PARK CITY MUNICIPAL CORPORATION HISTORIC PRESERVATION BOARD

CITY HALL, COUNCIL CHAMBERS JULY 7, 2010



AGENDA

MEETING CALLED TO ORDER AT 5:00 PM
ROLL CALL
PUBLIC COMMUNICATIONS – Items not on regular meeting schedule.
STAFF/BOARD COMMUNICATION & DISCLOSURES
REGULAR SESSION – Possible public hearing and action as outlined below.
811 Norfolk Avenue – Determination of Significance

рд 5

Public hearing and possible action

ADJOURN

THE HISTORIC PRESERVATION BOARD MAY TAKE A WALKING TOUR (WEATHER PERMITING) OF SITES IN OLD TOWN OF RECENT PLANNING DEPARTMENT APPROVAL AFTER HOLDING THEIR REGULAR MEETING. NO ACTION WILL BE TAKEN BY THE BOARD WHILE ON THE TOUR.

Times shown are approximate. Items listed on the Regular Meeting may have been continued from a previous meeting and may not have been published on the Legal Notice for this meeting. For further information, please call the Planning Department at (435) 615-5060.

A majority of Historic Preservation Board members may meet socially after the meeting. If so, the location will be announced by the Chair person. City business will not be conducted.

Pursuant to the Americans with Disabilities Act, individuals needing special accommodations during the meeting should notify the Park City Planning Department at (435) 615-5060 24 hours prior to the meeting.

REGULAR AGENDA

Historic Preservation Board Staff Report



Author: Katie Cattan

Subject: Historic Sites Inventory

Address: 811 Norfolk Accessory Structure

Project Number: PL-10-01021
Date: July 7, 2010
Type of Item: Administrative

Planning Department

Summary Recommendation:

Staff recommends the Historic Preservation Board conduct a public hearing and vote to remove the accessory building located at 811 Norfolk Avenue from the Historic Sites Inventory.

Topic:

Project Name: Park City Historic Sites Inventory

Applicant: Planning Department

Proposal: Remove Accessory Building at 811 Norfolk Avenue from the Historic

Sites Inventory

Background:

The Park City Historic Sites Inventory, adopted February 4, 2009, includes four hundred five (405) sites of which one hundred ninety-two (192) sites meet the criteria for designation as Landmark Sites and two hundred thirteen (213) sites meet the criteria for designation as Significant Sites. The accessory structure at 811 Norfolk Avenue was considered part of the Landmark Site. The accessory structure has been utilized for storage.

At this time, the Planning Department is recommending removal of the accessory structure at 811 Norfolk Avenue from the Historic Sites Inventory because additional information indicates that the accessory structure does not comply with the criteria set forth in 15-11-10(A)(1) of the LMC for designation as a Landmark Site. The documentation utilized within the Park City Historic Sites Inventory did not include the 1929 Sanborne Maps. Staff has reviewed the 1929 Sanborne Maps and found that the accessory structure did not exist during the Mature Mining Era (1894 – 1930) of which the site is associated with. Because the accessory structure was not built within the era of significance and it is not typical construction during the era of significance, the accessory structure is not significant.

The owner of the land under the accessory structure has submitted an application for a plat amendment at this location. The accessory structure is located on Lot 4 and a three foot section of Lot 5, Block 14 of Snyder's Addition to the Park City Survey. Any future construction will require approval of a Historic District Design Review application. The owner of the Landmark home to which this structure is accessory recently sold Lot 4 and a the three foot section of Lot 5 to Mr. Rod Ludlow, the current owner.

Analysis and Discussion:

The Historic Preservation Board is authorized by Title15-11-5(I) to review and take action on the designation of Sites to the Historic Sites Inventory. In addition, Title 15-11-10(C) authorizes the Planning Department to remove a Site from the Historic Sites Inventory if:

15-11-10(C)(1) CRITERIA FOR REMOVAL.

(c) Additional information indicates that the Building, Accessory Building, and/or Structure on the Site do not comply with the criteria set forth in 15-11-10(A)(1) or 15-11-10(A)(2).

The following sources represent the "additional information" consulted in order to determine noncompliance with the criteria set forth in 15-11-10(A)(2):

 Sanborn, D.A. "Sheet 5, Park City, Utah, 1929" Map. <u>Sanborn Fire Insurance Maps</u>. Hal Compton Research Library. Park City Historical Society & Museum.

If the Historic Preservation Board finds, based on the analysis, that the site does not comply with the criteria outlined below (Title 15-11-10(A)(1)), it will be removed from the Historic Sites Inventory.

15-11-10. PARK CITY HISTORIC SITES INVENTORY.

- (A) CRITERIA FOR DESIGNATING SITES TO THE PARK CITY HISTORIC SITES INVENTORY.
 - (1) LANDMARK SITE. Any Buildings (main, attached, detached or public), Accessory Buildings, and/or Structures may be designated to the Historic Sites Inventory as a Landmark Site if the Planning Department finds it meets all the criteria listed below:
 - (a) It is at least fifty (50) years old or has achieved Significance in the past fifty (50) years if the Site is of exceptional importance to the community; and

<u>Analysis:</u> The accessory structure <u>meets</u> this criterion. It is at least 50 years old. According to Summit County Tax Files of 1958 the garage was built in 1943. It did no exist on the 1949 tax file and did exist on the 1958 tax file with an age of 1943. The most reliable documentation of historic structures are the Sanborne Maps. The 1929 Sanborne maps do not show the accessory structure in existence in 1929.

- (b) It retains its Historic 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 *Analysis: The accessory building meets this criterion.*
- (c) It is significant in local, regional or national history, architecture, engineering or culture associated with at least one (1) of the following:
 - (i) An era of Historic importance to the community, or

<u>Analysis:</u> The accessory structure <u>does not meet</u> this criterion. It is not associated with the Mature Mining Era (1894 – 1930) of which the site is associated with. The 1929 Sanborn Maps show that the accessory structure did not exist in 1929, therefore it did not exist during the Mature Mining Era (1894-1929).

The existing home on the site was built in 1911 during the Mature Mining Era. The historic site is associated with this era. Typically, accessory structures were built in rear yards during the Mature Mining Era. Garages were not built until the Mining Decline and Emergence of Recreational Activities Era (1931-1962) of which this site is not associated with.

(ii) Lives of Persons who were of Historic importance to the community, or

<u>Analysis:</u> The accessory structure <u>does not meet</u> this criterion. It is not associated with lives of persons who were of historic importance to the community.

(iii) Noteworthy methods of construction, materials, or craftsmanship used during the Historic period.

<u>Analysis:</u> The accessory structure <u>does not meet</u> this criterion. The accessory structure is not a noteworthy method of construction, materials, or craftsmanship used during the historic period.

Notice:

Legal Notice of this public hearing was published in the Park Record and posted in the required public spaces.

Public Input:

A public hearing, conducted by the Historic Preservation Board, is required prior to removing sites from the Historic Sites Inventory. The public hearing for the recommended action was properly and legally noticed as required by the Land Management Code.

Alternatives:

- Conduct a public hearing on the accessory building described herein and remove the accessory building from the Historic Sites Inventory as presented.
- Conduct a public hearing and reject removal of the accessory structure from the Historic Sites Inventory, providing specific findings for this action.
- Continue the action to a date certain.

Significant Impacts:

There are no significant fiscal impacts on the City as a result of removing the accessory building described in this report from the Historic Sites Inventory.

Consequences of *not* taking the Recommended Action:

Not taking the recommended action will result in an accessory building remaining on the Historic Site Inventory that does not meet the criteria for designation.

Recommendation:

Staff recommends the Historic Preservation Board conduct a public hearing and vote to remove the accessory building described in this staff report from the Historic Sites Inventory according to the following finding of fact and conclusions of law.

Finding of Fact

- 1. 811 Norfolk Avenue is within the HR-1 zoning district.
- 2. 811 Norfolk Avenue is listed as a Landmark Site containing a main building and an accessory structure on the Park City Historic Sites Inventory.
- 3. The accessory structure at 811 Norfolk Avenue was constructed in 1943. The accessory structure at 811 Norfolk Avenue did not exist during the Mature Mining Era (1894 1930) of which the site is associated with.
- 4. The 1929 Sanborn Maps show that the accessory structure did not exist in 1929, therefore it did not exist during the Mature Mining Era (1894-1930).
- Accessory structures located in the front yard were not typical during the Mature Mining Era.
- 6. The existing home on the site was built in 1911 during the Mature Mining Era. The historic site is associated with this era.
- 7. The main building at 811 Norfolk Avenue is historic and shall remain on the Park City Historic Sites Inventory as a Landmark Site.
- 8. The discussion in the Analysis section above is incorporated herein.

Conclusions of Law

- Additional information (1929 Sanborn Maps) indicate that the accessory building at 811 Norfolk Avenue does not comply with the criteria set forth in LMC Section 15-11-10(A)(1) and therefore the accessory structure may be removed from the Park City Historic Sites Inventory.
- 2. The accessory building does not meet criterion (c) set forth in LMC Section 15-11-10(A)(1) as it is not significant in local, regional or national history, architecture, engineering or culture associated with any of the following:
 - (i) An era of Historic importance to the community, or
 - (ii) Lives of Persons who were of Historic importance to the community, or
 - (iii) Noteworthy methods of construction, materials, or craftsmanship used during the Historic period.

Exhibits:

Exhibit A – Historic Site Form for 811 Norfolk Avenue

Exhibit B – 1929 Sanborn maps identifying 811 Norfolk Avenue without accessory building

Exhibit C - Survey

Exhibit D – Public input

HISTORIC SITE FORM - HISTORIC SITES INVENTORY

PARK CITY MUNICIPAL CORPORATION (10-08)

1 IDENTIFICATION					
Name of Property:					
Address: 811 NORFOLK AVE		AKA:			
City, County: Park City, Summi	t County, Utah	Tax Number: SA-13	38		
Current Owner Name: STAKEF	R RUTH ETAL	Parent Parcel(s):			
Current Owner Address: PO BO	OX 81, PARK CITY, U	IT 84060-0081			
Legal Description (include acre CITY BAL 0.12 Acres	age): N1/2 LOT 2 & A	LL LOTS 3 & 4 BLK 14 S	NYDERS ADDITION TO PARK		
OTT BAL 0.12 Acies					
2 STATUS/USE					
Property Category	Evaluation*	Reconstruction	Use		
☑ building(s), main	✓ Landmark Site	Date:	Original Use: Residential		
☐ building(s), attached	☐ Significant Site☐ Not Historic	Permit #: □ Full □ Partial	Current Use: Residential		
□ building(s), detached□ building(s), public	□ NOI HISIORE	□ Fuii □ Faitiai			
☑ building(s), accessory	****				
☑ structure(s)	*National Register o ☐ listed (date:)	f Historic Places: ☐ inelig	ible ☑ eligible		
2 DOCUMENTATION	,				
3 DOCUMENTATION					
Photos: Dates			consulted, whether useful or not)		
✓ tax photo:✓ prints: 1995 & 2006	□ abstract o ☑ tax card	of title	☑ city/county histories☐ personal interviews		
☐ historic: c.		uilding permit	☐ Utah Hist. Research Center		
5	□ sewer pe		☐ USHS Preservation Files		
<u>Drawings and Plans</u> ☐ measured floor plans	☑ Sanborn □ obituary i		☐ USHS Architects File☐ LDS Family History Library		
☐ site sketch map		tories/gazetteers	☐ Park City Hist. Soc/Museum		
☐ Historic American Bldg. Surv	rey □ census re	ecords	☐ university library(ies):		
☐ original plans: ☐ other:	.	☐ biographical encyclopedias ☐ other: ☐ newspapers			
<u>Bibliographical References</u> (bo	oks, articles, interview	s, etc.) Attach copies of a	all research notes and materials.		
Blaes, Dina & Beatrice Lufkin. "Fin					
Carter, Thomas and Goss, Peter. University of Utah Graduate S					
McAlester, Virginia and Lee. A Fie	eld Guide to American H	ouses. New York: Alfred A.	Knopf, 1998.		
Roberts, Allen. "Final Report." Park Roper, Roger & Deborah Randall.			1995. atic Nomination." National Register of		
Historic Places Inventory, Non		., ,			
4 ARCHITECTURAL DESCRI	PTION & INTEGRITY				
Building Type and/or Style: Cro	osswing type / Vernac	cular style	No. Stories: 1		
Additions: ☐ none ☑ minor ☐	☐ major (describe below)	Alterations: □ none ☑	minor major (describe below)		
	- ,				

Researcher/Organization: Preservation Solutions/Park City Municipal Corporation _____ Date: ___ November, 08

Number of associated outbuildings and/or structures: ☑1 accessory building(s), #1_; □ structure(s), #
General Condition of Exterior Materials:
☑ Good (Well maintained with no serious problems apparent.)
☐ Fair (Some problems are apparent. Describe the problems.):
☐ Poor (Major problems are apparent and constitute an imminent threat. Describe the problems.):
☐ Uninhabitable/Ruin
Materials (The physical elements that were combined or deposited during a particular period of time in a particular pattern or configuration. Describe the materials.): Foundation: The foundation is rough-cut coursed stone.
Walls: The walls are sheathed in wooden drop/novelty siding. Part of the side wall and the enclosed side porch are clad in large sheets of an unknown material in the 2006 photograph.
Roof: The gabled roof is sheathed in composition shingles.
Windows/Doors: The façade gable-end has a pair of two-over-two double-hung windows with wooden sash that appear to be original. They are covered with external aluminum storm windows. The entry door has eight lights with narrow sidelight panels, each with nine lights. The sidelights have external single pane storm windows.
Improvements: The frame garage dates from the historic period and is clad in a sheet material. It is mentioned on the 1959 tax card with the note that it is 15 years old although it does not appear on the 1949 tax card. 377 SF, Fair Quality
Essential Historical Form: ☑ Retains ☐ Does Not Retain, due to:
Location: ☑ Original Location ☐ Moved (date) Original Location:
Design (The combination of physical elements that create the form, plan, space, structure, and style. Describe additions and/or alterations from the original design, including datesknown or estimatedwhen alterations were made): This frame crosswing house is relatively unmodified since its initial construction. The open front porch has a shed roof with two battered wooden supports, one free-standing and the other engaged. An auxiliary square wooden support runs from the railing to the ceiling. The small hip-roofed side porch has been enclosed since at least the c. 1940 tax photo. Decorative shutters were added to the pair of windows on the façade between c. 1940 and 1995. The front stairs were moved from the center of the porch to the side between 1940 and 1995.
Setting (The physical environmentnatural or manmadeof a historic site. Describe the setting and how it has changed over time.): The house is set on a sloping lot with a slight rise above the finished road bed and has a retaining wall near the street of uncut, uncoursed stone. The yard is informally landscaped with lawn and shrubs. A combination of wooden and concrete stairs and path leads up to a side of the front porch.

Workmanship (The physical evidence of the crafts of a particular culture or people during a given period in history. Describe the distinctive elements.): The distinctive elements that define this as a typical Park City mining era house are the simple methods of construction, the use of non-beveled (drop-novelty) wood siding, the plan type (crosswing), the simple roof form, the informal landscaping, the restrained ornamentation, and the plain finishes.

Feeling (Describe the property's historic character.): The physical elements of the site, in combination, convey a sense of life in a western mining town of the late nineteenth and early twentieth centuries.

Association (Describe the link between the important historic era or person and the property.): The "T" or "L" cottage (also known as a "cross-wing") is one of the earliest and one of the three most common house types built in Park City during the mining era.

5	SI	GN	IFI	CA	١N	C	Е
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Architect: ☑ Not Known ☐ Known:	(source:)	Date of Construction: c. 1911
Builder: ☑ Not Known ☐ Known:	(source:)	
The site must represent an important significant under one of the three area	part of the history or architecture of the constituted below:	nmunity. A site need only be
 Historic Era: Settlement & Mining Boom Era Mature Mining Era (1894-1930) Mining Decline & Emergence of 	,	

Park City was the center of one of the top three metal mining districts in the state during Utah's mining boom period of the late nineteenth and early twentieth centuries, and it is one of only two major metal mining communities that have survived to the present. Park City's houses are the largest and best-preserved group of residential buildings in a metal mining town in Utah. As such, they provide the most complete documentation of the residential character of mining towns of that period, including their settlement patterns, building materials, construction techniques, and socio-economic make-up. The residences also represent the state's largest collection of nineteenth and early twentieth century frame houses. They contribute to our understanding of a significant aspect of Park City's economic growth and architectural development as a mining community.²

- 2. Persons (Describe how the site is associated with the lives of persons who were of historic importance to the community or those who were significant in the history of the state, region, or nation):
- 3. Architecture (Describe how the site exemplifies noteworthy methods of construction, materials or craftsmanship used during the historic period or is the work of a master craftsman or notable architect):

6 PHOTOS

Digital color photographs are on file with the Planning Department, Park City Municipal Corp.

Photo No. 1: Southeast oblique. Camera facing northwest, 2006.

Photo No. 2: Accessory building. Camera facing west, 2006.

Photo No. 3: East elevation (primary façade). Camera facing west, 1995.

Photo No. 4: Southeast oblique. Camera facing northwest, tax photo.

Summit County Recorder

² From "Residences of Mining Boom Era, Park City - Thematic Nomination" written by Roger Roper, 1984.

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Historic Preservation Board - July 7, 2010 Appraised

By CHO

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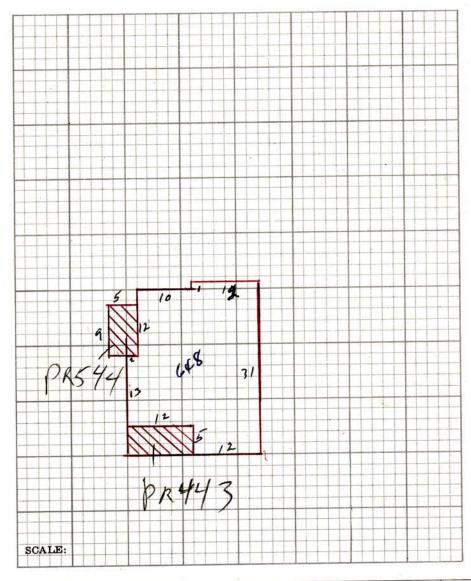
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Historic Preservation Board - July 7, 2010

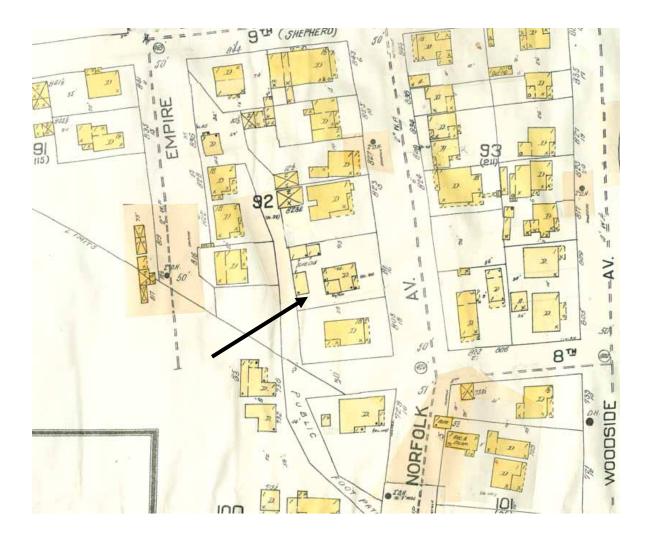


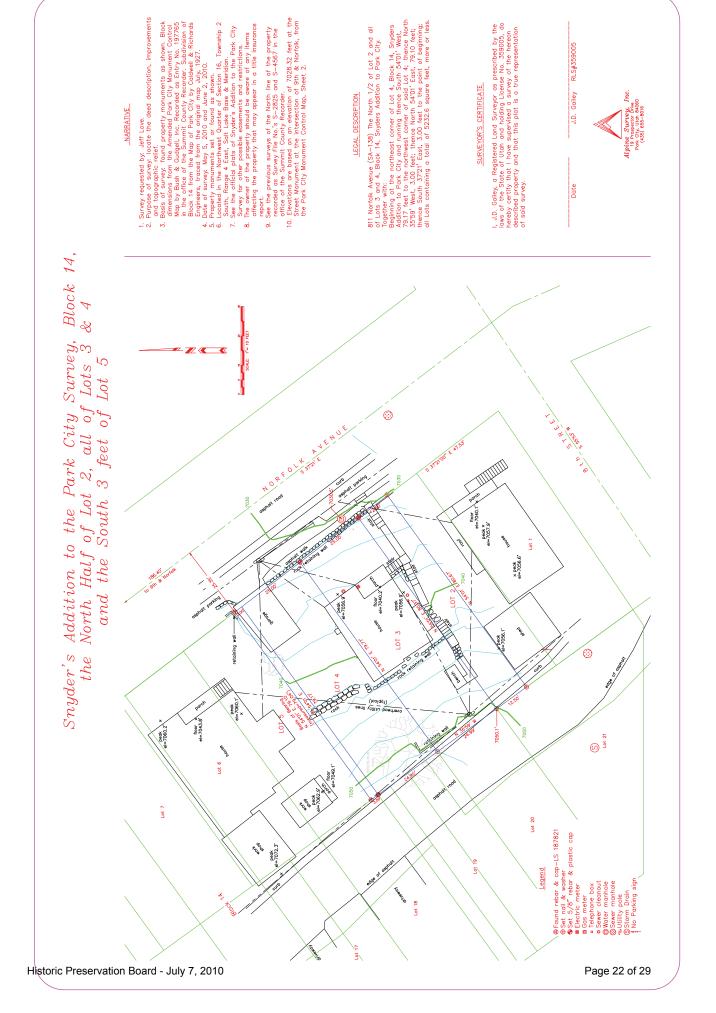
Historic Preservation Board - July 7, 2010





1929 Sanborn Map





From: Katherine Matsumoto-Gray

To: Katie Cattan; Patricia Abdullah

Subject: 811/817 Norfolk HPB input

Date: Thursday, July 01, 2010 08:26:49 PM

Please include this letter in the information for the HPB meeting on Wednesday July 7 pertaining to the evaluation of the historic status of the garage at 811 Norfolk.

Historic Preservation Board Members:

I am writing to contribute to the evaluation of historic status of the garage at 811 Norfolk. I live at 823 Norfolk Avenue, next door to the building in question. The garage is currently designated as an accessory building on the Landmark Historic Site at 811 Norfolk Avenue. I disagree with the proposal to remove this building from the Historic Sites Inventory. It is over 50 years old, no changes have been made to the historic structure of the building, and it was built during a significant era in Park City history, the beginning of the Mining Decline.

As you are aware, the three necessary criteria for Landmark Historic status are, from section 15-11-10 of Chapter 11 of the Land Management Code: (I have bolded the relevant criteria with which the building in question complies)

- (1) LANDMARK SITE. Any Buildings (main, attached, detached, or public), Accessory Buildings, and/or Structures may be designated to the Historic Sites Inventory as a Landmark Site if the Planning Department finds it meets all the criteria listed below:
- (a) It is at least fifty (50) years old or has achieved Significance in the past fifty (50) years if the Site is of exceptional importance to the community; and (b) It retains its Historic 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
- (c) It is significant in local, regional or national history, architecture, engineering or culture associated with at least one (1) of the following:
 - (i) An era that has made a significant contribution to the broad patterns of our history;
 - (ii) The lives of Persons significant in the history of the community, state, region, or nation; or
 - (iii) The distinctive characteristics of type, period, or method of construction or the work of a notable architect or master craftsman.

I will address each of the requirements in order below,

- (a) It is at least 50 years old: The date of construction of the building is not in question. Tax records clearly state that the garage was built in 1943. This date sets the age of the structure as 67 years old, well within the requirement of 50 years old for Landmark Historic Status.
- (b) It retains its Historic Integrity in terms of location design, setting, materials, workmanship, feeling: This building is particularly remarkable on this criterion. The structure retains all of its original materials with no additional structure or modifications. The garage is made of beautiful barn wood that has been protected for many years by the tar paper covering currently on the building.

This garage is a unique example of the vernacular, craftsman building that miners added to their properties as they expanded their homes. Additionally, the evaluation of the `feeling' the property in the Historic Site Form for the property states:

"The physical elements of the site, in combination, convey a sense of life in a western mining town of the late nineteenth and early twentieth centuries."

The sense of life in a western mining town referenced in this description includes the entire property's unique charms, crucially including the building in questions.

(c) It is significant in local, regional or national history, architecture, engineering or culture associated with at least one (1) of the following:

(i) An era that has made a significant contribution to the broad patterns of our history:

I believe this is the requirement in question for this historic garage. The issue, as explained to me, is that the garage was built during the 1940s, after the Mining Boom Era, which is narrowly defined in the Historic Sites Inventory as 1868-1893. The other Era's listed in the Inventory are Mature Mining Era (1894-1930) and Mining Decline & Emergence of Recreation Industry (1931-1962). Although the garage at 811 Norfolk was not constructed during the Mining Boom Era, that alone does not disqualify it from being protected as historic. It was constructed during "an era that has made a significant contribution to the broad patterns of our history." It was constructed during the Mining Decline. This era is highly significant in our history as Parkites for a number of reasons.

The people who stayed in Park City during the 1940s were true Parkites who valued the history and community that Park City honors. They were convinced that Park City would return to prominence. The Stakers, who lived at 811 Norfolk all of their married life, were some of those people. The Stakers were able to add the garage to their home in 1943. From what I understand from talking to my neighbors, the Stakers parked their car in this garage, probably a unique remaining garage from this early era of cars in Park City. Although mining was in its initial decline in the 1940s, the rest of the country was booming due to the war effort. Park City was stagnant; people were leaving town. The Stakers stayed and were likely among the only families who were able to build a structure in this difficult era in Park City history. This garage is a unique building exactly because it was built during this challenging economic time for our town. In preserving our history, we shouldn't recognize only the good times, but the hard times too. Without the hard times, we wouldn't be where we are today.

This era of the Mining Decline and the Emergence of the Recreation Industry is of growing importance as we move further into Park City's future. The events of the 1940s were integral and foundational to what Park City has become. If the mining economy hadn't changed, if we hadn't had that decline, Parkites may not have turned to the Recreation Industry. Although the boom times and the height of mining may be what we think of when we think of the eras that have contributed to our history, the Mining Decline was equally significant. If we do not act to preserve structures build during this time, we will suffer the short-sightedness that caused the existing loss of some of our historic district before the current commitment to preservation became the norm in Park City. Please consider the long term impacts of the precedence set by this decision. If we decide now, that the Mining Decline Era

does not qualify as Historic, and effort is not made to preserve buildings representative of this era, we will not be able to reclaim this important part of our history. The remaining historic buildings of this era must be preserved today.

I believe it is clear that the garage at 811 Norfolk meets the requirements for Landmark Historic Status. It was built during a time in Park City that has led to where we are today in a significant way. The garage is representative of the building that went on during that difficult economic time; families would have only been able to add a small structure or shed addition if they were fortunate.

The feeling of our entire neighborhood retains the sense of the western mining town described for this property. Our neighborhood has maintained the highest standards of historic preservation. Our block, on the uphill side of Norfolk between 8th and 9th has no structure that is not historic. This is truly a unique neighborhood in this way and I believe that allowing the removal of the historic garage at 811/817 Norfolk from the Historic Inventory would begin the deterioration of our block's pristine record of historic preservation. Below, I have listed the sites on our street's uphill side from the Historic Site Inventory and their historic status. These are consecutive homes on our street all listed as significant or landmark:

- 803 Norfolk Avenue Significant Site
- 811 Norfolk Avenue Landmark Site
- 823 Norfolk Avenue Landmark Site
- 827 Norfolk Avenue Significant Site
- 835 Norfolk Avenue Significant Site
- 843 Norfolk Avenue Landmark Site
- 901 Norfolk Avenue Significant Site

Thank you for your consideration of my comments. I have really appreciated the help and patience of all of the planning and other city staff during this process so far. Please feel free to contact me for further explanation of my issues with this building.

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PROJECT TOUR IN OLD TOWN

