



Planning & Development Services Division

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## Historic Preservation Committee

Special Work Meeting

**Monday, May 12, 2014**

**6:00 P.M.**

**THE MEETING WILL BE HELD AT THE SALT LAKE COUNTY GOVERNMENT CENTER  
2001 SOUTH STATE STREET, NORTH BUILDING, THIRD FLOOR,  
PLANNING AND DEVELOPMENT SERVICES, ROOM N3500**

**FOR QUESTIONS PLEASE CALL (385) 468-6700**

*REASONABLE ACCOMMODATIONS FOR QUALIFIED INDIVIDUALS MAY BE PROVIDED  
UPON RECEIPT OF A REQUEST WITH 5 WORKING DAYS NOTICE. PLEASE CONTACT  
WENDY GURR AT 385-468-6707. TTY USERS SHOULD CALL 711.*

The Historic Preservation Committee Meeting is a Public Forum and to allow members of the Historic Preservation Committee the opportunity to discuss Public Hearing Items, Development Updates and Meeting Dates.

### AGENDA

#### Ordinance Amendment –

**28877** – Kathy Commander is requesting an Ordinance Amendment to add an existing structure as a designated historic site in the Historic Preservation Chapter (Section 19.86.020) of the Zoning Ordinance. **Location:** 1106 East 4500 South. **Zone:** R-M (Residential multi-family). **Community Council:** Millcreek. **Planner:** David J. Gellner, AICP

### ADJOURN





**STAFF REPORT**

Executive Summary									
<b>Hearing Body:</b>	Millcreek Township Planning Commission								
<b>Meeting Date and Time:</b>	Wednesday, May 14, 2014	04:00 PM	<b>File No:</b>	2	8	8	7	7	
<b>Applicant Name:</b>	Kathy Commander	<b>Request:</b>	Ordinance Amendment						
<b>Description:</b>	Ordinance Amendment for a Historic Structure								
<b>Location:</b>	1106 East 4500 South								
<b>Zone:</b>	R-M Residential Multi-Family	<b>Any Zoning Conditions?</b>	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>					
<b>Zoning Condition:</b>	Listed in Section 1.1 Below								
<b>Community Council Rec:</b>	Not yet received								
<b>Staff Recommendation:</b>	No formal recommendation from staff								
<b>Planner:</b>	David J. Gellner, AICP								

**1.0 BACKGROUND**

**1.1 Summary**

Kathy Commander is requesting an Ordinance Amendment to add an existing structure as a designated historic site in the Historic Preservation Chapter (Section 19.86.020) of the Zoning Ordinance. The structure is located at 1106 East 4500 South. The subject property is zoned **R-M/zc** (Residential multi-family with a **zoning condition** that specifies:

1) all uses are Conditional; and, 2) Apartments, dwelling groups and other multi-family uses are not allowed.

**1.2 Neighborhood Response**

Notice of this application was sent to property owners and residents within a 300 foot radius of the subject property. As of the date of this report, Planning Staff has not received any public comments on the proposal.

**1.3 Community Council Response**

The Millcreek Community Council has this request on their Agenda for discussion at their meeting of May 6, 2014. As of the date of this report, the Millcreek CC has not formally reviewed this application or made a formal recommendation. Their comments and any forthcoming recommendations will be passed along to the Millcreek Planning Commission at the hearing scheduled for May 14, 2014.

## **1.4 Planning Commission Response and Authority**

Ordinance Amendments fall under the authority of the County Council. The Planning Commission acts as an advisory body to the Council on Ordinance Amendments. This item is before the Planning Commission today for a formal recommendation to be forwarded to the County Council.

## **2.0 ANALYSIS**

### **2.1 Existing Ordinance**

The existing Ordinance is Chapter 19.86 - Historic Preservation. More specifically, section 19.86.020 - Historic Sites Designated included a list of historic sites and structures in the unincorporated area of the county that are designated within and recognized by this chapter. This proposal seeks to add this property to the listing of sites identified in Chapter 19.86.020.

### **2.2 Proposed Ordinance**

Modification of Chapter 19.86.020 - Historic Sites Designated - to include the following listed site:

#### **17) Mill Creek Farm House - 1106 East 4500 South, Millcreek Township**

### **2.3 Evidence Submitted by the Applicant**

The Applicant submitted a large volume of information and research in support of and to be considered with this request. A copy of some of the items available in a replicable format has been included in the staff report packet for this application. The Applicant's proposal dated March 28, 2014 outlines in detail their rationale and reasoning behind the proposal. It also lists that salient dates and other items that they wish the Planning Commission to consider. Staff will also provide a brief synopsis of these dates and the summary that the Applicant submitted below:

- a) The house built in 1884 according to the Salt Lake County Assessor's data.
- b) The area was extensively farmed although who built the house is unknown.
- c) Several other properties listed on the National Register of Historic Places can be found along 4500 South in close proximity to the subject property.
- d) Orlando Freeman Johnson was the earliest recorded owner of the home dating to 1909 or 1910.
- e) The home is in excellent condition and the grounds are well maintained. While the house certainly has undergone some renovations over time and some small additions, the home still maintains it's original presence, look and integrity.
- f) The home reflects a true glimpse of Millcreek's past to an agricultural time period. Most of the structures from this time are now gone.
- g) The applicant has stated an intent to maintain the original building.

As noted above, the Applicant submitted a large volume of information and research in support of this request. Staff lacks the historical expertise to fully analyze this data for authenticity but the Applicant may be able to provide additional information to the Planning Commission at the public hearing.

### **2.4 Other Comments and Responses**

Information about this proposal was sent to the Utah Heritage Foundation to inquire if they had more specific knowledge about this site and the existing structure. As of the date of this staff report, no response has yet been received.

### **3.0 STAFF SUGGESTED CONSIDERATIONS and POSSIBLE MOTIONS on this APPLICATIONS**

**Staff is not making a formal recommendation on this application.** The Planning Commission, based on the evidence provided, the testimony of the Applicant and in consideration of the recommendations of the Millcreek Community Council may make a formal recommendation to the County Council as to the suitability of the Ordinance Amendment and the inclusion of this structure as a designated historic site withing the Historic Preservation chapter.

In making its recommendations, **the Planning Commission may consider incorporating the following (staff suggested) reasons for Approval or Denial of the application as part of their formal motion:**

#### **3.0 STAFF SUGGESTED CONSIDERATIONS**

##### **3.1 Considerations for APPROVAL of the proposed Ordinance Amendment**

- 1 ) The home has historical significance in the Millcreek Township area and should be preserved.
- 2 ) The home still maintains its original appearance and integrity.
- 3 ) Preservation of the home would allow for reasonable modern uses to occur within that structure providing economic incentive for the property owner to maintain the original structure.

##### **3.2 Considerations for DENIAL of the proposed**

- 1 ) The home lacks sufficient historical significance and should not be listed in the Ordinance.
- 2 ) The home has undergone too many changes to its original appearance to be listed.
- 3 ) The Applicant has not established sufficient evidence to include this property in the Ordinance.

#### **4.0 PROJECT PHOTOS**



Image 1 : Front view of the Mill Creek Farm House from 4500 South



Image 2 : View of the Mill Creek Farm House from the northwest corner of the property.

## **THE MILL CREEK FARM HOUSE**

Historic Site and Conditional Use Proposal  
Parcel ID# 22-05-406-007  
Address: 1106 East 4500 South, Salt Lake City, Utah 84117

By:

Robert & Kathryn Commander  
2459 Murray Holladay Rd  
Holladay, UT 84117  
801 618-7248

For:

Salt Lake County Planning & Development  
Millcreek Planning Commission  
Salt Lake County Council

### **ITEMS INCLUDED**

- Cover Letter, Proposal
- Fees
- Property Information, Parcel ID and Tax Assessor Information
- Affidavit-Property Owner
- Current Business Licenses
- Health Inspector Approval
- Business Inspector Approval
- Water availability letter
- Sewer availability letter
- Plat map of SL County Section 5, 2S, SE quarter
- Plat map of Ranchfield Subdivision
- Mailing labels for adjacent property owners within 500 feet
- Proposal for additional parking, includes drawing and estimate
- Floor plans of building, including proposed use
- Summary of Property History, Names, Dates and Miscellaneous Items of Interest

March 28, 2014

Salt Lake County Planning & Development  
Millcreek Planning Commission  
Salt Lake County Council

To Whom It May Concern:

We are tenants, Robert & Kathryn Commander, in a building located at 1106 East 4500 South, in Millcreek Township of Salt Lake City, Utah, currently owned by Corner Store, LC, and managed by Billie Crocker. The following is our proposal to designate this building a historic site and our request for your consideration of a conditional use permit.

At first glance, it is clear that this home reflects an era from the past, and is unique to most other homes along 4500 South Corridor. A modest white stucco bungalow nestles behind a row of mature catalpa trees on a third of an acre lot, and offers a charm and serenity in welcoming the community. The house was built in 1884 according to the Salt Lake County Assessor. As parcel ID numbers did not exist beyond 1930, it is unclear yet as to the name of the original owner. Land Title Abstracts by the SL County Recorder show this property residing in Section 5, 2 South, 1 East, NW quarter of SE of the Mill Creek Precinct.

The Mill Creek Precinct was established in 1863, of Salt Lake County in the Utah Territory, and was considered some of the best and most productive farming land in Utah. Thomas Boam, William Wallace Merrill, and Edward Pugh are among the earliest grantees of land deeds from the US Government for this area, recorded in 1873 to 1875, though land transactions occurred many years earlier. Some of these names are documented as just a few of the thousands of Mormon Pioneers in Brigham Young's emigration from Nauvoo to Salt Lake City as early as 1847. They and their families became settlers, farmers and early founders of the Millcreek Ward/Precinct in Salt Lake City.

The Edward Pugh House, built in 1863, is listed in the National Register of Historic Places, and is located at 1299 East 4500 South, just two blocks east. It is written that Edward Pugh acquired land in 1853 to 1857 and describes it as a rectangular plot of land stretching roughly from 9<sup>th</sup> East to 17<sup>th</sup> East, and from 30<sup>th</sup> South to 47<sup>th</sup> South, which would have included this corner property. In speaking with descendants of the Pugh family, we were unable to confirm any connection between the two homes and still do not know who built the home, however, it is clear that a local farmer, Orlando F. Johnson acquired this property in 1909 or 1910 and farmed the land for decades. The attached photo was taken during his ownership (1934). The land was subdivided to create the Ranchfield subdivision in 1957.

Another neighboring home listed in the National Register of Historic Places is the Butler-Wallin House at 1045 East 4500 South, built in 1928. It is described as a revival style residence, significant for its association with the agricultural and suburban development of Salt Lake County's Second-Generation. Its architecture and style is definitely of more interest than ours, but it was built roughly 40 years later, and may not actually represent the hard working life of Millcreek's First-Generation farmer. In addition to their real estate, their property value consisted of just a few cattle, horses and mules, where few households had the luxury of owning a vehicle.

Our search for names associated with this property has included findings in the Salt Lake County Recorder Title Abstracts, the Millcreek Precinct of the United States Census, Assessment Rolls in the Salt Lake County Archives and Salt Lake Directories at the Utah History Research Center. Orlando Freedman Johnson is the earliest known owner of home acquiring ownership in 1909 or 1910. A summary of our findings is attached.

Regardless of who may have owned this property and when, we feel that the home reflects a true glimpse of Millcreek's past, whereas so many other structures have been forever lost. The home is in excellent condition, and its grounds have been well maintained. From the attached photo taken in 1934, we feel that it still maintains its original presence and integrity. A rough drawing included in a 1934 Tax Card shows the garage had been added. It describes the house as a single story residence. Thus, the two present dormers we're added later, and neither are believed to alter the home's front appearance. In 2002, improvements were made to the front entrance. The exterior is roughly the same, but the front covered porch and entrance have been remodeled, accommodating a small welcoming foyer inside, accessed by centered French doors. The kitchen was relocated to a smaller rear portion of the home, providing for a larger reception area in the entry.

In addition to our request to designate the building as an historical site, we are also asking your consideration for a Conditional Use permit. Currently the building is zoned as an RM Residential Multi-Family, and includes 4 office spaces, a small conference room, and one garage studio office space. When we signed our lease, all parties involved were under the impression that the building was zoned for a Salon. Unfortunately, after incurring start up costs and further review, we discovered that the zoning approved a tanning or cosmetic salon, among other uses, but it did not allow for a Beauty Salon. We were surprised by this inconsistency and seek to remedy that difference.

Our business is named Painted Heads, offering a unique combination of Beauty, Art and Wellness. We are a small, non-traditional hair salon and henna art studio, and registered with the State of Utah. We provide the natural art form of Henna to the heads of women, children and men experiencing hair loss due to chemotherapy or other health related conditions, helping transform one's loss of self-esteem into a healing experience.

We offer this as a Free Service to the cancer community. The county has approved our Henna Service and current parking needs. Providing a hair styling service for our clients during hair loss due to chemotherapy or when regaining their hair, and for otherwise healthy clients is necessary to maintain and support our philanthropic efforts.

We chose this building for its warmth, comfort and environment and believe that it is vital to our clients experience and our overall success. We have 4 stylist chairs and use organic products in promoting a healthy environment. A Painted Heads Art Gallery will enhance the walls, creating awareness and additional revenue, with limited retail. All aspects of our business are intended to attract a viable clientele, promote good will and provide a memorable experience for all. We believe that we can, and have, blended in harmoniously with the community, bearing no impact on our neighbors, and can help preserve and maintain the historical nature of the property.

We have no intention of changing or remodeling any part of the existing building. We realize that in the future an increase in visitors may require a need for more parking, therefore, a proposal for additional parking, located in the front of the building, and an estimate for costs are attached. If additional parking is required, we ask that an appropriate time line for implementation can be discussed, as the cost is significant.

As we are unable to determine the original owner of the property, we have chosen to name the building the Mill Creek Farm House. We do not wish to diminish the historical appearance by adding a large commercial application and feel a modest monument type sign will work best. Currently, a realtor style sign is located in the front area of the property, of which we wish to replace with something similar in size but more permanent, and placed either in the same location or moved to the NW corner of the lot.

Thank you for your consideration of these proposals.

Sincerely,

Robert & Kathryn Commander, Tenants  
Holladay, UT 84117

Corner Store, LC, Owner by Billie Crocker, Manager

**Names, Dates and Events of Interest  
Associated with House and within Millcreek, Salt Lake County, Utah  
Section 5, 2 South, 1 East, NW quarter of SE**

**1876** Assessment Roll of Salt Lake County: Mill Creek Precinct; Approximately 200 property owners.

**1880** Assessment Roll of Salt Lake County: Section 5, 2 South, 1 East, Mill Creek, Salt Lake County, Utah; Approximately 20 property owners.

**1884** Assessment Roll of Salt Lake County: Section 5, 2 South, 1 East, SE quarter; Approximately 7 property owners: (Names of interest are highlighted in Red)

**Thomas Boam**

William Park

Enoch R Pugh

**William F Williams**

George A Williams

Henry Bowden

John P Wright

**1885** Assessment Roll of Salt Lake County: Section 5, 2 South, 1 East, SE quarter; Approximately 7 property owners:

**Thomas G Boam:** Property description includes *Building* in Fraction of Lot column.

**William F Williams**

George Williams

Henry Bowden

James Nichol

Enoch R Pugh

Mary Ann Pugh

**1890** Assessment Roll of Salt Lake County: Mill Creek Precinct, School District #39. Property owners (incomplete):

**William F Williams-** Property: 27 Acres

**1903:** Assessment Roll of Salt Lake County, Mill Creek Precinct, School District #39:

**William F Williams:** Property: 23.67 acres. (Description beginning with Com 3.68 Ch... NW of SE... is similar to property description owned by Orlando F Johnson in 1914)

Other Names of Interest:

Elizabeth Boam

John P Wright

Enoch R Pugh

Rueben Miller (Mill Creek Ward Bishop in 1851, died 1882)

John Rider (listed in Utah Sons of Pioneers, built historical home in Kanab)

Daniel P Williams

**1903** SL County Recorder: William F Williams deeds property to wife, Mary M Williams.

**1906** SL County Recorder: Mary M Williams deeds property to Joseph H Moss.

**1909:** SL County Recorder: Joseph H Moss, wife Orcas D, deeds property to O F Johnson.

**1910** US Census, Utah, Salt Lake County, Millcreek Precinct: **Orlando F Johnson**, resident/owner at the address of East 16<sup>th</sup> South.

**1912** R L Polk, Salt Lake Directories: **Orlando F Johnson**, owner/resident at 16<sup>th</sup> South nr 11<sup>th</sup> East (16<sup>th</sup> South later became 4500 South). Occupation: farmer. Orlando Freedman Johnson; Birth: 4/9/1864. Immigrated to the USA from Sweden in 1882. Married Rhoda M Snyder in 1892 and had 5 children. Death: 2/7/1921.

**1914:** Assessment Roll of Salt Lake County, Mill Creek Precinct, School District #39: Owner, Orlando F Johnson; Property: 6.8 acres. (Property description is similar to that of owner William F Williams in 1903, though less acres)

**1934** Utah State Tax Commission: **Rhoda M Johnson**, widow to Orlando F Johnson. First resident/owner documented at address 1106 East 4500 South, Parcel 22-05-406-007. Photo of home is attached.

**1957:** Portion of Section 5, 2 South, 1 East, SE quarter is subdivided into Ranchfield Subdivision. William H Doxey was owner of the house from approximately 1951 to 1958 or beyond. Graham Doxey was President of National Investment Co. who orchestrated subdivision transaction. Relationship is unknown and just a matter of interest.

**County Recorder, Title Abstracts**  
**Property: Section 5, 2 South, 1 East, NW quarter of SE**

<b>Date</b>	<b>Grantor</b>	<b>Grantee</b>	<b>Title</b>
09/1873	United States of America	Thomas Boam	Patent
06/1873	United States of America	William W Merrill	Patent
11/1875	United States of America	Edward Pugh	
06/1883	Thomas Boam	William Boyce	WD
02/1885	Charles Spencer (Sheppard?)	Joseph Coult(Couls?)	WD
05/1891	Thomas Boam	Edward Pugh	WD
05/1891	William F Williams	Enoch R Pugh	
06/1895	William W Merrill	Edward Pugh	WD
01/1896	Enoch R Pugh	Williams F Williams	WD
11/1896	Enoch R Pugh, w Harriet	John Rider	WD
11/1896	William W Merrill	George A Williams	WD
05/1897	William W Merrill, w Lucy M	Enoch R Pugh	WD
05/1897	John Rider, w Mary	Miles S Larsen	WD
06/1897	Thomas G Boam, w Mary E	William M Boam	
01/1898	Elizabeth M Boam, widow	Thomas G Boam	
12/1898	Henry Bowden, County Auditor	SL County	AuctD
12/1899	Thomas Boam	SL County	Tax
	Sale		
05/1900	George A Williams	George B Williams	WD
07/1900	SL County	Sarah F Bowden	
00/1900	Reuben Miller		
00/1900	John P Wright		
00/1900	Christina McNeil	Charles R Reynolds	WD
09/1902	Mary M Williams	Joseph A(P?) Newman	WD
09/1902	William F Williams	George B Williams	WD
09/1903	Williams F Williams	w Mary M Williams	WD
10/1903	Joseph P Newman	Martha E N Nielson	WD
09/1904	LDS Church	James E Hamilton (bishop)	WD
09/1904	LDS Church, James E Hamilton	John P Wright	
09/1905	Martha Edith Newman Nielson	Daniel P Williams	
06/1906	Martha Edith Newman Nielson	Mary M Williams	WD
06/1906	Mary M Williams	Joseph H Moss	WD
06/1906	Joseph H Moss, w Dorcas D	Mary M Williams	MTG
10/1906	George B Williams	William J Sutherland	WD
06/1903	John Rider, w Mary W	Cyrus Neff	
04/1907	Williams (Family)	Miles E Miller, w Ellis	WD
09/1909	Joseph H Moss, w Dorcas D	O F Johnson	WD

10/1911	William Sutherland, w Josephine	George B Williams	
06/1914	Orlando F Johnson	Cyrus Neff	MTG

**Salt Lake City Directories Address: 45th South near 11th East**

<b>Date</b>	<b>Name (owner)</b>	<b>Occupation</b>
1910-1925	Orlando F Johnson	Farmer
	Orlando F Johnson, w Rhoda	Employee of American Smelting & Refinery Co
1925-1927	Rhoda M Johnson (widow)	

**Address listed as 1106 E 4500 S**

1929-1948	Archie L Stokes, w Mary L	Salesman, Columbia Steel
1951	William H Doxey	US Marine Corp
1955-1958	William H Doxey, w Elithe	Teacher, Public School
1964	Garth W Nuttal	Bookkeeping Services
1968	James F Perry, w Dorothy T	Mach Beuhner Block
1975	Jim Cook, w Laura	Tires Wholesale, Mgr
1989	Cal L Miller	Intr Mtn Volkswagon

**Recent County Recorder Title Abstracts**

1991	Habbeshaw, Russell
1997	Saur, Caroline
2002	Windrose, Jerry Bybee, Augusta Inv.
2003	Billie Crocker – Corner Store

**Specific Names of Interest:**

William Freeman Williams- Possible first owner of home and property, dates back to 1880

Thomas Boam- Early Millcreek property owner, dates back to 1873, more likely beyond

Thomas G Boam –son of Thomas Boam, also possible first owner and builder of house, 1885

Edward Pugh- Early Millcreek property owner, Mormon Pioneer, family lineage and story is available

Enoch Rock Pugh- Mary Ann Rock Williams’ 4<sup>th</sup> child, stepson to Edward Pugh

John and Mary Rider- Mormon Pioneers, land exchange involving Edward and Enoch Pugh

Mary Ann Rock Williams- Edward Pugh’ s first wife

George A Williams- Mary Ann Rock Williams first son, step son to Edward Pugh

William W Merrill- Early Millcreek property owner, Mormon Pioneer

### **Other Buildings of Interest:**

Edward Pugh House: 1299 E 4500 S. Built in 1850 by Edward Pugh,  
National Register of Historic Places, 8/31/1978

Butler-Wallin House: 1045 E 4500 S, Built in 1928, National Register of Historic Places

### **Sources**

County Recorder: Title abstracts  
County Assessor:  
Utah History Research Center (UHRC)  
Salt Lake County Archives  
US Census, Millcreek Precinct  
Church History Library  
FamilySearch.org  
Ancestry.com  
Sons of Utah Pioneers

### **Outside Interests**

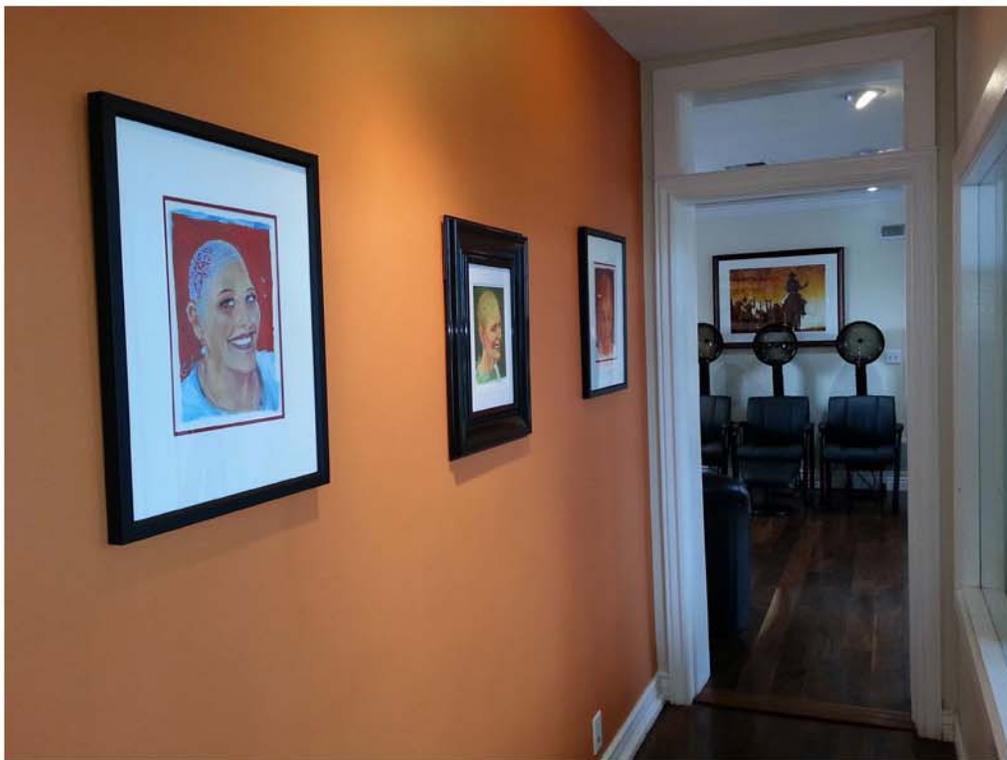
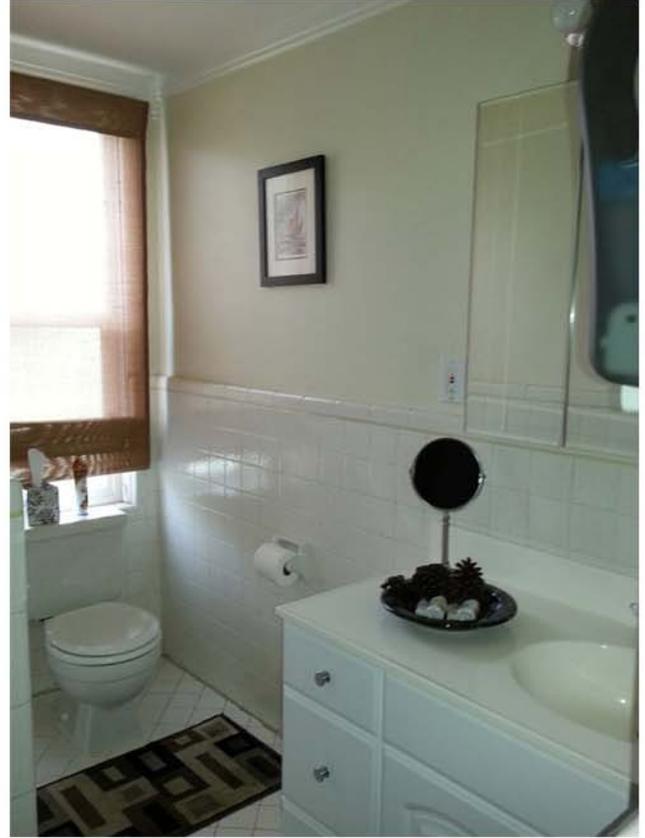
According to current descendants of the Pugh Family, the 1106 E 4500 house has no relationship with the Pugh family. George A Williams built a home on 1069 E 4500 S that is no longer there. His son, George B Williams, built two homes, one located at 1025 E 4500 S, and the other at 985 E 4500 S, which are believed to still exist. This Williams family is not related to William F Williams family, and mentioned because of the proximity of address. Although not included in Proposal, and if requested, we have copied many US Census Documents in the Millcreek Precinct from 1880 to 1910 trying match names and locations.



Year: 1934  
Owner: Rhoda Johnson  
1106 East 4500 South  
Millcreek, Salt Lake County, Utah



House - Front



Kitchen, Bathroom, Hallway



Entry - Reception



NW Side



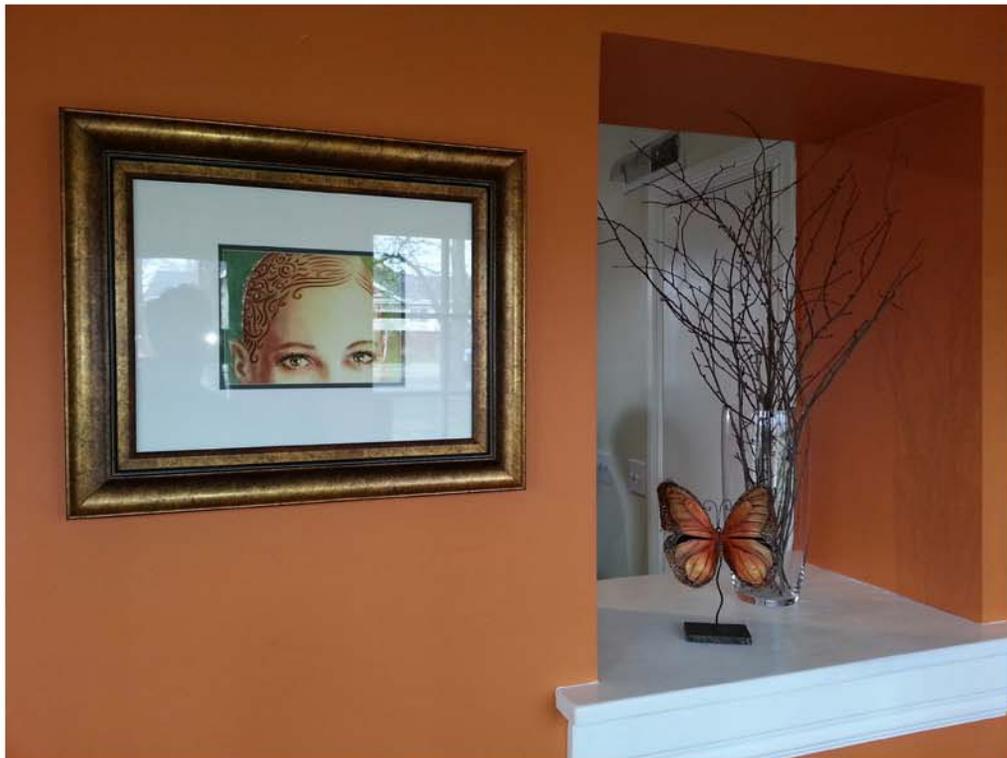
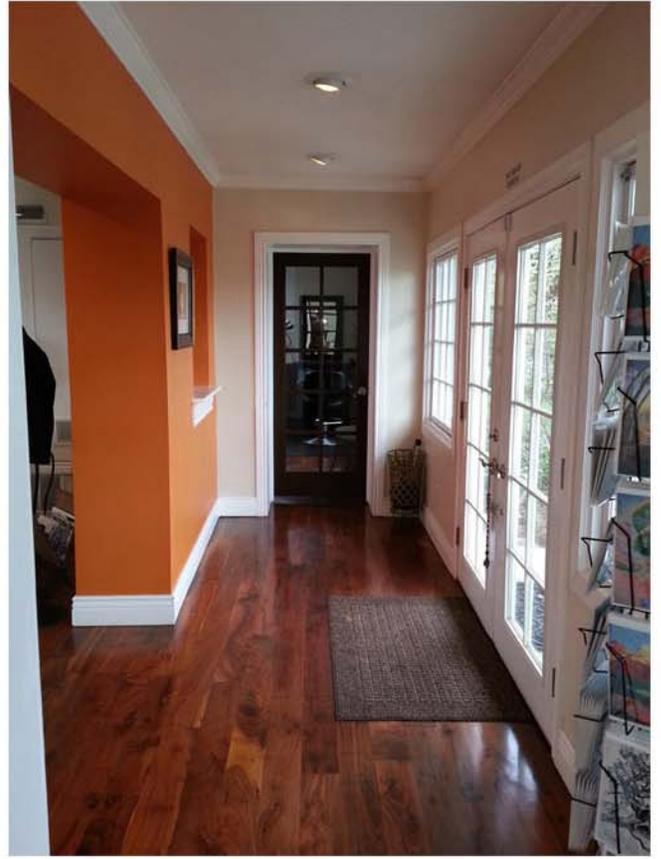
East Side



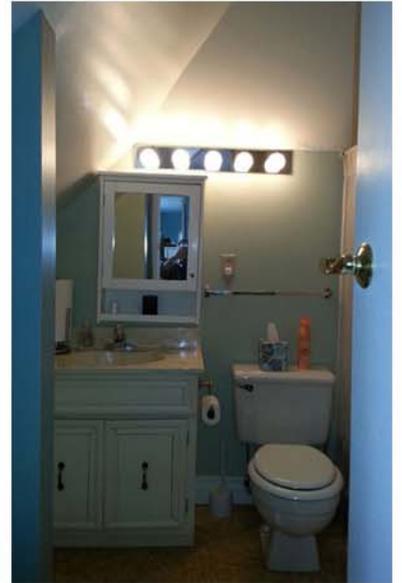
Sign (Old)



Stylist Room



Front Entry



Upstairs Office

←  
MONUMENT AT  
INTERSECTION  
1100 E. & 4500 S.

Scale  
1/8" = 1'  
↑ N

4500 SOUTH

S. 89°54'45" E. 103.00'

S. 0°05'15" 141.00'

RANCHFIELD ROAD

LOT 8-006

N. 0°05'15" 134.00'

LOT 14-007

Tree Removal

141.00'

HOLMAN  
SUBDIVISION

LOT 7-011

LOT G-012

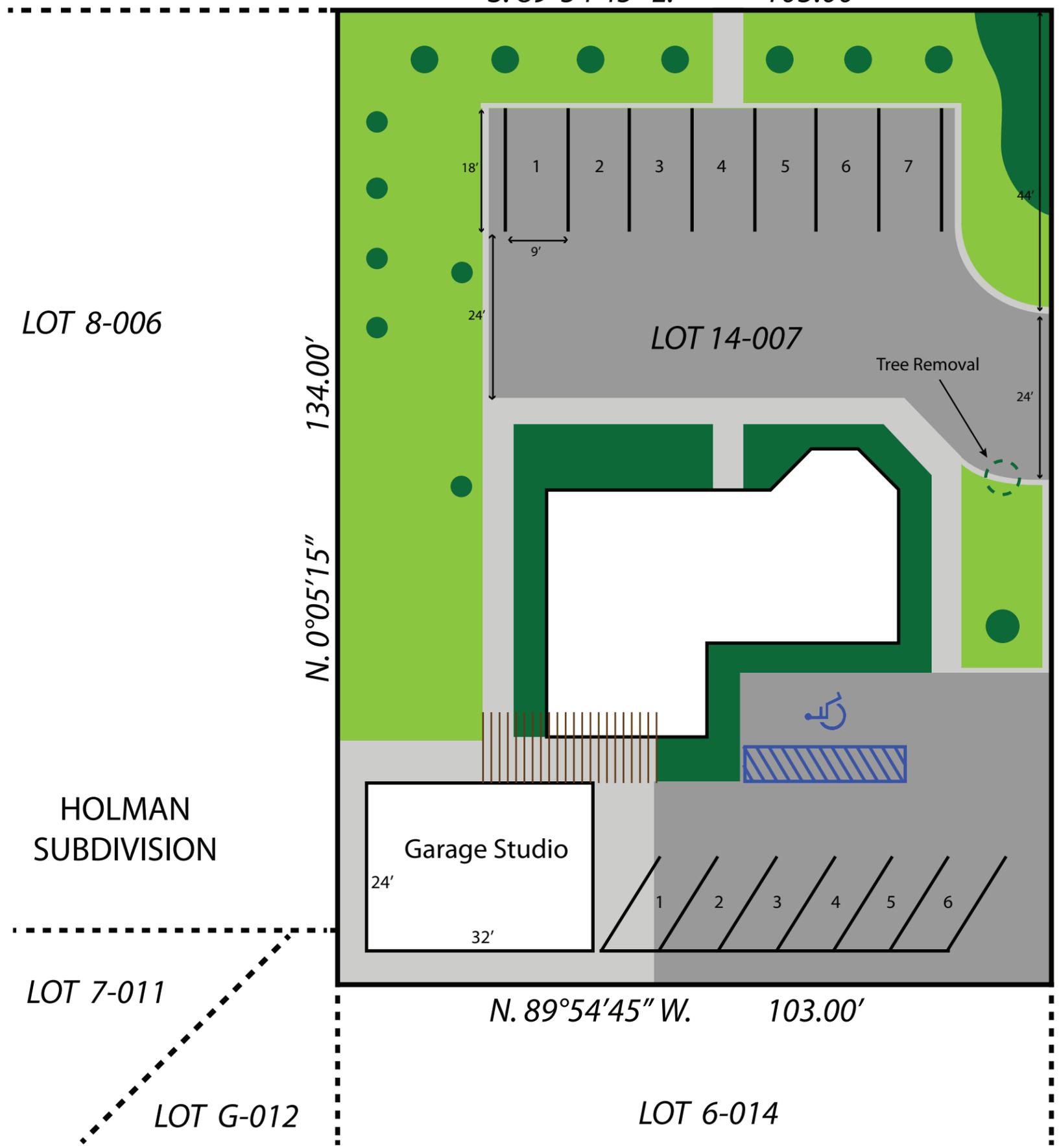
Garage Studio

24'  
32'

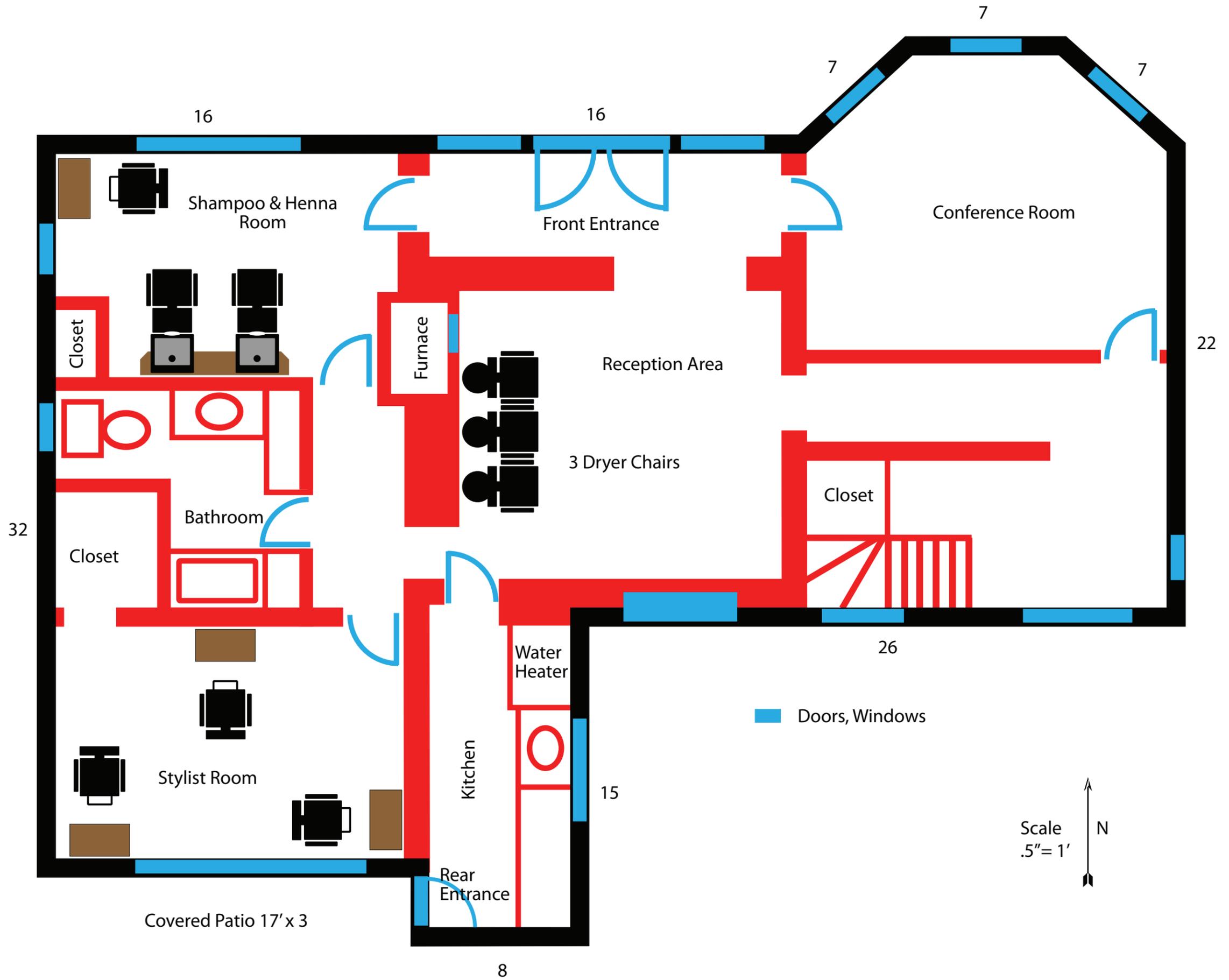


N. 89°54'45" W. 103.00'

LOT 6-014



Main Floor Plan: 2014



2nd Floor Plan: 2014

