessible. In these instances, owners should provide directional signs to the accessible entrance. Rear or service entrances should be avoided as the only accessible entrance.



*An appropriate access ramp at 569 2nd Avenue North.*

## ACCESSIBILITY, continued...

Installation of permanent ramps is one of the most common solution to accessibility issues. The design and location of ramps should be such that they do not compromise a building's historic character. Simple designs are best with railings distinguishable from historic features. A variety of materials, including wood, brick, and stone, can be used to face the ramps. Unpainted pressure-treated wood, which has a temporary appearance and is not visually compatible with most historic properties, should not be used for ramp construction. Temporary or portable ramps of lightweight materials are often unsafe and are not visually compatible with historic buildings. While not recommended as a permanent element, temporary ramps may be used as an interim solution until a permanent solution is achieved.

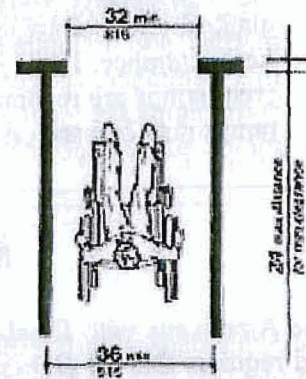
The steepest allowable slope for a ramp is usually 1:12 (8%), but gentler slopes should be used when possible. Most codes will allow a slightly steeper ramp for historic buildings to overcome one step. Ramp landings need to be large enough to accommodate wheelchairs, typically a minimum of 5' x 5'.

When retrofitting doors to allow accessibility, historic doors should be maintained and door frames on primary facades should not be widened. If historic doors are missing, widening the entrance is a possibility. Typical standards require a minimum of a 32" clear opening with manageable door opening pressures. Ideally, historic doors can be retained and upgraded with a device to reduce door pressure.

For more information on accessibility, please refer to *Design Guidelines for Residential Historic Districts in Salt Lake City*, page 135.

### Fire Escapes

Multi-story buildings used for commercial and/or residential purposes often require exterior fire escapes to meet fire and safety codes. Fire escapes traditionally are sited on the rear or side elevations of buildings. Construction of fire escapes should not damage historic features of the building.



New entrances or retrofitted doors should be a minimum of 32 inches in width to meet ADA standards.



Doors can also be modified with pressurized door openers to allow for ease of access.

**DESIGN STANDARDS FOR ACCESSIBILITY**

**Accessibility solutions must meet all state and local accessibility requirements as well as ADA mandates.**

Consult local and state officials as well as the ADAAG.

**Accessibility solutions should provide the highest level of access and the least impact on the building's historic character.** Identify and evaluate accessibility options within a preservation context. Avoid damage to significant features and materials .

**Locate access ramps where they will have the least visual impact on the building's historic character.**

**Access ramps should be simple in design.**

Simple designs will be more compatible with historic buildings. Ramps should be constructed of concrete or wood and painted in colors that are compatible with those of the building..

**Avoid use of temporary ramps.**

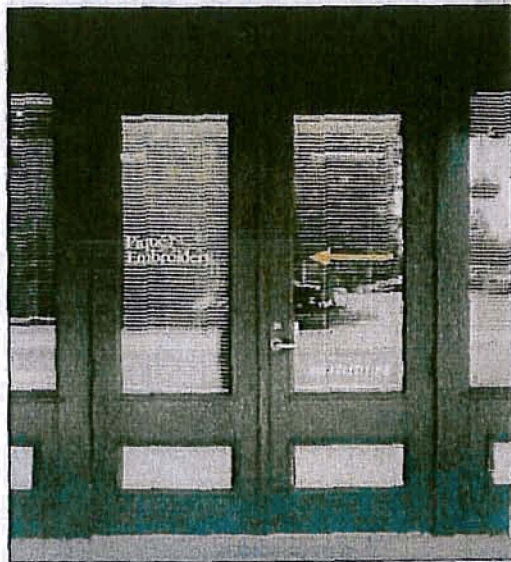
These ramps may be used as an interim solution to provide access until a more permanent solution is created.

**If historic doors do not allow for universal access, they should be retrofitted to meet standards.**

The use of automatic door openers with push plates is also an alternative to meet ADA door requirements on commercial buildings.



*Push plates for ADA access are appropriate solutions for access into commercial buildings.*



*New storefronts should be designed with lever door handles and appropriate entrance widths.*

**DESIGN STANDARDS FOR ACCESSIBILITY, continued...**

***Fire Escapes***

**Retain original fire escapes when possible.**

Original fire escapes should be retained and kept in good working order.

**Fire escapes should be located on rear elevations or otherwise located so they are not visible from the street.**

Fire escapes are important safety features as a means of escape from upper floors. Fire escapes traditionally are located on the rear or side elevations of buildings, and fire escapes that are added to historic buildings should be sited in these locations where they will not be readily visible.

**The addition of fire escapes should not damage historic architectural features.**

**Fire escapes may be either open or enclosed.**

If enclosed, fire escape surfaces should be of wood siding, brick veneer, or stucco. If open, fire escape surfaces should be of metal or wood.



*Proper fire escape placement  
at 379 South Main Street.*

## I. SEISMIC DESIGN

### Policy:

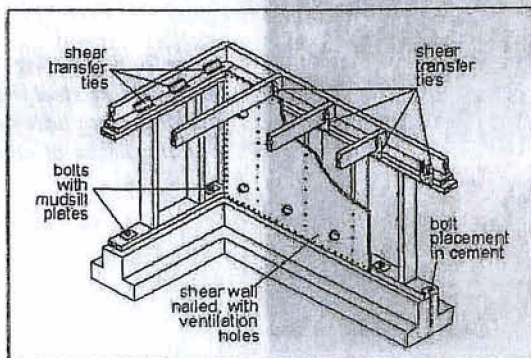
Methods of reducing the risk of earthquake damage have improved in recent decades, and owners of historic properties may elect to retrofit their buildings to better withstand seismic activity. Such upgrading should be sensitive to historic features and materials and minimize any negative impact to the building's historic architecture and appearance.

### Background

Most historic buildings were constructed when little was known about seismic design thus increasing their vulnerability in the event of an earthquake. Modern technologies, however, have made it possible to retrofit historic buildings to improve their ability to withstand such an event. Upgrades to foundations, floors, ceilings, walls, columns, and roofs, can greatly improve a building's resistance to seismic activity.

Seismic strength within a building is achieved through the reinforcement of structural elements. Traditional methods of strengthening include anchored ties, reinforced mortar joints, braced frames, bond beams, moment-resisting frames, shear walls, and horizontal diaphragms. Historic buildings can use these methods successfully, if they are designed to conform to the historic character of the building.

For more information on seismic design, please refer to *Design Guidelines for Residential Historic Districts in Salt Lake City*, page 117.



*Typical seismic retrofitting includes reinforcing the foundation through added ties, bolts and plates.*

## **DESIGN STANDARDS FOR SEISMIC DESIGN**

**Seismic retrofitting of an historic building should be undertaken in a manner that will have the least impact on the building's historic architectural appearance.**

To minimize impact on the historic architecture of a building, materials used in seismic retrofitting should be located on the interior and/or blended with existing architectural features.

**Preserve and retain historic materials to the greatest extent possible.**

Seismic retrofitting methods should have minimal impact on historic materials. While loss of some historic material may be necessary, it should not be replaced wholesale in the process of seismic retrofitting.

**Seismic retrofitting should respect the character and integrity of the historic building and be visually compatible with it in design.**

Whether seismic retrofitting systems are hidden or exposed, they should not detract from the historic character of a building.

**Seismic work should be made "reversible" to the greatest extent possible.**

Being able to remove any seismic work will allow for traditional repair of remaining historic materials, and provide opportunity for the application of future improved systems.



*Seismic retrofitting can include adding steel frames and dampers in basement and parking areas of commercial buildings. .*

# STANDARDS FOR NEW COMMERCIAL CONSTRUCTION IN HISTORIC DISTRICTS



## ***NEW COMMERCIAL CONSTRUCTION***

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### **Policy:**

New construction in Salt Lake City's commercial areas should be compatible with adjacent buildings in scale, height, materials, orientation, shape, placement, and rhythm and proportion of openings. The architecture of a newly constructed building should not replicate historic examples, but stand as a product of its own time while being compatible with the surrounding historic built environment.

## ***DESIGN CONSIDERATIONS***

### **Basic Approach**

Where historic buildings have been lost or where there are vacant lots, new construction is encouraged to add to the streetscape and promote economic development within historic districts. While constructing a new building within a historic district can be a challenge, careful thought and planning can result in a design that is compatible with the historic surroundings.

The fundamental underlying concept in designing new buildings for historic districts is that the new building must be both compatible with the historic character of the district and be a product of its own time, or in other words not replicate historic designs. It is a common misconception that newly constructed buildings should look "old" and should imitate historic structures. It is important to realize that while historic districts do convey a sense of time and place associated with their history, these areas are not frozen in time and continue to be dynamic evolving communities. This evolution is made discernable via building styles and methods of construction that reflect the apparent age of the buildings.

The collection of original buildings from a district's historic period conveys the district's sense of historic time and place. And, it is important that new buildings constructed within a district reflect their own time to allow the evolution of the street to be apparent. Imitation of historic architectural styles is discouraged because it makes it more difficult to distinguish older historic build-

**NEW COMMERCIAL CONSTRUCTION, continued...**

ings from newer ones and can make interpretation of the neighborhood confusing.

At the same time, designs for new construction should not seek to heavily contrast **with** the existing built environment. Designs that are meant to conflict with the older buildings simply for the sake of being different are discouraged. Instead, designs for new buildings should strive to be compatible with the historic surroundings.

New construction within a historic district should reinforce the basic visual characteristics of the surrounding area. Designs for new buildings can accomplish this by incorporating the fundamental design variables of historic structures with contemporary stylistic trends. New designs should draw upon fundamental building features that define the individual character of the given district. These include how buildings are located on their sites, how buildings in the district relate to the street, and basic mass, form and materials of historic buildings within the district. If new buildings employ these design variables in a manner similar to historic buildings in the district, then the new building will be visually compatible with its surroundings.

If new designs adhere to existing basic design relationships and fundamental similarities within a district, they can be compatible with the historic context of the district while also being distinguishable as being of their own time. Modern interpretations of traditional designs are appropriate for new buildings as long as they are stylistically distinguishable from historic buildings. Keep in mind that new construction should reveal the evolution of the street and also contribute to the overall sense of cohesiveness and continuity along the street and within the district.

Following are discussions of some of the basic design features that new should be considered when designing new buildings for historic districts.

For more information on new construction, please refer to *Design Guidelines for Residential Historic Districts in Salt Lake City*, page 121.

**NEW COMMERCIAL CONSTRUCTION, continued...**

**SITE DESIGN**

Elements of site design impact the overall appearance and character of a property. When planning new construction, it is important to consider issues such as street patterns, building orientation, street lighting, and parking as part of the overall site plan.

**Street Patterns**

Street patterns or layouts, including alley development, are important elements that contribute to the overall character of a historic district. Street patterns influence how buildings are sited and lots developed. Street plans can vary for individual districts and even within districts. Traditional street patterns should be preserved when planning new construction.

**Building Orientation**

Salt Lake City's commercial buildings traditionally have store fronts and primary entrances oriented to the street. This pattern encourages consumer business and accessibility. Entrances are often evenly spaced along a street as well, which helps create a sense of visual continuity along the street. When constructing a new building in a historic district, this visual continuity can be maintained by locating entrances of the new building similarly to the traditional manner established along the street.

**Street Lighting**

New street lights should be designed to be compatible with the surrounding historic commercial area and other elements of the streetscape. Street lighting should be subtle and unobtrusive. It should not dominate the visual appearance of the site nor should it detract from the architectural character of surrounding buildings. Street lighting that invokes a false sense of history is not recommended.

**NEW COMMERCIAL CONSTRUCTION, continued...**

**Parking**

Parking facilities are important components of commercial areas to encourage and allow access to local businesses. Parking areas that are added to commercial properties should be screened with landscaping. Owners are encouraged to add appropriate landscape features to their lots. Parking garages should be sensitive to the surrounding historic neighborhood and streetscape. Mass and scale should be comparable to historic structures, and the building should not compromise the visual continuity of the street. Construction of parking garages should follow the design standards for new construction.

**BUILDING SCALE**

**Building Height**

Visual continuity is also obtained through similar building heights along a street or within a district. The height of newly constructed buildings should be within the range of heights historically found within the area. Likewise, prominent features such as cornices or parapets should be of similar height as those traditionally found in the neighborhood. In order to maintain the established visual continuity of the streetscape, it is important that new buildings not overwhelm surrounding historic structures in height, but respect the established height pattern of the vicinity.

**NEW COMMERCIAL CONSTRUCTION, continued..**

**Building Width**

Similarity in building widths along a block or within a district creates a sense of rhythm that contributes to the sense of visual continuity and cohesiveness of the streetscape. When designing new construction, it is important to reflect the established pattern of building width in the area. New buildings may be wider than existing building widths as long as they convey a perception of width similar to historic buildings. This can be achieved by incorporating vertical divisions in the building's design which create visually separate sections giving the appearance of traditional widths.

**Mass and Scale**

Mass and scale are significant design features that contribute to the visual character and rhythm of historic districts. Commonly, historic commercial buildings along a given street were built with similar mass and scale. While the trend has been for commercial buildings to become increasingly larger over time, it is important that newly constructed buildings respect the traditional scale of buildings in the surrounding area. While new buildings may be larger than historic ones, it is important that new construction not be dramatically greater in mass and scale than that which has been established in the neighborhood. A building that is much larger than surrounding historic structures will compromise the visual continuity of the streetscape.

**Solid to Void Ratio**

Solid to void ratio refers to the relationship between exterior solid wall space and windows and doors. Traditionally, the facades of commercial buildings have had similar amounts of openings or glass (windows and doors), and thus share a relatively uniform solid to void ratio. This includes storefronts and display windows, which commonly occupy the ground level, as well as upper story windows. When planning new construction, the facade of the new building should have a similar amount of wall space in comparison to openings as that of historic buildings in the area.

## STANDARDS FOR NEW COMMERCIAL CONSTRUCTION

### SITE DESIGN STANDARDS

#### *Street Patterns*

**Respect historic patterns of building development.**

New buildings should be situated on their sites in a similar manner to surrounding historic buildings in the area. This includes building orientation and established setbacks.

**Preserve historic street patterns.**

Most historic areas of Salt Lake City developed in traditional grid patterns. New construction within historic districts should not interfere with historic street patterns.

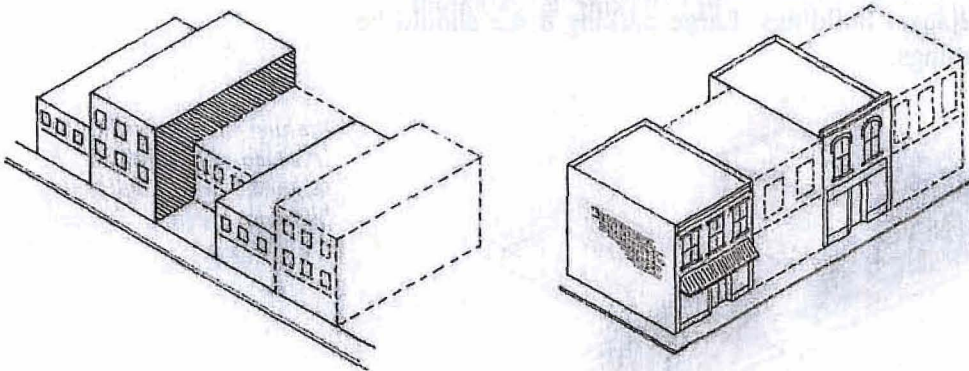
#### *Building Orientation*

**New construction should be oriented toward the major street.**

Traditionally primary entrances are oriented to the street, which encourages pedestrian traffic. Orient new buildings toward the street to be consistent with the character of the streetscape.

**Set back of new buildings should be in line with existing buildings.**

Maintain the traditional lines that have been established along the street to create an even flow of buildings.



*On the left, inappropriate new construction. On the right is shown appropriate new construction with uniform setback to create a continuous wall of facades.*

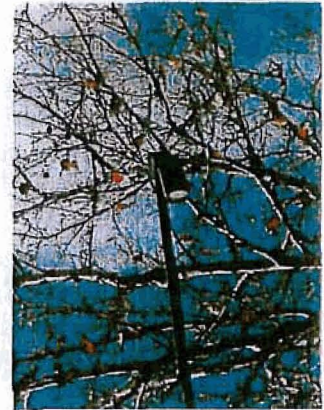
***STANDARDS FOR NEW COMMERCIAL CONSTRUCTION, continued...***

***Street Lighting***

**Street lighting should be simple in design and unobtrusive.** Lighting should not visually dominate the site or detract from the architectural character of surrounding buildings

**Street light design should be compatible with the surrounding streetscape.**

**Replicas of historic street lamp designs are not allowed.** Replicas invoke a false sense of history and should be avoided. Contemporary designs based on traditional styles may be approved.



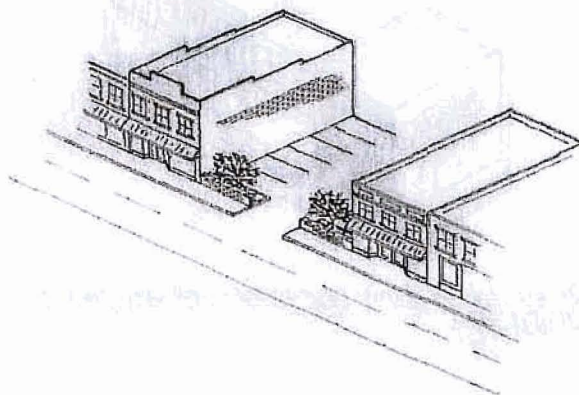
*Above is an example of an appropriate exterior pole light (1136 3rd Avenue North).*

***Surface Parking in Residential Districts***

**Protect historic buildings and structures when planning and constructing parking lots.**

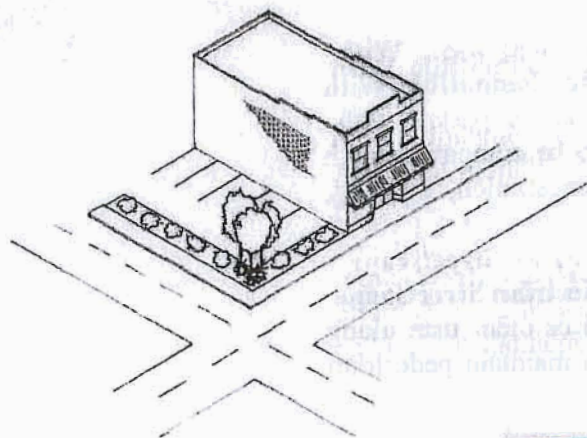
**Place parking areas where they are least visually obtrusive.** The rear of buildings is the best choice for parking areas if feasible.

**Screen new parking areas with landscape materials.** New parking areas should be screened through the use of landscape materials such as shrubs, brick walls, or trees. These landscape materials should have the same setback and location as the front walls of adjacent buildings. Large parking areas should be divided with plantings.



*Parking lots should be screened with landscaping aligned with adjacent buildings.*

***STANDARDS FOR NEW COMMERCIAL CONSTRUCTION, continued...***



*Corners lots in commercial areas should be screened on all sides.*

*Additional landscaping would help to screen this parking lot in the Avenues Historic District.*



*Older shade trees should be incorporated in the screening of new parking lots.*

***STANDARDS FOR NEW COMMERCIAL CONSTRUCTION, continued...***

*Parking Garages in Commercial Districts*

**Parking Garages Shall Be Designed to Be Compatible With Adjacent Historic Buildings**

New parking garages should be designed to be compatible with adjacent historic buildings in materials, fenestration, massing, scale and detailing.

**Parking Garages Should Maintain the Pedestrian Streetscape**

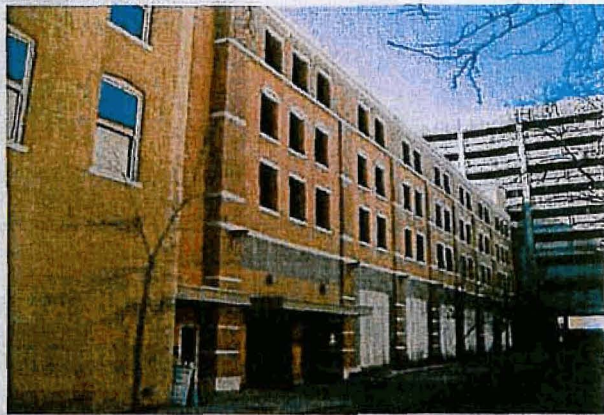
Where parking structures abut streets, retail or other uses along the ground level are strongly encouraged to maintain pedestrian interest and activity.

**Parking Decks Should Be Screened**

Building materials and design should effectively and attractively obscure the view to the interior of all parking decks. Garages shall be designed such that the sloping circulation bays are internal to the building and not expressed in the exterior treatment of the building.

*Multi-story parking lots in the downtown area should be sited at interior areas of the block and the design should screen vehicles as much as possible such as this garage in the 100 block of South State Street.*

*If built directly on the street, new parking garages should be designed to compliment adjacent historic buildings in materials, fenestration and overall design..*



**STANDARDS FOR NEW COMMERCIAL CONSTRUCTION, continued...**

**BUILDING SCALE STANDARDS**

***Mass and Scale***

**New buildings should be compatible with adjacent buildings in terms of scale and proportion.**

Replicating the existing pattern established along the block will provide visual continuity and uniform scale.

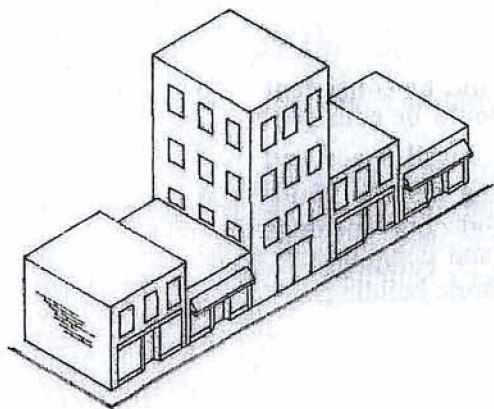
**New buildings should not be dramatically larger than historic buildings so as to overwhelm the streetscape.**

While new buildings may be larger than historic ones, they should not compromise the visual continuity of the street. New buildings of a larger mass may be subdivided into smaller visual modules that are similar in size to historic structures in the area.

***Height***

**The height of new buildings should be compatible with that of adjacent historic buildings.**

There is a wide diversity of building heights in Salt Lake City. New construction should be compatible in height with the block and general surroundings on which it is sited.



*New buildings that are not compatible in height to surrounding historic buildings, such as that shown in the image at left, disrupt the sense of visual continuity along the street, and thus compromise the character of the streetscape.*

**STANDARDS FOR NEW COMMERCIAL CONSTRUCTION, continued...**

***Width***

**New buildings should be designed to appear similar in width to surrounding historic buildings.**

If new construction is filling a large footprint that is wider than traditional buildings along the block, the new construction should be divided into visually separate sections that give the appearance of traditional building widths. This can be accomplished with vertical divisions with the building design.



*Large new buildings should be designed with vertical divisions to be consistent with traditional historic building widths.*

***Solid to Void Ratio***

**Window size and proportion of openings should be consistent with adjacent historic buildings.**

New buildings should have similar amounts of wall space and openings for windows and doors as neighboring historic buildings. Rhythm, size, and spacing of window and door openings should be in patterns similar to surrounding historic buildings.

**STANDARDS FOR NEW COMMERCIAL CONSTRUCTION. continued...**

**BUILDING FORM**

**New buildings should possess forms that are similar to those of existing historic buildings along the block on which it is sited.**

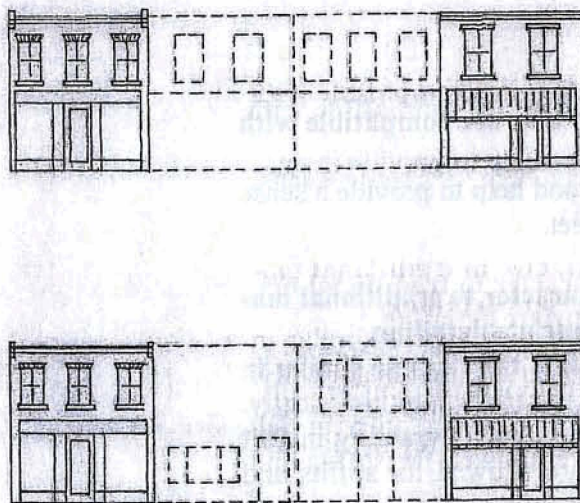
Typically, commercial buildings in Salt Lake City have been constructed in simple rectangular forms of varying heights.

**The roof form of new commercial buildings should match those of adjacent historic buildings.**

Flat roofs are most common for commercial buildings in Salt Lake City, but new construction should have roof forms consistent with surrounding buildings on the block.

**New buildings should maintain the traditional separation between storefronts and upper facades.**

Typically, ground floor storefronts are visually separated from upper floors through design patterns and window placement. This separation should be replicated in new construction, and the separation should be in alignment with adjacent buildings.



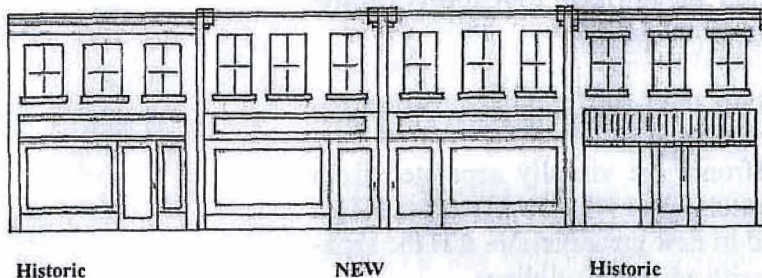
*Appropriate alignment: The top sketch at left illustrates new construction that maintains traditional storefront and upper façade alignment. The bottom sketch illustrates inappropriate alignment.*

**STANDARDS FOR NEW COMMERCIAL CONSTRUCTION, continued....**

***Rhythm and Spacing***

**Proportions of window and door openings should be similar to those of surrounding historic buildings.**

Similarity in rhythm and spacing of window and door openings strongly contributes to the visual appearance and character of a district. This includes the pattern of display windows along store-fronts as well as upper level windows. It is important that new construction maintain a pattern similar to that already established in the district.



*New construction should be consistent with storefront and window size and spacing.*

**BUILDING DETAILS**

***Materials***

**Use of traditional building materials that are compatible with adjacent buildings is preferred.**

Common building materials such as wood help to provide a sense of visual continuity and flow to the street.

**New materials that are similar in character to traditional materials may be acceptable with appropriate detailing.**

Alternative materials may be approved if they appear similar in scale, proportion, texture and finish to materials used historically. Also, alternative materials must have a proven durability in Salt Lake City's climate. Metal products are allowed for soffits and eaves only.

***STANDARDS FOR NEW COMMERCIAL CONSTRUCTION, continued...***

***Architectural Character***

**Building components of new construction should be similar in size and shape to those found historically along the street.**

Components such as windows, doors, bulkheads, and display windows of newly constructed commercial buildings should be comparable in size and shape to those of historic buildings in the area in order to maintain visual continuity in the district.

**The scale of decorative elements should be similar to that of surrounding historic examples.**

These include ornamental elements such as cornices, moldings, or other decorative elements.

**New buildings should be contemporary but compatible in design to historic buildings.**

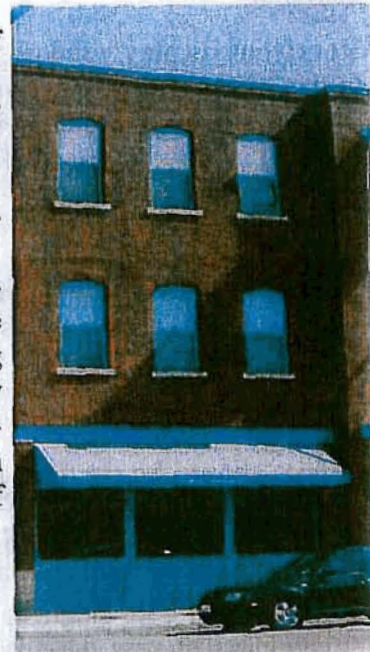
It is important to be able to distinguish new buildings from historic ones. New construction design should not seek to replicate historic styles nor should it contrast dramatically with the existing historic architectural context.. New buildings need to be visually compatible with neighboring historic buildings, yet be representative of their own time. Visual compatibility is achieved through similarities in mass, scale, materials, and established patterns of features such as windows, doors, and storefronts.

**Contemporary interpretations of traditional details are encouraged.**

For example, contemporary designs for window moldings and door surrounds can provide visual interest and convey that the construction is new.

**The imitation of historic styles is discouraged.**

Replication of historic styles makes it difficult to distinguish old and new buildings, and thus interpret the evolution of architecture within the district. Contemporary interpretations of historic styles may be considered if they are subtly distinguishable as new.



*New construction such as illustrated above should have windows and storefronts in keeping with traditional designs and detailing.*

**STANDARDS FOR NEW COMMERCIAL CONSTRUCTION. continued..**

*Windows*

**Windows with vertical emphasis are encouraged.**

Traditionally upper story windows in Salt Lake City's historic commercial buildings are rectangular in form with a vertical emphasis. Transoms, both rectangular and arched forms, are also common.

**Storefront display windows should reflect historical examples in size, scale, and proportion.**

Display windows are important character-defining features of commercial buildings, and similarity in scale will promote visual continuity of the streetscape.

**Windows shall be simple in shape.**

Odd window shapes such as octagons, circles, diamonds, etc. are discouraged.

*Entries*

**Entries should be similar to surrounding historic examples in size, shape, and placement.**

Salt Lake City's historic commercial buildings have a wide variety of entrances, including recessed entries, central and corner examples, and both single and paired (double) doors. Similarity in entrances of new designs will promote a sense of scale and rhythm along the street.

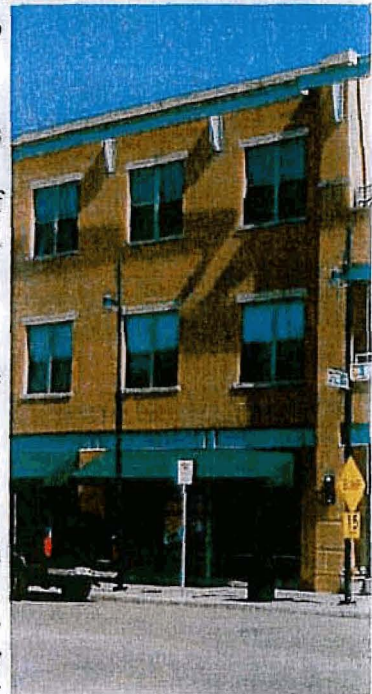
*Awnings and Canopies*

**Awnings and canopies should be of traditional materials.**

Cloth, canvas, or metal awnings or canopies are best for Salt Lake City's commercial buildings. Vinyl or other synthetic materials are not allowed.

**Awnings should fit the opening(s) to which they are attached.**

Use rectangular awnings for rectangular openings, and curved awnings for arched openings.



*New construction should be designed with appropriately sized windows, storefronts and awnings as shown above.*

**STANDARDS FOR NEW COMMERCIAL CONSTRUCTION, continued...**

***Lighting***

**Exterior lighting should be subtle and unobtrusive.**

Light fixtures should be unobtrusive in design, materials, and placement.

**Lighting should be compatible with the building and the streetscape and not be visually dominant or intrusive.**

Light design should compliment the new building's style and not detract from the surrounding historic setting. Lighting should be a subtle addition to the property and not dominate the overall site or intrude on adjacent properties.

**Light fixtures should not suggest a false sense of history.**

Contemporary interpretations of historic light fixture designs are appropriate, but fixtures should not be direct replicas of earlier architectural periods.

## **STREETSCAPE ELEMENTS**

### **Policy:**

Streetscape elements include lighting, planter boxes, street furniture, and sidewalks. Enhancement of the streetscape through the addition of these elements is encouraged.

### **Background**

Salt Lake City has invested in streetscape improvements in the commercial areas and should continue to enhance through streetscape elements such as benches and planters. Major streetscape improvements considered in the future should be consistent with the historic character of the area and follow traditional designs.

For additional information on streetscape elements, please refer to *Design Guidelines for Residential Historic Districts in Salt Lake City*.

## **STANDARDS FOR STREETSCAPE ELEMENTS**

**Commercial areas should be enhanced through streetscape elements.**

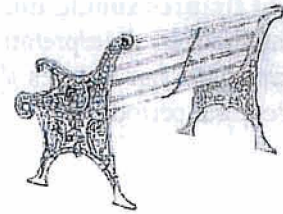
Elements such as benches and planters make commercial areas more attractive and enjoyable.

**Major streetscape improvements considered in the future should be consistent with the historic character of the commercial area.**

Streetscape element designs should be compatible in design and appearance with the surrounding streetscape and built environment.

**Landscaping should not damage historic buildings or conceal historic elements.**

**Outdoor furniture should be of uniform appearance and historically appropriate materials, such as wrought iron, and not impede pedestrian flow.**



*The addition of streetscape elements such as benches is encouraged.*



*Investments such as this streetscape planter on the 200 block of South Main Street enhance commercial areas and are encouraged.*

## ***MECHANICAL EQUIPMENT and SERVICE UTILITIES***

### **Policy:**

Mechanical equipment and service utility devices should be sited where they are not readily visible. They should be placed in inconspicuous areas and be as unobtrusive as possible and screened with landscaping or fencing. If affixed to a building, devices should be installed to avoid damaging the property. Conduits should be painted to blend with the color of the building.

### **Background**

Modern developments in communication and energy have resulted in the increase use of devices such as satellite dishes and solar panels. Commercial buildings also require trash and recycling storage areas and other equipment. These elements can be effectively integrated into historic properties without detracting from their historic character as long as property owners are conscientious about their placement and installment.

Mechanical systems, utility boxes, trash receptacles, and other service elements should be placed in inconspicuous areas where they are not readily visible from the street. Satellite dishes, solar panels, and other communication or energy devices should be located as unobtrusively as possible. Rear wall or rear roof slopes are the best locations for these devices.



*Heating and cooling units should be located at rear elevations such as shown here or on rooftop areas not visible from the street.*



*This HVAC system at 271 Center Street is situated in an inconspicuous area on the rear elevation.*

## **DESIGN STANDARDS FOR MECHANICAL EQUIPMENT**

### ***Satellite Dishes***

**Satellite dishes should be placed in inconspicuous areas where they are not readily visible from the street.**

They should be located on the rear elevation or rear roof slopes. They should not be mounted on primary elevations of a building.

**Satellite dishes that are small in size are more appropriate than larger ones**

### ***Solar Devices and Systems***

**Solar devices and systems should be located where they are least visible and obtrusive and cause the least impact to the integrity of the historic building.**

Rooftops, rear lots or rear accessory buildings that are not readily visible from public right-of-ways (except alleys), if available, are the preferred locations for solar devices. Side lots in a location that is not readily visible from the primary street are also options.

**Solar panels installed on historic buildings should be located where they are the least visible from the street.**

Rear elevations or rear roof slopes are the best location for solar devices mounted on historic buildings. Solar panels should not be mounted on the main facade of a building.

**Solar panels that are attached to a buildings should be flush with the roofline.**

If not attached to the building, solar panels should be located in side or rear yards. Exposed hardware, frames, and piping should have a non-reflective finish.

*Solar panels may be installed at rooftop locations as long as they are not readily visible from the street.*



***DESIGN STANDARDS FOR MECHANICAL EQUIPMENT, continued...***

***Utilities***

**Ground-mounted mechanical systems should be located behind or on top of buildings.**

If on the ground, they should be screened from view using fencing or plants. If on top of buildings, they should be set back or behind a parapet, not visible from the street.

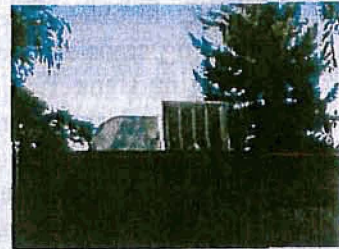
**Window mechanical systems should be located on the side or rear elevations; their visibility should be as minimal as possible.**

**Meters, conduits, and other equipment should be located on rear elevations.**

***Trash and Recycling Storage Areas***

**Place garbage containers behind buildings and screen them from view.**

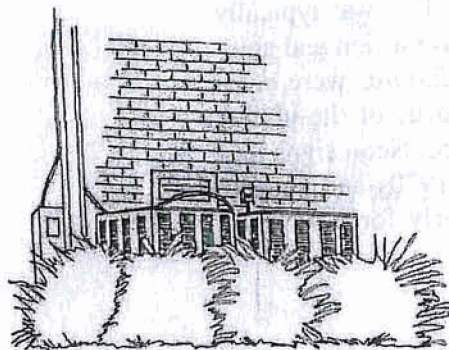
Dumpsters and other garbage containers can be concealed with fencing or plants.



*This roof mechanical system at 442 North 300 Street is set back so that it is not readily visible from the street.*



*Meters at 39 North I Street are correctly placed on a non-primary elevation.*



*Conceal mechanical systems with landscaping.*

## **SIGNAGE**

### **Policy:**

Existing historic signs should be retained and maintained if possible. New signs and significant alterations to existing signs should be compatible with the historic building and streetscape. Signs should be installed in such a manner that no damage occurs to historic materials. All signs must meet the specific requirements of Salt Lake City's sign ordinance and the *Standards for Commercial Signs in Historic Districts and Landmark Sites*.

### **Background**

Commercial buildings traditionally have had a variety of sign designs and placement, allowing for wide flexibility for their use in Salt Lake City's commercial areas. During the 19th century, a great number of signs commonly dominated the landscape of commercial areas. Signs were displayed in every possible area and manner—in windows, over doors, painted on exterior walls, and hanging over or even across the street. One of the more common places to mount signs was on the lintel above the first story, and around 1900 it became popular to paint signs directly on the inside of display windows in gold leaf.

Following the invention of electricity, it became increasingly common to illuminate signs with light fixtures. This was typically accomplished by a simple fixture anchored above a sign and shining light directly on the advertisement. Light fixtures were commonly simple in design so that the primary focus of the viewer would be on the sign rather than the light fixture. Neon signs first became available in the United States in the 1920s and became very popular during the mid-century, particularly for restaurants and movie theaters.

## ***SIGNAGE, continued...***

Today's approach to signage in commercial areas is more conservative than that of the 19th century. The number and frequency of signs is less as current aesthetic and cultural trends seek a more organized streetscape than that of the 19th century. However, signs remain important elements in the historic and commercial character of business districts, and historic signage should be retained and maintained if possible. Painted advertising or signage on historic walls can provide evidence of early or original occupants of a building and can provide artistic interest.

Modern backlit fluorescent signs are inappropriate on historic buildings and are not allowed. Likewise, large applied signs and signs attached to buildings can obscure significant architectural details and, therefore, should be removed from historic buildings. New signs should be of a size and style that is compatible with the historic building and should not obscure architectural features.



*"Ghost" signs such as this one at 422-426 North 300 Street should be preserved and maintained, not painted over.*

## ***DESIGN CONSIDERATIONS***

### ***Basic Approach***

The design standards that follow should be used in conjunction with Salt Lake City's *Standards for Commercial Signs in Historic Districts and Landmark Signs*. Signs should also be designed and installed in accordance with the city's Zoning Ordinance. The City's sign regulations found in Chapter 46 outline the amount of allowed sign area and placement. Whenever there is a conflict between the regulations of the base zoning district and those of the H Historic Preservation Overlay District, the more restrictive regulations of the overlay district shall apply. These design standards apply to new construction and rehabilitation.

Examples of appropriate wall signs at 500 East Street (left) and 1136 3rd Avenue (right).



- Metal leaf and subdued colors are historically appropriate window sign materials.
  - The maximum area of a window sign shall not exceed 25% of the window area, or eight square feet, whichever is the lesser amount.
- Painted Window Signs**—Signs that are painted directly onto either the interior or exterior of windows.

- When planning a wall sign determine if architectural elements exist that could define a "sign panel." If so locates signs so they fit within these panels.
  - The size and proportions of a wall sign shall be similar to those seen historically on the building, adjacent streetscape and district.
- Wall Signs** - Signs that lay flat and are applied directly to an exterior wall surface of a building, or signs that are painted directly on the wall of a building.

A variety of sign types are appropriate for historic districts in Salt Lake City. These include:

**Appropriate Types of Signs and Standards**

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**SIGNAGE, continued...**

***SIGNAGE, continued...***

**Awning Signs**—Lettering and/or logos that are incorporated into awnings.

- The maximum area of an awning sign shall not exceed 20% of the awning panel or eight square feet, whichever is the lesser amount.
- Awnings must be a size and shape compatible with the character of the building and streetscape.
- Awnings shall be angles, not curved or rounded.
- Backlit awnings, metal awnings, and vinyl awning are not allowed.

**Projecting/Hanging Signs**—Signs that extend from a small pole or post that is attached to the exterior of a building. These include cloth banner signs as well as signs of wood, metal, or other materials.

- Projecting signs may be considered where allowed by the zoning ordinance, or as a special exception in other districts and landmark sites, with Board of Adjustment approval.
- Canopy or marquee signs will be considered when such elements exist or existed on a building historically, and the design of the canopy or marquee sign is consistent with the historic character of the building.
- The bottom of a projecting sign, canopy or marquee sign shall be a minimum of ten feet above the sidewalk.
- The size of the sign shall stay subordinate to the building.
- Other approvals for projecting signs may be required to allow a sign to overhang the public right-of-way.

*Examples of appropriate projecting sign at 430 E. South Temple.*



## ***SIGNAGE, continued...***

**Free Standing or Monument Signs**—Signs that are not attached to a building but stand alone on the grounds of a property.

- Freestanding or monument signs may be used in lieu of (not in addition to) a sign on the building in cases where a sign on the building would not be appropriate.
- Freestanding or monument signs shall be used in lieu of a building sign, not as an opportunity for additional signage on buildings that already have building signs.
- Freestanding and monument signs shall be pedestrian in scale (not exceeding four feet in height) and compatible with the architecture of the building and streetscape.

### **Inappropriate Types of Signs**

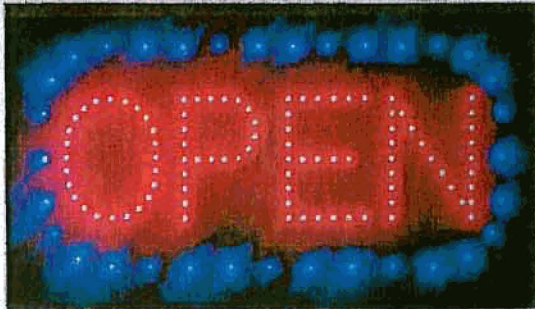
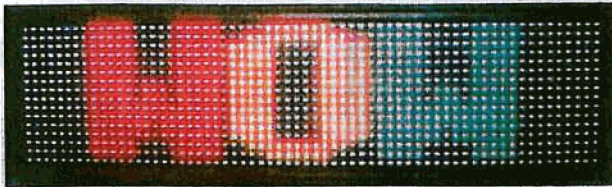
- Signs that are out of character with those seen historically and that would alter the historic character of the street.
- Backlit plastic panel signs and backlit awnings.
- Oversized signs that dominate the visual appearance of the building.
- Signs attached to a building in such a way as to obscure significant architectural detailing.
- Animated signs and electronic changeable signs.

*Appropriate freestanding or monument sign at 208 1300 East.*



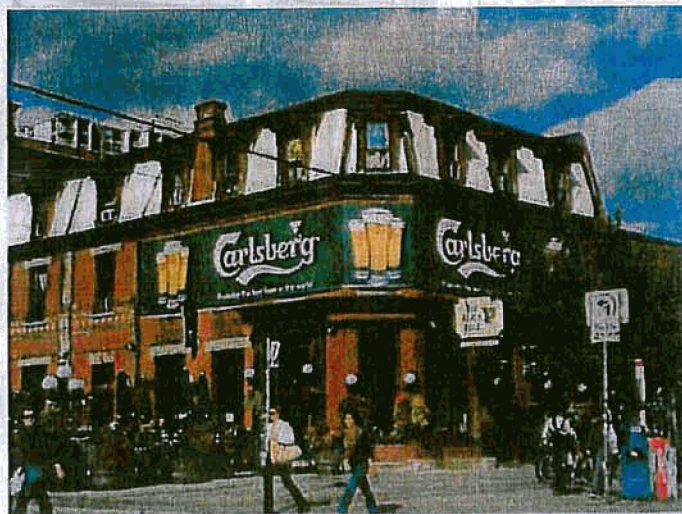
**SIGNAGE, continued...**

*NO - Internally lit plastic signs are not appropriate in any historic areas.*



*NO - Animated or electronic signs should not be installed on historic buildings or in historic districts.*

*NO - Signs should not conceal or obscure historic building designs or detailing.*



**SIGNAGE, continued...**

**SIGN DETAILS**

**Number and Location**

Signs may be located in a variety of places on buildings, including storefront beltcourses, upper façade walls, side walls, or on awnings or canopies. Signs may hang or be mounted in windows, or project from the face of the building. Signs may also be painted on windows or the glass areas of doors. Free standing signs may be placed on the lot of the building, or in the case of removable sandwich board type signs, on the sidewalk. Be sure that these types of signs do not block pedestrian traffic or the visibility of motorists.

Signage should not dominate the building visually, so no more than three signs should be used per building, not counting signs painted on windows. Also wall signs should not exceed 20% of the overall wall surface.



*This drawing shows appropriate locations for commercial signage. No more than three signs should be used per building., not counting signs painted on windows.*

## **SIGNAGE, continued....**

### **Materials**

In order to be compatible with the historic character and appearance of historic buildings, new signs should be constructed of traditional materials such as wood, glass, copper, or bronze. Sandblasted wood signs are appropriate. Plastic, substrate, or unfinished wood signs are not recommended. Modern backlit fluorescent signs are inappropriate.

### **Illumination**

Lighting for signs should be as unobtrusive as possible and be compatible with the historic character of the building. Simple spot lighting or up-lighting is most preferable for signs. This type of lighting is effective, yet does not dominate the appearance of a building.



*This example of an appropriate wall sign at 564 East 3rd Avenue also demonstrates appropriate spot lighting.*

### **Keeping Historic Signage**

Historic signs add to the historic character and appearance of a building and should be maintained and preserved when possible. These include painted wall signs, which may provide information regarding original or early occupants of a building. Often faded, these "ghost" signs can add historic interest and should not be painted over. Historic signs also include original neon signs and specialty signs, such as barber shop poles or pawn shop signs. These types of historic signs contribute to the overall sense of time and place of the streetscape. City zoning ordinances can allow for exceptions to preserve existing historic signs that do not conform to the current sign ordinance.

## DESIGN STANDARDS FOR SIGNAGE

**Historic signs, including neon signs, should be preserved, maintained, and repaired.**

Historic signs add to the overall appearance and character of historic commercial buildings and should be treated as significant features of the property. Historic painted wall signs and “ghost” signs should not be painted over.

**New signs should be of traditional materials.**

Construct new signs out of materials such as wood, glass, copper or bronze letters. Sandblasted wood signs are appropriate. Plastic, substrate or unfinished wood signs are not recommended.

**Signs should be sized in proportion to the building.**

Avoid oversized signs as they detract from the building’s historic architecture

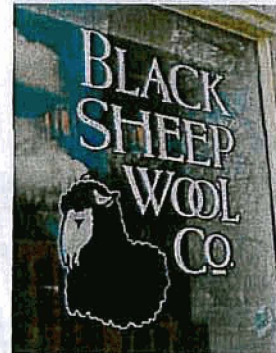
**Buildings should have no more than two or three colors.**

Colors should be coordinated with overall building colors.

**Signs that resemble logos or symbols for businesses are encouraged.**

**Buildings should have no more than three signs, not counting signs painted on windows.**

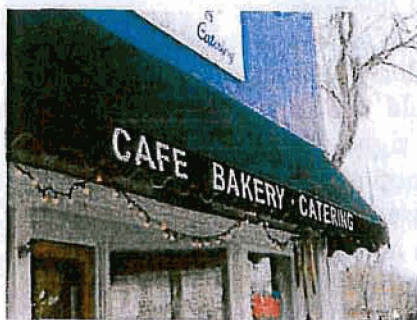
Too many signs on a building can be visually distracting and overwhelm the building’s appearance.



*Signs painted on windows, such as this one at 430 South Temple, are appropriate.*



*Logo signs are an appropriate and creative way to advertise a business. Above: 22 100 South.*



*Good local examples of an awning sign (564 3rd Avenue North) and a projecting sign (501 East 300 South).*

## **DESIGN STANDARDS FOR SIGNAGE, continued...**

### **Use traditional lettering styles for signs.**

Serif, Sans Serif or Script lettering are appropriate. Letters should not exceed 18 inches in height or cover more than 60% of the total sign area.

### **Place signs in traditional locations.**

Traditional sign locations include storefront beltcourses, upper façade walls (not to exceed 20% of the overall wall surface), hanging or mounted inside windows, or projecting from the face of the building. Movable sandwich boards or "menu easels" are also allowed and provide additional signage for businesses.

### **Install signs so that no damage occurs to historic fabric.**

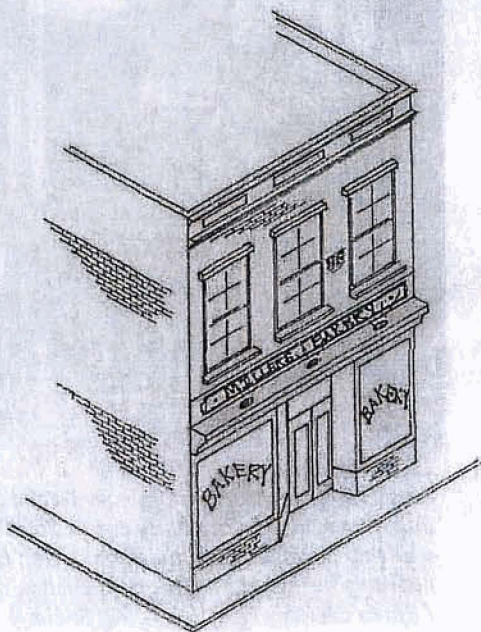
Signs should be installed in such a way that there is no damage to historic materials. Mounting brackets and hardware for signs should be anchored into mortar, not masonry.

### **Conceal lighting for signs.**

Spot- or up-lighting is appropriate for signs. Internally lit or back-lit signs are not appropriate.



*This banner sign at 82 North E Street is historically appropriate.*



*Lighting for signs should be indirect and as unobtrusive as possible. This example shows lights mounted above a storefront cornice.*

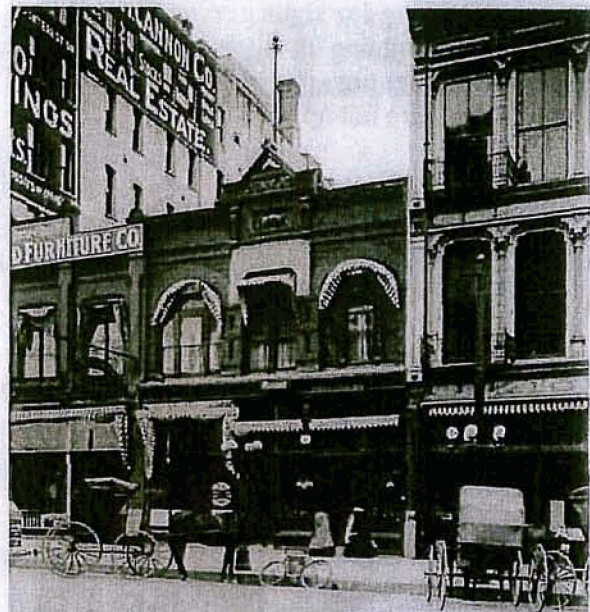
## **OVERVIEW - SALT LAKE CITY'S HISTORIC COMMERCIAL BUILDINGS**

Salt Lake City was laid out in 1847 in an orderly plan that anticipated growth. Large blocks were bounded by wide streets oriented in cardinal directions. However, the plan made no provision for a business district. Main Street and other major thoroughfares were lined by residential "inheritances," assigned to residents by the church. Early manufacturing in the agrarian village included scattered sites for milling, furniture making, spinning and weaving, but no central concentration of commercial activity.

Of necessity, a commercial district began to take shape. In 1850 James Livingston and Charles Kinkead erected the Salt Lake City's first store on Main Street, and other mercantile establishments soon followed, centered on the west side of Main Street between South Temple and First South. These 1850s buildings were either adobe or frame, with adobe most prevalent. For roughly a decade, Salt Lake City's commercial area was contained within a couple of blocks.

Fort Douglas opened in 1862, making Main Street and South Temple busy thoroughfares as merchants traveled between the fort and downtown and increasing commercial activity along Main Street. Commercial buildings became more refined during the 1860s—generally one or two stories high and one to three bays wide with gabled roofs and extended false "frontier town" fronts that made their roofs appear flat. Establishments included clothing stores, dressmakers and tailors, groceries, dry goods stores, bakers, hotels, restaurants, saloons, a telegraph office, banking, a blacksmith and livery stables.

A wave of growth and change swept through Salt Lake City's commercial community with the completion of the transcontinental railroad in 1869, linking Utah to the rest of the country. With the celebrated driving of the "golden spike" at Promontory Summit just 80 miles away, Salt Lake City gained access to national markets. A more complex economy developed locally, one based on cash rather than trade, and based on capitalism instead of subsistence. Most notably, the presence of the railroad opened the mining industry in Utah, and fortunes were made. Salt Lake City became more urban within a decade.



*This 1909 photograph of Main Street shows the intermingling of earlier two-story commercial buildings with newer, multi-story buildings as Salt Lake City's economy benefited from the construction of rail lines. (Photo courtesy Utah Historical Society)*

### Commercial Design Guidelines

The railroad also enabled Salt Lake businessmen to keep pace with the architectural mainstream. By the mid-1860s a variety of styles—Neo-Classical, Romanesque and Gothic Revival—were finding expression in the new masonry commercial buildings going up at a fast clip along Main Street.

In 1864, Utah's first millionaire, William Jennings, built his Eagle Emporium on the southwest corner of Main and First South. Strongly Romanesque with Neo-Classical elements, the two-story building sported distinctive spires along its roofline. In rapid succession, other businesses began to fill in both sides of the street. The west side of Main Street, its numerous brick buildings distinguished by pronounced Romanesque arches, became the commercial center of the territory.

During the 1870s and 1880s profits from the silver, gold and lead from mines surrounding Salt Lake Valley built the City's early skyscrapers as the commercial district continued to move to the south. By 1880, the core commercial district centered around Second South. Only ten years later, the City's population had doubled to nearly 40,000, and Third South had become the city's commercial hub. By 1890, Fourth South held that distinction.

During the 1880s, streets were surfaced, masonry replaced wood and adobe construction, and new commercial buildings generally reached three stories. Salt Lake City had lost the look of an agricultural village.

*The Bamberger Building, 163 S. Main Street, 1911. (Courtesy Utah Historical Society)*

Meanwhile, in the railroad terminal area west of the central business district, Salt Lake businessmen constructed warehouses and light manufacturing plants. This development was concentrated from about 300 West Street to 600 West Street. Today, the best concentration of these warehouses from the late 19<sup>th</sup> century remains as the Warehouse District located between First and Third South and Third and Fourth West Streets.

The Union Pacific Railroad built a depot on South Temple while the Denver and Rio Grande Railroad located its depot on Third South. A network of rails began to work its way into the city. By 1900, the tracks of 15

railroads extended into the central sections of Salt Lake City.

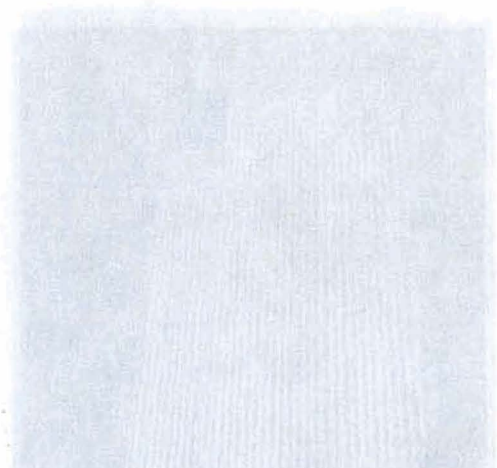
By the turn of the century, Salt Lake City's growing commercial district was complemented by impressive civic and religious buildings. The six-spired Salt Lake Temple was completed in 1892. Two years later, the elaborately sculptured Romanesque Revival style City and County Building, which also served as the state capitol, was completed. In 1906, the city saw the opening of a Classical Revival style Federal Building and Post Office. The new Union Pacific Station on South Temple featured a slate-shingle mansard roof typical of Second Empire styles and stained-glass windows inside. The Romanesque-style Denver and Rio Grande railroad station completed in 1909 quickly became a city landmark. In 1911 the opulent Hotel Utah, a fabulous example of Neo-Classical style, opened with ten stories and 500 rooms. A beautiful representation of Renaissance Revival style, the Utah State Capitol was completed in 1915.

Commercial building during the early years of the 20<sup>th</sup> century was no less impressive. As the rising cost of downtown land made buildings taller than six stories desirable and as passenger elevators made them practical, Salt Lake City businessmen hired architects to design buildings of ten stories and more. The remarkable period of Romanesque building in Salt Lake City was over and early skyscrapers had arrived.

The classically detailed Boston and Newhouse buildings on adjacent corners of Exchange Place were completed in 1910. Hailed as the city's first skyscrapers, these 11-story buildings employed a protected steel frame and masonry facing. The Boston and the Newhouse were the work of Samuel Newhouse, who used his vast interests in lo-

The city's most prominent Gentile booster, Newhouse launched a campaign to move the business district in Salt Lake City from South Temple Street four blocks to the south to Fourth South Street. On Fourth South Street Newhouse not only built the Boston, the Newhouse and the Newhouse Hotel, but he also donated land for the Commercial Club, financed the Chamber of Commerce headquarters and provided land for the Stock and Mining Exchange building.

*Skyscrapers, like the 11-story Boston Building (1909), at Exchange Place and Main Street, became more common with the development of a lucrative mining economy. (Courtesy Utah Historical Society)*



*In addition to downtown, neighborhood commercial buildings were constructed in the early 20th century such as the Capitol Cleaning Co. at 802 S. State Street shown in 1918. (Courtesy Utah Historical Society)*

Mormon-Gentile rivalry had always played a role in Salt Lake City commerce, but in 1910 that rivalry played out in the polarization of two district commercial centers. The Mormon district centered to the north around Temple Square. In counterweight, the Gentile commercial center rested to the south in Newhouse's newly developed Exchange Place.

During this period of rapid growth, even the city's early skyscrapers evinced quickly changing architectural styles. The Kearns Building was completed in 1911 on Main Street. It rises ten stories above the street and is highly decorative in the Sullivanesque manner. Only a year later, the tallest building between the Missouri River and the west coast opened on Salt Lake City's Main Street. The 16-story Walker Building had a simpler façade, a harbinger of starker modern design to come.

Commercial expansion fueled by the region's rich mineral resources continued into the 1920s. Meanwhile, the city's population nearly tripled between 1900 and 1930, reaching 140,000. With the rest of the nation, Salt Lake's economy plummeted following the stock market crash in 1929. The value of products from Utah's mines dropped 80% from \$115 million to \$23 million. By the winter of 1932-33, Utah's unemployment rate was nearly 36%. Needless to say, construction of commercial buildings had come to a standstill.

Fortunately, the New Deal brought public works jobs to 30,000 Utahans. A few years later, World War II revitalized Utah's economy with war industries and military installations. Industrial expansion continued after the war and the city's population reached 189,454 by 1960. The population of Salt Lake City dropped during the 1960's, mostly because of a trend toward suburban living. Several commercial and service centers were built in the suburbs, drawing businesses and residents away from the downtown area. To help counteract this movement, the Mormon Church invested \$40 million in development of a downtown shopping mall, the ZCMI Center Mall.

In addition to the downtown shopping mall, during the 1950s and 1960s, the skyline of downtown Salt Lake City gradually transformed through the construction of modern skyscrapers. The first of these was the First Security Bank Building completed in 1955. This twelve-story building was designed in the International style with a curtain wall of glass, steel, aluminum and porcelain enameled steel panels. Construction of the building set a precedent for other skyscrapers in the city and over the next two decades numerous high-rise buildings were constructed downtown.

Salt Lake City's downtown construction boom continued into the 1970s and in 1972 the 28-story LDS Church Office Building was completed. This building was distinguished by its vertical emphasis and exterior of quartzite columns and narrow windows. Skyscrapers continued to be constructed downtown over the next several decades.

With the construction of modern skyscrapers, older blocks were razed to make way for new buildings. Many citizens were disturbed by the demolition of irreplaceable landmarks and a preservation ethic emerged. Salt Lake City took a second look at the city's historic buildings, and classic older buildings began to see renovation. In recent years many commercial buildings along Main Street, Exchange Place and other sections of downtown have been rehabilitated using federal and state tax credits and other financial incentives.



*One of downtown's tallest buildings, the LDS Church Office Building was completed in 1972.*

In neighborhoods such as Capitol Hill and the Avenues few new commercial buildings were constructed after 1950. However, in Central City and along East South Temple, a number of modern commercial buildings were built in the 1950s and 1960s. Influenced by the International Style, these buildings were designed with various exterior materials such as marble and stone panels and with steel and aluminum doors and windows. Most were built with flat roofs and minimal architectural detailing.



*The First Security Bank Building completed in 1955 was the city's first modern skyscraper.*



*The commercial building at 641-645 East South Temple was built in 1957 and displays black marble panels and a sleek exterior.*

## ***BUILDING TYPES***

### ***Overview***

Commercial buildings in Salt Lake City can generally be defined by building types and often by a specific architectural style or style influence. Building types can be categorized by form, massing, door and window openings, and other features that shape the overall arrangement of the primary façade. The primary façade generally faces the street and serves as the main entrance into the building. Building types may then be embellished to reflect architectural detailing and styles common from its construction period.

The most comprehensive study of commercial buildings is *The Buildings of Main Street, A Guide to American Commercial Architecture* by Richard Longstreth published in 1987. Longstreth's research resulted in the identification of eleven major building types that dominate the country's commercial architecture in the 19th and 20th centuries. Most of these building types are found in Salt Lake City and also reflect a variety of architectural styles.

### ***One-Part Commercial Blocks***

Many commercial buildings in Salt Lake City can be characterized as One-Part or Two-Part building types. A One-Part commercial building is generally one-story in height and displays a storefront with transoms and display windows resting on bulkheads (the lower panels on which the windows rest).



*The one-story buildings at 271 Center Street (above) and 361 North Main Street (below) are also examples of One-Part commercial blocks.*



*A good example of a One-Part commercial block is the building at 802 600 East.*



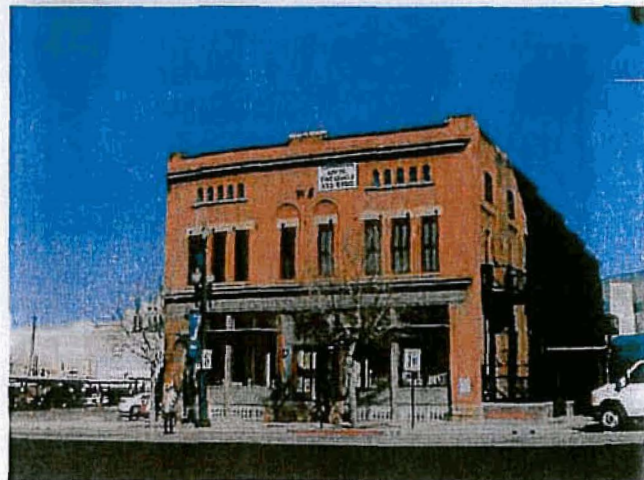
***BUILDING TYPES, continued...***

***Two-Part Commercial Blocks***

The majority of commercial buildings in Salt Lake City can be characterized in form as Two-Part commercial blocks. These are buildings which have two primary components – storefronts and upper facades. Original storefronts are largely transparent and consist of display windows resting on bulkheads, transoms, and entrances with glass and wood doors. Upper facades have one or more floors of windows and decorative detailing such as brick, concrete or terra cotta panels and cornices at rooflines. These buildings are generally no more than three-stories in height.



*The buildings at 134 West Pierpont Avenue (left) and at 342 West Second South Street (below) are representative of Salt Lake City's Two-Part commercial blocks.*



***BUILDING TYPES, continued...***

*Two-Part Vertical Block*

Two-Part vertical blocks are building types of four or more stories and have the zones of the base of the building and upper facades. The base is usually the storefront or storefront and similar designed second story with a continuous designed façade above. This type developed as a way of unifying the appearance of tall buildings constructed in the early 20th century.

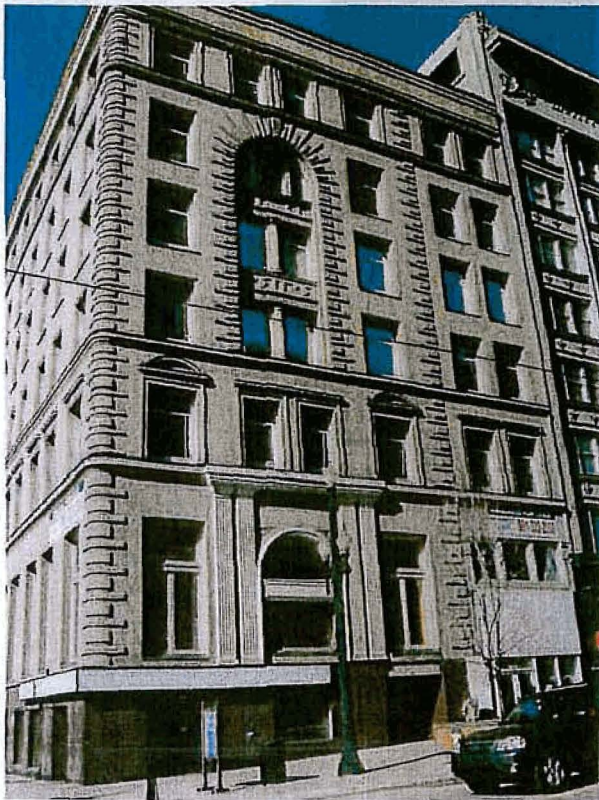


*The Felt Building at 335-339 South Main Street was constructed in 1909 and has a separate storefront zone and unified upper façade. The building is distinguished by its glazed terra cotta and arched panels below the cornice.*

***BUILDING TYPES, continued...***

*Three-Part Vertical Block*

The three-part vertical block building is similar to the two-part vertical block except that it has a distinct upper zone of one-to three-stories. This building type is generally associated with tall buildings constructed in the early 20th century. It is related to the designs of architect Louis Sullivan who felt that buildings should have separate zones of base, shaft and capital. Many of the older high rise buildings in downtown Salt Lake City are three-part vertical block designs.



*The McCornick Building at 74-78 South Main Street built in 1893 is an example of a three-part commercial building.. Although the first floor has been altered, it still retains its distinct treatment of designs on the first floor and rectangular windows on the seventh floor..*

## ***BUILDING TYPES, continued...***

### *Enframed Window Wall*

The enframed window wall was primarily used on small to moderate sized commercial buildings. This building type had an emphasis on order and unity by enframing or surrounding the storefront and upper façade within a wide and continuous design. This is often reflected through the use of a consistent exterior material such as brick, stone, terra cotta or glass panels. On upper facades this enframing was generally around large windows or bands of windows.



*The building at 422-426 North 300 West Street is a one-story example of an enframed window wall plan with a simple brick surround around the storefront..*

*Another example of an enframed window wall plan is the Felt-Buchorn Building at 445 E. South Temple. Built in 1959, it displays a continuous surround of porcelain steel panels which frames the display windows and entrance.*



***BUILDING TYPES, continued...***

*Arcaded Block*

Arcaded block buildings are characterized by a series of evenly spaced rounded arch openings on the primary façade. These arches can be one-story in height or extend over several stories. They reflect the large loggias or arcading built in Italy during the renaissance and are often essential features of the Renaissance revival style of the early 20th century. Arcaded blocks were often used for banks, large retail stores, post offices and theaters.



*The Orpheum (Capitol) Theatre at 42 West Second South Street was built in 1913 and reflects the arcaded block building type and Renaissance Revival architectural style. The building displays polychrome terra cotta on the main façade and has been restored into a multi-use theater building.*

***BUILDING TYPES, continued...***

*Vault*

Vault building types are generally two- to three-stories in height and have central openings flanked by smaller end bays. These types of buildings are similar to enframed wall designs but are distinguished by the size and scale of the central opening. These buildings often display classical elements such as columns or pilasters. This design was popular for banks, movie theaters and particularly ornate retail stores.



*Built in 1916, the Tracy Loan and Trust Company was constructed at 151 South Main Street. This vault design features a large central bay with a pedimented entrance flanked by Ionic columns. In addition to the entrance, the central bay is composed of a large window wall.*

***BUILDING TYPES, continued...***

*Central Block With Wings*

The central block with wings is characterized by a projecting central bay with flanking wings. These buildings are generally two- to four-stories in height and often the projecting bay has a pediment and classical features such as columns and pilasters. Its origins are based on Greek and Roman temples and this design was popular for residences, public buildings and financial institutions in the early 20th century.



*The Salt Lake Stock and Mining Exchange at 39 Exchange Place was built in 1908 and it retains much of its original design. The building's form is central block with wings while its architectural style is Neo-classical. The projecting central bay displays Ionic columns and a large pediment with modillion blocks.*

***BUILDING TYPES, continued...***

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*Enframed Block*

The enframed block is generally two- to three-stories in height with most of the façade divided into bays by classical columns or pilasters. There is usually a continuous central bay section flanked by narrow bays at each end. The end bays often display windows or other openings. This design was popular for public buildings, banks and other financial institutions.



*The Federal Building and Post Office at 350 South Main Street was completed in 1906 and is an example of an enframed block designed in the Neo-classical style. The building is distinguished by its long row of engaged Doric columns on each elevation.*

***BUILDING TYPES, continued...***

*Temple Front*

Temple Front buildings are derived from the designs of classical Greece or Rome and feature classical columns, pilasters and pedimented entrances. They are generally of one continuous design or composition across the width of the façade. They are usually two- to three-stories in height. The solidity and formal appearance of these buildings were often the home of banks and other financial institutions.



*The building at 102 South Main was originally the Eagle Emporium and built in the mid-19th century. In 1916, the building was remodeled for its occupant, the Zion's First National Bank. The façade features central Corinthian columns flanking a pedimented entrance.*

## ***ARCHITECTURAL STYLES***

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### **Architectural Overview**

Salt Lake City contains a wide range of commercial architectural styles and designs. Historic commercial buildings in the city date from the late nineteenth century through the mid-twentieth century and reflect the city's commercial growth. The commercial buildings in Salt Lake City follow the stylistic designs of the period. Those built from ca. 1880 to ca. 1910 generally display the influences of the Italianate and Romanesque styles. These styles placed an emphasis on rounded arched windows, decorative cornices at the roofline and extensive decorative detailing on upper façades. Romanesque influenced buildings also often feature a variety of materials on upper facades including stone arches and terra cotta decorative panels.

By the early 20<sup>th</sup> century, commercial buildings exhibited the influence of the Colonial Revival and Neoclassical styles. Buildings with Colonial Revival characteristics were generally built with rectangular rather than arched windows and with classical detailing such as Doric and Ionic pilasters, and cornices with dentils and modillion blocks. Neoclassical designs featured a dominant entrance and large classical columns typically with Ionic or Corinthian capitals.

Advances in construction technology also led to the development of the first multi-storied buildings or "skyscrapers" during the early twentieth century. Many of these reflected the Chicago School style, also known as Sullivanese after architect Louis Sullivan who popularized the modern design. These tall buildings emphasized their verticality through rows of windows within a steel frame grid pattern topped with a bold cornice.



***ARCHITECTURAL OVERVIEW, continued...***

In the 1920s and 1930s commercial buildings generally became more restrained in their use of detailing and many buildings were designed with simple inset concrete or brick panels on the upper façade. An increased emphasis on commercial marketing in the 1930s and 1940s led to the remodeling of storefronts with new materials such as tinted glass known as Carrara glass, copper and glass display windows, and recessed entrances with terrazzo floors. Since World War II, some of Salt Lake City's commercial buildings have been remodeled with new storefronts and some upper facades have been concealed beneath false fronts. In some cases, changes to buildings that were made over fifty years ago can be architecturally or historically important, and in such cases are to be retained when the building is rehabilitated. Typical changes include the addition of Carrara glass in storefronts and terrazzo floor entrances, which gave the buildings a more modern appearance.

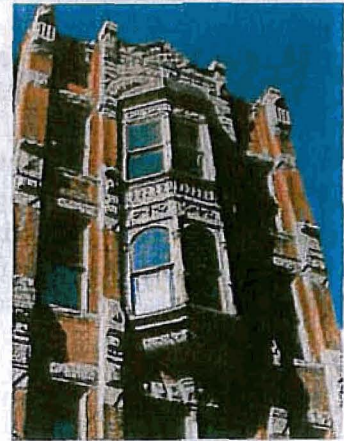
As Salt Lake City grew and its residential areas expanded many neighborhoods supported local commercial businesses that were housed in one- or two-story buildings on primary streets within residential areas. Often these neighborhood commercial buildings were located on prominent corners for high profile and easy access. Another common commercial form that developed in Salt Lake City was the house store. This combination of residential and commercial building typically consists of a one- or two-story commercial building with a traditional storefront attached to a one- to one-and one-half story residential structure. This combined building form allowed small business owners to live and work in the same connected space.



*The New York Hotel at 60  
West Market Street.*

## ***ROMANESQUE, 1880-1900***

This late nineteenth century architectural style was very popular for commercial buildings and many of downtown Salt Lake City's buildings from the turn of the century reflect this style. The style was adopted for many public buildings as well as residential and commercial forms. The style employs a variety of masonry, rounded arches, and emphasizes sculpted shapes. Romanesque buildings with massive stone arches and facades are known as Richardsonian Romanesque, named for architect Henry H. Richardson who designed in this style and was influential in the late 19th century.



*A combination of brick and decorative stone are featured on the upper façade of 28 South Main Street.*

### **Characteristics**

- masonry walls, often of two or more colors, types or textures to create decorative wall patterns
- rough-faced, squared stonework
- asymmetrical facades
- wide, round-topped arches featured over windows or entryways
- deeply recessed windows, usually with one-over-one sashes
- floral or other decorative details on wall surfaces and column



*Rounded arches and textured masonry are common features of the Richardsonian Romanesque style.*

*Above: Brooks Arcade, 268 South State Street*

*Right: 20 East First South*



## ***COLONIAL REVIVAL, 1900-1955***

The Colonial Revival style recalls the symmetrical and unadorned architecture of the nation's colonial period. A widely dominant style in American residential architecture throughout the first half of the nineteenth century, Colonial Revival designs were also prominent in commercial architecture. The style emphasizes symmetry and balance and employs classical detailing such as dentil molding. Pilasters were often utilized to divide storefronts into a balanced façade, and decorative embellishments, if present, are minimal.

### **Characteristics**

- symmetrical façade
- rectangular sash windows
- simple, unadorned cornice



*Pilasters divide the upper façade at 222 West Third South Street and present a balanced and symmetrical appearance.*

## **NEOCLASSICAL, 1895-1950**

Renewed interest in earlier Classical Revival and Greek Revival architectural styles led to the development of the Neoclassical style of the early twentieth century. This interest was spurred by the architecture of the 1893 World's Columbian Exposition held in Chicago. The exposition promoted a classical theme and many of the country's leading architects designed large columned buildings which were placed around a central court. The exposition was a huge success, heavily attended and widely photographed and reported on across the country, thus making the Neoclassical style a fashionable trend. The large scale of the exposition's central building inspired numerous public and commercial buildings of similar designs across the country during the following decades.

### **Characteristics**

- large columns, typically with Ionic or Corinthian capitals
- elaborate entrance, often with a pediment
- rectangular, double-hung sash windows
- dentil molding or modillions at the cornice



*Zions National Bank at 102 South Main Street (left) and the Gallery of Fine Art at 151 South Main Street (right) demonstrate the Neoclassical style with prominent classical columns and accentuated entrances.*

## SULLIVANESQUE, 1885-1920

Tall commercial buildings, those over six stories in height, became possible in the late 1880s after advances in construction technology such as the use of iron and steel skeleton frames, wind bracing, and improved foundation technology became available. This new technology was initiated by Chicago architects in the late nineteenth century, and the tall commercial buildings that they produced became known as the Chicago School style. These large buildings were rectangular in form with a flat roof and a simple cornice. Because the exterior walls of the skeleton frame did not have to bear tremendous weights, they could have large areas of glass, terra cotta, or other non-supportive materials.

The Chicago architect best associated with the style was Louis Sullivan. His distinct designs divided the tall buildings into three divisions similar to a classical column: a base consisting of the lower two stories; a main shaft that emphasized the verticality of the building via piers between windows; and an elaborate projecting cornice, often of terra cotta. Ornamental details often included foliate designs at the entrance and window divisions.

### Characteristics

- multiple stories
- windows fill a large portion of wall space
- elaborate decorative cornice
- decorative embellishments at entrance
- piers between windows



*The Kearns Building at 136 South Main Street is representative of the Sullivan style.*



*Rows of windows separated by decorative spandrels reflect the Sullivan style in the McIntyre Building at 68-72 South Main Street.*



## ***MODERNISTIC, 1930-1960***

Modernistic styles such as Art Moderne and Art Deco developed in the early- to mid-twentieth century and modeled the streamlined industrial designs of airplanes and automobiles. They feature smooth surfaces, curved corners, and horizontal emphasis to present a streamlined quality. The Art Deco style placed more emphasis on angularity and stylized floral and geometric designs. Neither the Art Moderne or Art Deco styles were utilized widely in Salt Lake City for commercial buildings.

### **Characteristics**

- smooth wall surfaces
- curved walls
- limited ornamentation
- glass block windows
- horizontal emphasis
- storefronts of aluminum, stainless steel, Cararra glass



*The McKay Jewelry Company at 157 South Main Street occupies a building completed ca. 1950 and features a restrained upper facade and original aluminum and glass storefront.*

## ***INTERNATIONAL, 1950-1970***

The International style was introduced for Salt Lake City's commercial buildings in the 1950s. This style originated in Europe before World War II and soon became the design of choice for high rise buildings in America. The style emphasized simplicity of design, steel frames with curtain walls of glass, concrete and metal and rectilinear forms. Buildings could be designed with both interior and exterior columns to maximize usable floor space. The first International style high rise commercial building constructed in the city was the First Security Bank completed in 1955.

### **Characteristics**

- rectangular forms
- glass, concrete, stone veneer and metal curtain walls
- limited or no ornamentation
- open floor plans



*The First Security Bank Building at 405 South Main Street was built in 1955 and features an exterior curtain wall of glass, aluminum, and enameled porcelain panels.*

## ***NEIGHBORHOOD SHOPPING COMMERCIAL CENTERS, 1890-1960***

As residential areas developed outside the downtown area, small individual businesses often clustered together on major streets to serve the residents of the neighborhood. These were often small markets or groceries, drug stores or dry goods stores, and sometimes restaurants, dry cleaners, or other services. These were typically one- or two-story buildings that housed a single business, and were commonly owner-occupied. These buildings were sometimes built in a row or had houses built in between. Built and owned by small business owners, these buildings generally were simple vernacular designs and did not display the high style architecture of downtown commercial buildings.

### **Characteristics**

- one- to two-stories in height
- simple architectural design
- traditional storefront on first story
- linear clusters along the street



*The building at 422-426 North 300 West is a good example of a neighborhood shopping commercial building.*



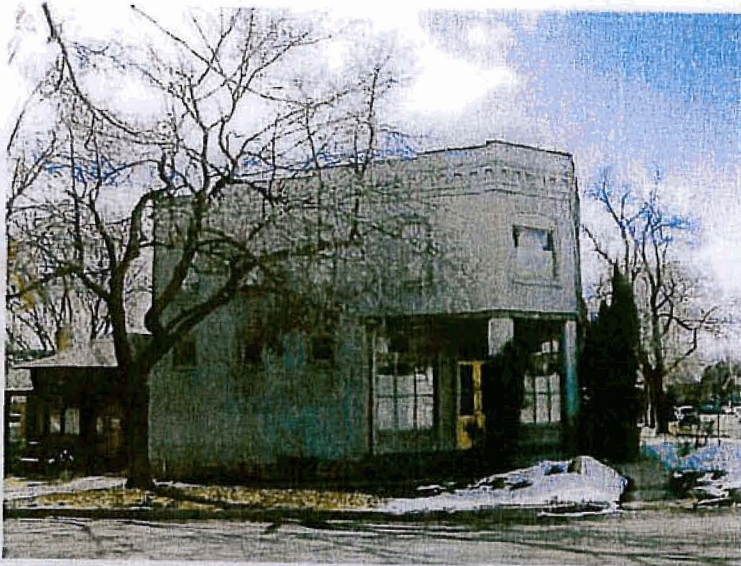
*Neighborhood shopping center commercial buildings continued to be constructed into the 1940s in many residential areas of the city (442 North 300 West).*

## ***NEIGHBORHOOD COMMERCIAL, 1890-1960***

Often neighborhood commercial buildings were located on corners at primary cross streets within neighborhoods. These locations gave a business good visibility to potential customers and offered easy access. Corner commercial buildings were often two-stories in height and featured a recessed corner entrance. In many cases the first floor business owners resided in rooms on the second floor. Neighborhood commercial buildings were also constructed in the middle of blocks but corner locations were preferred.

### **Characteristics**

- location on corner lot or mid-block
- recessed corner entrance
- simple design



*Corner entrances and corner lot locations gave neighborhood commercial buildings such as this one at 740 2nd Avenue North easy access to customers.*

## ***HOUSE STORES, 1890-1940***

House stores are found throughout America but are relatively rare in most communities. Salt Lake City is distinctive in having numerous examples within the Avenues and Capitol Hill Historic Districts. This commercial building form combines commercial and residential structures in one location, but with distinct separate architectural units. The form is characterized by a one- or two-story commercial structure attached to a one-story residential structure on a side elevation. The commercial unit typically is the dominate structure and features a traditional commercial storefront. The residential unit is commonly set back from the façade of the commercial unit and features a more domestic, yet compatible, architectural design. This type of building form allowed business owners to maintain businesses on their own property and closely combine their work and living space, yet maintain distinctly separate spaces for each.

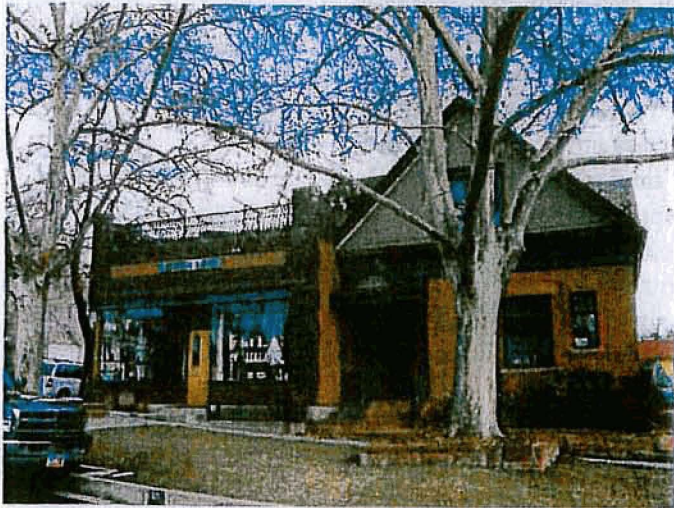
### **Characteristics**

- one- to two-story commercial structure laterally attached to a one-story residential structure.
- traditional storefront on commercial section
- domestic architectural design of residential unit



*This house store at 228 East B Street demonstrates the compatible, yet distinct commercial and residential units of this building form.*

***HOUSESTORES, continued....***



*House stores can be found in a variety of styles and forms throughout Salt Lake City.*

*Top: 82 Q Street This building features an original storefront in the commercial section.*



*Bottom: 537 North 200 West Although the commercial section has been altered, it remains a good example of house store design.*

## The Avenues Historic District

The Avenues is Salt Lake City's largest locally-designated historic district. Fine views of the valley, proximity to downtown and long-standing diversity of both architecture and population make the Avenues a desirable place to live.

The Avenues was platted in the 1850s, but did not really begin to develop until 1880 when City Creek Canyon was diverted bringing water to the higher elevation of the benches. During the 1880s, Salt Lake City emerged as a regional center, and the Avenues reflected that growing prosperity in new homes built in all the architectural styles popular across the country. Most of the neighborhood residents were middle- or upper-middle class professionals and tradespeople. Some families hired architects to design their homes, but most residents relied on plans and ideas from popular architectural pattern books. Between 1880 and 1930, the streets of the Avenues filled with homes—from Victorian houses with ornate gingerbread detail to Bungalows with clean, horizontal lines and broad, inviting porches.

Water wasn't the only factor that spurred Avenues growth. Rail transport made the area a more viable neighborhood, too. During the late 1870s, mules pulled streetcars through the district; and by the early 1890s residents rode electric cars along Third, Sixth and Ninth Avenues, which is why these streets are wider and flatter than others in the neighborhood.

### A Distinctive Urban Neighborhood

From its inception, the Avenues differed from the rest of the city in that it was laid out in smaller blocks with smaller building lots. Smaller lot size and narrower streets and sidewalks, coupled with large scale houses, made the Avenues denser than other 19<sup>th</sup> century Salt Lake City neighborhoods. The result is a particularly rich collection of era-specific urban architecture.

Many of the early houses in the Avenues are best described as Victorian Eclectic, indicating a flexible approach to Victorian design. On the other hand, a few Avenues residents adopted high-style architecture such as Queen Anne, Shingle, Colonial, Classical Revival and Italianate styles. Soon after 1910 Bungalows came into vogue, and the streets of the Avenues reflected the popularity of these livable, low-profile homes. Churches and schools were also located in the Avenues.

To serve the Avenues residents, over a dozen stores were built throughout the neighborhood from ca. 1910 to ca. 1950. These buildings housed neighborhood services such as grocery stores, hardware stores, barbershops and restaurants. While some were constructed in the middle of blocks, others were built at prominent corner locations. Typically these commercial buildings were two-stories in height with large storefronts and businesses on the first floor and living quarters for the proprietors on the second story. Known as Two-Part commercial blocks, these buildings were designed with detailing of the period such as Romanesque, Colonial Revival, and Craftsman. An excellent example of this building form is the corner commercial building at 740 Second Avenue, North. Built ca. 1910, this building retains its original recessed storefront and has arched windows on the second story. A later example is the corner commercial building at 702 E. K Street which was built ca. 1930 with steel windows on the second floor and decorative brickwork on the first floor. These and other commercial buildings in the neighborhood continue to provide important business locations while others have been converted into residences.



*This building was designed with simple detailing ca. 1930 and has rectangular steel casement windows and original display windows (702 E. K Street).*

### **Rent and Reclamation**

Toward the end of the 19<sup>th</sup> century, the numbers of renters in the Avenues increased. Widows who needed income after their husbands died managed many rentals. Others were built by development companies. Small scale rental properties were constructed throughout the district, and large apartment complexes were built in the southwest quadrant closest to Temple Square. Like single-family homes built in the Avenues during this period, these apartment complexes incorporate many styles, including Classical Revival, Prairie, Tudor Revival and, during the 1930s, Art Moderne.

By mid 20<sup>th</sup> century, the popularity of the Avenues declined. Newer subdivisions were developed throughout the city as mass transit and the automobile made living close to the workplace less essential. By the 1960s absentee landowners owned much of the property in the Avenues, and deterioration was the result. At the same time, high-density residential zoning resulted in the demolition of many historic properties. Newly constructed apartment buildings were inconsistent with the architectural character of the area.

Fortunately, the Avenues was rediscovered during the 1970s. Low-interest loans provided by the City assisted renovation activity, and the neighborhood was declared a local historic district in 1978. The following year residents successfully petitioned the city to downzone most of the Avenues to a land use designation more compatible with its historic character. With those changes, residents of the Avenues began renovating their historic properties with confidence and the value and livability of their neighborhood was assured.

### **Capitol Hill Historic District**

The Capitol Hill Historic District is a distinctive neighborhood. Its steep and varying topography demands construction features such as high foundations and retaining walls. Blocks are oddly shaped, street patterns are unpredictable and dwellings are haphazardly oriented to the street. In both layout and architecture Capitol Hill is highly eclectic, with a continuum of building styles and types that span early settlement to the present.

### **Mormon Beginnings**

Close to Main Street businesses and manufacturing establishments, yet removed from the noise and commotion of downtown, Capitol Hill has been a popular place to live since Salt Lake's earliest days. The district's first residents were Mormon immigrants of lim-

ited means from Great Britain and Scandinavia. Even after 1900, the neighborhood continued to attract recent arrivals in similar social and economic circumstances. These early Capitol Hill residents were primarily craftsmen such as carpenters or stonemasons who often built homes that were high-quality reflections of their trade.

During the 1880s when water became more widely available in the Capitol Hill area, development intensified and, for the first time, was carried out in an orderly manner. The earliest lots had been arranged haphazardly along the hills. During the rapid growth of the 1880s, standard rectangles were laid out. As a result, the orientation of houses changed from facing the hillside, regardless of relationship to the street, to being parallel to the street. This is one source of today's interesting Capitol Hill streetscapes.

In addition to the various residential buildings, a number of brick and frame commercial buildings were also constructed in the neighborhood. Most of these were One-Part commercial blocks with large storefronts and detailing on the upper façade such as corbelled brick cornices. Businesses in these buildings provided groceries, restaurants and other services for the neighborhood. These types of commercial buildings are scattered throughout the Capitol Hill Historic District and continue to be used for restaurants and other businesses. A fine example is the building at 271 Center Street



*The building at 271 Center Street has been preserved and rehabilitated as a restaurant.*

The Capitol Hill neighborhood was also served by a neighborhood shopping area along 300 West. A series of one-story brick commercial buildings were built along this busy street in the early 20<sup>th</sup> century and provided a cluster of businesses to serve the neighborhood. In addition to stores such as groceries and hardware stores, clothing stores and other retail specialty shops were located along several blocks of this street on the western edge of the district. The building at 422-426 N. 300 West is a good example of this type of commercial building built as part of this shopping district.



*The building at 422-426 N. 300 West has been well preserved and retains much of its original storefront.*

#### **20<sup>th</sup> Century Popularity**

Between 1880 and 1900, Capitol Hill became an increasingly fashionable place to live. Although it remained a predominantly Mormon enclave longer than other Salt Lake neighborhoods, it began to change as the city's population accommodated the influx of non-Mormons. The families of men in mining, Denver and Rio Grande Western Railroad workers, and the trades associated with the telegraph and the telephone industries found Capitol Hill appealing. In an effort to create a stylish image, street names on the west slope were changed from Bird, Cross and Locust to the names of fruits. This sub-neighborhood became known as the Marmalade District.

The upper portion of the south slope, known as Arsenal Hill, developed later than the Marmalade district, taking its name from the city arsenal located there until 1876. That year 40 tons of blasting powder accidentally exploded, and the city ceased to operate the facility. During the 1890s, the land used for the arsenal became available for building. Arsenal Hill's fine views and close location to downtown made the slope appealing to residents who could afford high style, architect-designed houses. The completion of the State Capitol building, with its extensive grounds and imposing structure, only added to the neighborhood's desirability.

### **Decline and Revival**

After World War II and the ensuing exodus to the suburbs, the housing stock and overall atmosphere of Capitol Hill began to decline. The neighborhood was too eclectic and too old to compete in a postwar era that valued new goods and conformity. By the 1960s, the area was reputed as unstable and unsafe. Architecturally, Capitol Hill fell to its nadir with the construction of Zion's Summit during the early 1970s. These high-rise condominiums dwarfed the surrounding structures and marred the historic ambiance of the Marmalade district.

Happily, by the 1970s preservationists and urban pioneers began to invest in Capitol Hill by renovating historic homes. The scale of the neighborhood, its location near downtown and its unique architectural resources — the very qualities that drove residents away two decades earlier — now proved its biggest appeal. Today Capitol Hill is a vibrant neighborhood of interesting streets and well-kept homes.

### **Central City Historic District**

One of Salt Lake City's oldest neighborhoods, the Central City Historic District is associated with Joseph Smith's original City plan. His "Plat for the City of Zion" designated ten-acre blocks which remain intact in Central City. That said, the district contains the most varied and complex land-use patterns in Salt Lake. Central City's eclectic mix of historic architecture includes unique examples of building styles from many periods. Some of the city's original adobe vernacular homes survive here, yet Central City streets also contain fast-food restaurants, office buildings and retail centers.

### **Vibrant Working-Class Enclave**

During the late 19<sup>th</sup> century, the railroad opened Salt Lake City to markets across the country, and mining became the state's dominant industry. This created a demand for unskilled workers, and those workers needed affordable places to live. In addition, Central City's proximity to the expanding downtown business district and nearby manufacturing and processing plants attracted clerks, laborers and craftspeople. The district became known as a neighborhood for the working and middle class.

With the exception of imposing residences at the north end of the district, Central City never became a fashionable neighborhood, and the population was often transient. Workers often moved on to other jobs and to other towns and Salt Lake's more prosperous families were generally attracted to the benches where the air was cleaner.

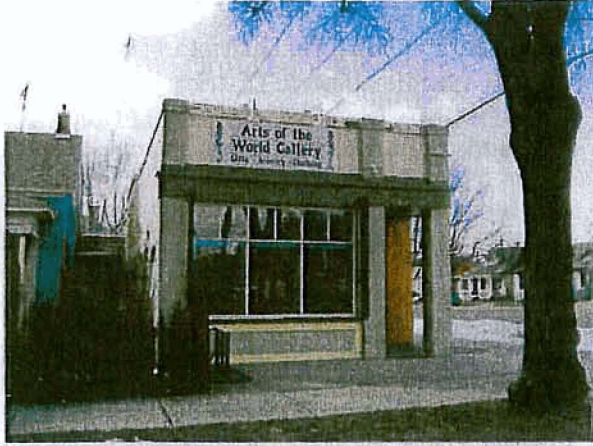
Given these demographics, rental housing has proliferated in Central City, and much of the housing stock has always been modest. Today, working- and middle-class examples of Victorian homes, Queen Anne houses and bungalows can be found throughout the area. Rental units are numerous, including examples from every period of Salt Lake City history. In fact, the district's one-story apartment buildings with courtyards are quite unique, as is the city's only remaining example of Victorian row houses.

### **Exceptions**

Central City was not only home to working-class citizens. Over the decades, a core population of professionals, businessmen and politicians has chosen to live in this inner city neighborhood. During the late 19<sup>th</sup> and early 20<sup>th</sup> century, lawyers and executives associated with the mining industry lived in the north end of the district. Similarly, not all of the buildings are modest. Mansions stand along 100 South, and a small influx of affluent families built in Central City around 1900.

Most historic buildings in Central City are residential. Exceptions include the Craftsman-style Swedish Baptist Church built in 1913, and the L.D.S. Twelfth Ward Chapel built in 1939, an unusual example of Art Moderne. One of the most impressive nonresidential structure is Trolley Square. Built in 1908 as trolley barns for the Utah Electric and Railway Corporation, the barns were renovated as a shopping and entertainment complex in the early 1970s.

Within the Central City Neighborhood are a number of commercial buildings. Many of these have been built within the past thirty years, especially those along sections of Fourth South. However, there are still a number of corner commercial buildings constructed in the early 20<sup>th</sup> century. Most of these are modest One-Part commercial blocks with minimal architectural detailing such as the corner commercial building at 800 600 E. This building retains much of its original storefront and a corner brick pier. The upper façade features brick piers and a simple cornice.



*The commercial building at 802 600 E. is one of several located at prominent corner locations in the Central City Neighborhood.*

#### **Neighborhood Efforts**

As a dense inner city neighborhood, Central City has always been beset by land-use conflicts. Its large blocks led to haphazard, incompatible development as early as 1900, and the area has been subject to the problems associated with absentee ownership for decades. In addition, Fourth South has developed as a major automobile commercial corridor unfriendly to pedestrians.

Yet over the years, the city and local residents have effected improvements in Central City. One effort still intact are "parkings," grass medians down the center of several streets. These medians were created when electrical poles were removed to accommodate the street car system in the early 20<sup>th</sup> century. Two decades later during the Great Depression, a neighborhood beautification group organized to buy and maintain foreclosed homes. The group also worked to keep business out of the neighborhood's residential areas. Most recently, neighborhood residents have been renovating structures. In 1991, the Salt Lake City adopted part of Central City as a local historic district.

#### **University Historic District**

Between 1900 and 1920, Salt Lake City experienced prosperity and growth, and the University Historic District is lasting evidence of that expansion. The success of this east bench community was assured when the University of Utah was established there in 1901. Soon after, the city installed utilities and extended electric streetcar lines to take in the University area.

Stimulated by the presence of the university, the district filled with homes and businesses relatively quickly, making for a homogenous blend of architecture and consistent streetscapes. More than any other Salt Lake City historic district, the University Historic District has a uniform character and identity.

#### **Uniformity and Character**

There were a few residents in the University area before 1900, mostly along the western and northern boundaries of the neighborhood. Yet the area did not really take shape until university faculty and staff began building and buying there during the early 20<sup>th</sup> century. Many professional people not affiliated with the University also resided in the neighborhood. The area was not popular for student residency until after World War II.

The affluence of its residents, its rapid, orderly development and the influence of the Progressive era are all reflected in the district's streetscapes. Four-square architecture, also known as the "box," was a popular choice among University District residents during this time, and these houses are numerous in the area. These large, two-story houses don't tend to be ornate. Rather they have the simple, beautifully fitted details associated with Colonial Revival and Prairie School architecture—giving the homes and streets of the University District a comfortable and substantial feel.

#### **Exceptions to the Rule**

The majority of the existing construction occurred after 1900, but this district does contain some Victorian and Shingle style homes. Furthermore, not everyone who lived in the neighborhood was affluent, professional or associated with the University of Utah. City directories from the early 20<sup>th</sup> century indicate that government clerks, railroad workers and tradesmen lived on Bueno Avenue in a row of frame and brick cottages constructed in 1905.

The University district also has a small but lively neighborhood shopping area on the six blocks between 200 and 400 S. and University and 1300 E. Streets. Few of these buildings are historic, with the exception of several four-square residences that now house small businesses, and the old Crystal Palace Market built in 1930. Fire Station Number Eight has been converted into a restaurant, but maintains much of its original character which is consistent with the neighborhood. This district lacks the types of historic corner commercial buildings found in areas such as Capitol Hill and The Avenues.



*The building at 201 1300 E. was designed with commercial use on the first floor with residential use above.*

As in all of the city's historic districts, more recent, incompatible architecture detracts from the visual unity of the streetscape. Multifamily structures are the most disruptive intrusions. Apartments built during the 1960s with their long narrow shape and orientation away from the street (hence called "boxcars") are scattered throughout the neighborhood. The University Gardens condominiums tower over surrounding buildings on 1300 East. Fortunately, these are exceptions, and not the rule, in the University District.

#### **Maintaining Historic Integrity**

Within the last decade, the neighborhood has worked to maintain its historic character and integrity. Today zoning ordinances limit neighborhood density, and the University Historic District is a locally designated district with a design review process in place. Like the district's early 20<sup>th</sup> century founders, today's 21<sup>st</sup> century professionals and families find the University Historic District a pleasing place to call home.

## **South Temple Historic District**

South Temple is frequently referred to as Utah's premier residential boulevard, a testament to the transformation of Salt Lake City from an agricultural village to an urban center that could support the elegant architecture along this street.

#### **Major Axis and Prestigious Address**

The street has played an essential role in the development of Salt Lake since the city was founded. According to Joseph Smith's plan for the City of Zion, South Temple was platted as the city's major east-west axis. Brigham Young and other church leaders decided to build homes on South Temple, setting an early precedent for the street's residential prominence. Although early Mormon leaders did not anticipate South Temple's eventual role as the home of wealthy miners and the most urbane street in the state, there is no doubt that they intended South Temple to be an important thoroughfare for the religious kingdom of Zion.

During the 1850s and 1860s, South Temple was rural, lined with adobe homes, orchards and barns. Then the railroad arrived, and fortunes were made. By 1880 frame and brick had replaced adobe. Orchards and barns were replaced with two-story shops and homes. By the 1890s South Temple was fulfilling Brigham Young's prediction that it would become the finest street in Zion. As the 20<sup>th</sup> century began, South Temple took on the elegant appearance we associate with it today. The most imposing mansions belonged to an influential group of men who had earned great wealth through mining and who had no cultural or religious association with the L.D.S. Church. Their desire to separate themselves socially led to the establishment of the Alta and the University clubs while the construction of the Cathedral of the Madeleine and the First Presbyterian Church announced that non-Mormons had a permanent stake in this prestigious area of the city.

Professional people who were not as wealthy but prominent nonetheless were also building in the South Temple area. They built four-square boxes, Shingle style houses and Arts and Crafts bungalows. These styles were popular throughout the city, but South Temple residents built more elaborate versions representing some of the finest work of the state's best-known architects.

### Density and Decline

South Temple's grandeur began to wane during the 1920s and 1930s. Wealthy families aged and dispersed. Building along South Temple during this period consisted primarily of apartment buildings and clubhouses for fraternal and women's organizations. While these buildings were among the most elegant clubs and multifamily structures in the city, they still represented change for South Temple. Zoning changes allowed commercial encroachment and higher residential densities. As land value increased, many architecturally significant buildings were lost. Commercial buildings from the early 20<sup>th</sup> century were largely razed during these years and most businesses were built since 1960. The 1960s and 1970s saw the decay of the street's historic homes, erosion of its historic character and the construction of incompatible commercial infill. Happily, this decline actually helped bring the preservation movement in Utah to life. The city designated South Temple as an historic district in 1976, providing for the preservation of the unique buildings and street features that once made South Temple the city's premier address.

### Exchange Place Historic District

The distinctive buildings that make up the Exchange Place Historic District appear much as they did when they were built between 1903 and 1917. Their architecture suggests a mini Wall Street for their era, a major financial center for the rapidly developing American West. Developed as a result of Mormon-Gentile commercial rivalry, this narrow street one block long, was Salt Lake City's second major business district.

### Commercial Rivalry

Between 1870 and 1900, the business hub of Salt Lake City was Temple Square surrounded by the ZCMI store, the Constitution Building, Desert News building, Hotel Utah and the LDS Church Office Building. In an effort to establish a non-Mormon counterweight to this dominant financial center, a small group of non-Mormon businessmen set out to move the focus of Salt Lake finance and enterprise to Exchange Place four blocks to the south.

The most important contributor to Exchange Place was Samuel Newhouse. Before he was 40, Newhouse had made several million dollars in western mines. With vast interests in Utah mining fields and with offices in New York, London and Paris, Newhouse attracted large sums of capital to Salt Lake City. It was Newhouse who financed the hallmark buildings of the district—Utah's first skyscrapers, the 12-story Boston and Newhouse, completed in 1910. These twin structures frame the entrance to Exchange Place and even today tower over nearby buildings. With their distinctive New York look, the Boston and the Newhouse buildings reflect Samuel Newhouse's desire to transplant the affluent image of the east coast cities to Utah.

### Major Institutions

Newhouse donated Exchange Place land for a new Commercial Club Building. Essentially the Chamber of Commerce of its day, the Commercial Club chose to build a luxurious building designed to look like a smaller version of the New York Athletic Club, complete with a swimming pool, banquet room, private dining rooms, and game rooms. The building was designed with the influences of the Renaissance Revival style in its arched windows and entrance on the first floor and elaborate cornice at the roofline.

Locating the Commercial Club in Exchange Place helped assure the area's success, but even more important was the Salt Lake Stock and Mining Exchange. Organized in 1888, the exchange provided the mecha-

nism for raising capital to develop Utah's lucrative mines. Built in 1908, the building was designed in the Neo-classical style with prominent Ionic columns supporting a dentilled pediment. The engine that drove Salt Lake City growth for decades, the Exchange was especially vibrant during the uranium boom of the 1950s when a mania for buying penny stocks to finance the development of uranium mines swept the country. Because of the speculative nature of the uranium trade, one historian described Salt Lake City in the 1950s as "the gambling capital of the world."



*The Newhouse Building at 10 Exchange Place was one of the city's first skyscrapers.*



*The Commercial Club at 32 Exchange Place is noted for its elaborate façade of brick and terra cotta.*

#### **Decades of Success and Recent Sustainability**

Prominent Utah businessman Orange J. Salisbury shared Samuel Newhouse's goal of shifting the center of Salt Lake City's business district to the south end of downtown. He financed the Felt Building, an early example of Sullivanesque architecture in Utah. Salisbury also financed the New York Hotel with the latest in luxury—steam heat and electric lights in every room. Other buildings in the district include the New Grand Hotel, also built with wealth from Utah mines, and the Hotel Plandome, built by non-Mormon businessman Albert Fisher. In addition, the U.S. government built a Classical Revival style Federal Building and Post Office on Main Street where it served as a visual terminus for Exchange Place. The overall effect was powerful.

This early 20<sup>th</sup> century flurry of building on Exchange Place was dramatic. Not only did the buildings rise high, opulently and quickly, they did indeed draw focus from Temple Square. However, by 1915 Samuel Newhouse was bankrupt. The Newhouse Hotel, originally planned as one of the premier hotels in the West, was quite austere in the end.

Exchange Place was a busy business center for decades, but during the 1960s and 1970s, the area experi-

enced neglect. By the late 1970s, the state and the city were encouraging the restoration and preservation of Exchange Place's unique buildings and streetscape.

Fortunately, the district's original feel remains intact and, with the recent addition of adequate parking, attractive to business. With its narrow streets and sense of enclosure, Exchange Place is more protected and intimate than many parts of the city. There is even a milder microclimate at the street level where pedestrians are shielded from the weather. What Newhouse intended in 1900, a New York-like streetscape housing a financial center, remains intact today.



*The Stock and Mining Exchange is one of the city's finest examples of the Neo-classical style.*

