

**SALT LAKE CITY
HISTORIC LANDMARK COMMISSION**

**REQUEST BY WAYNE BELKA TO CONSTRUCT A NEW COMMERCIAL
STRUCTURE ON AN EXISTING VACANT LOT AT 479 SOUTH 600 EAST
IN THE CENTRAL CITY HISTORIC DISTRICT**

**CASE NO. 020-06
WEDNESDAY, MAY 17, 2006**

OVERVIEW

Mr. Wayne Belka is requesting approval to build a new commercial structure, 4,144 square feet, on two lots at the intersection of 500 South and 600 East. The lots are zoned CS, Commercial Shopping, the purpose of which is to *“Provide an environment for efficient and attractive shopping center development at a community level scale.”* (Salt Lake City Ordinance 21A.26.030(A)). The lots are located in the Central City Historic District, north of Trolley Square and east of Smith’s Marketplace.

BACKGROUND

These lots are located on the northeast corner of the intersection of 500 South and 600 East. The lot on the corner was the site of Bill and Nada’s Restaurant, which was demolished in 2002. The lot to the east was the site of a small duplex (613-615 E. 500 S.), which burned in 2001 and was subsequently demolished.



PROPOSAL

The applicant is proposing to construct a restaurant and bakery on the site. The restaurant will provide both indoor and outdoor seating, and a drive-through window. The new building will be placed at the southwest corner of the property, with the drive-through window on the north side of the building accessed from 500 South. This is a one-story, 4,144 square foot building with a total height of 21 feet 8 inches from finished grade. The building has frontage on both 500 South and 600 East. The materials proposed for the exterior of the project include brick

vener for the main portion of the building, with Exterior Insulating and Finish Systems on the upper third of the elevations. The plans show storefront windows on the primary facades, with round arches and awnings above. Public entrances are indicated as single doors on the south and west elevation, with a set of double doors providing customer access on a diagonal wall at the southwest corner of the building.

ANALYSIS

REQUIREMENTS OF THE ZONING ORDINANCE

ZONING REQUIREMENTS

The Planning Commission must review all new construction in a CS Commercial Shopping Zoning District as a planned development, which is a distinct category of conditional use review. The planned development process seeks to allow flexibility in site design so as to encourage the efficient use of land and resources, promoting greater efficiency in public and utility services and encouraging innovation in the planning and building of all types of development. The planned development process allows the Planning Commission to waive, or alter, the base zoning requirements regarding minimum lot size and yard requirements, landscaping, height and access restrictions. In this case, the applicant must receive approval from the Planning Commission because of the subject property's location in the CS Zoning District, and the applicant will request modifications to the perimeter and front- and corner-side yard requirements to the Planning Commission through the Planned Development process.

The Historic Landmark Commission must review the subject application according to the requirements of the Zoning Ordinance.

21A.34.020 H Historic Preservation Overlay District:

H. Standards for Certificate of Appropriateness Involving New Construction or Alteration of a Noncontributing Structure. In considering an application for a certificate of appropriateness involving new construction, or alterations of noncontributing structures, the historic landmark commission, or planning director when the application involves the alteration of a noncontributing structure, shall determine whether the project substantially complies with all of the following standards that pertain to the application, is visually compatible with surrounding structures and streetscape as illustrated in any design standards adopted by the historic landmark commission and city council and is in the best interest of the city.

1. Scale and Form.

a. Height and Width. The proposed height and width shall be visually compatible with surrounding structures and streetscape;

b. Proportion of Principal Facades. The relationship of the width to the height of the principal elevations shall be in scale with surrounding structures and streetscape;

- c. Roof Shape. The roof shape of a structure shall be visually compatible with the surrounding structures and streetscape; and*
- d. Scale of a Structure. The size and mass of the structures shall be visually compatible with the size and mass of surrounding structure and streetscape.*

DISCUSSION: Buildings in the vicinity of this property include a variety of sizes and shapes, including Trolley Square to the south, the Smith’s Marketplace to the west, flat-roofed, small scale commercial structures directly north, and two-story commercial corners to the southwest. With the exception of Trolley Square and its scalloped parapet walls, the commercial buildings have flat or low-pitched roofs, are one- to three- stories in height, and are larger than the proposed structure. The orientation of the building is horizontal, as it is wider than it is tall. Therefore, the scale and form will be compatible with the surrounding structures and streetscape.

FINDING: The proposed design meets the intent of the “scale and form” standards. The scale and form of the proposed structure fall within the range of building forms found in the area.

2. Composition of Principal Facades.

- a. Proportion of Openings. The relationship of the width to the height of windows and doors of the structure shall be visually compatible with surrounding structures and streetscape;*
- b. Rhythm of Solids to Voids in Facades. The relationship of solids to voids in the facade of the structure shall be visually compatible with surrounding structures and streetscape;*
- c. Rhythm of Entrance Porch and Other Projections. The relationship of entrances and other projections to sidewalks shall be visually compatible with surrounding structures and streetscape; and*
- d. Relationship of Materials. The relationship of the color and texture of materials (other than paint color) of the facade shall be visually compatible with the predominant materials used in surrounding structures and streetscape.*

DISCUSSION: The fenestration pattern of the proposed building on the south and west elevations consist of two bays of windows, divided in half, that extend about two-thirds of the height of the brick wall. The drawings show half-rounded awnings shielding the windows, and also show a “blind” bay on the south elevation. Traditionally, fenestration patterns on commercial buildings of this scale (one-story in height, in this case about 4,000 square feet), were symmetrically organized, and with glazing taking up most of the wall on the street elevations. The use of large expanses of glass is consistent with a commercial structure for a retail use, but not in the configuration shown, and not with the “blind” bay, as shown on the south elevation. The windows on the east and north elevations are not characteristic of historical storefront architecture, but are instead associated with the drive-through function the applicant is proposing.

Many historic commercial buildings located on corner lots have corner entries, creating an important visual feature along the streetscape. The proposed plan shows a diagonal entry on the southwest corner, with double doors and a transom. These proposed features are typical of commercial structures from the pre-World-War II era, but the proposed sidelights, as well as the elongated windows on the south and west elevations, are atypical of this type of building. Doors on the south and west elevations are single doors, consisting almost completely of glazing, with additional, full-height, glazed bays to the side of the single doors. The single doors, with their fenestration pattern of a large, vertically-oriented piece of glass, are consistent with commercial, small-scale architecture that was typically seen during Central City's historic period. The glazed bays next to the single doors are not in character with historical storefronts found in Salt Lake City. The door on the east elevation is a solid, single door next to the drive-through window.

As a commercial structure, the proposed design has no porches. The proposed projections include an angled awning and round arched awnings over the south and west elevations. The single-door entrance on the south elevation is recessed, and includes space for the mandatory bicycle rack.

The proposed materials include brick on the lower two-thirds of the walls and EIFS above, scored into wide, horizontal panels, with a convex band around the top. The brick and EIFS are carried around the entire building. Both brick and EIFS are found in abundance in the vicinity of the subject property: Trolley Square is brick, while the Smith Marketplace to the west is EIFS and brick.

A materials board has not been submitted for the project at this time.

FINDING: In the existing proposal, the applicant does not meet the standard in terms of proportion of openings and rhythm of solids to voids in facades. With minor changes; however, the features noted in the discussion above could meet the standards of the ordinance. The applicant meets the standard pertaining to materials. Rhythm of entrance porches is not an issue in this case.

3. Relationship to Street.

- a. Walls of Continuity. Facades and site structures, such as walls, fences and landscape masses shall, when it is characteristic of the area, form continuity along a street to ensure visual compatibility with the structures, public ways and places to which such elements are visually related;*
- b. Rhythm of Spacing and Structures on Streets. The relationship of a structure or object to the open space between it and adjoining structures or objects shall be visually compatible with the structures, objects, public ways and places to which it is visually related;*
- c. Directional Expression of Principal Elevation. A structure shall be visually compatible with the structures, public ways and places to which it is visually related in its orientation toward the street; and*

d. Streetscape-Pedestrian Improvements. Streetscape and pedestrian improvements and any change in its appearance shall be compatible to the historic character of the landmark site or H historic preservation overlay district.

DISCUSSION: Continuous setbacks and landscape massing are not characteristics of the neighborhood's streetscape. Many of the buildings in the vicinity of the subject property, such as the Modern Display warehouse to the east and the west wall of the Family Center to the north, do not have deep setbacks and form a street wall on these block faces. However, these block faces are also interrupted by parking lots and front-yard parking. The Smith's Marketplace to the west has a large expanse of parking on the east half of the block, with a wide, landscaped buffer. The proposed building sits at the corner of the lot, with a narrow setback. Outdoor seating is proposed on the south side of the building. The project does not meet the City's landscaping requirements for perimeter landscaping of the parking lot, or front and corner-side yard landscaping. The Planning Commission can approve modifying these standards. Section 21A.48.080(D)(3)(d) requires that the applicant construct a solid, six-foot fence around the perimeter of the parking lot.

FINDING: The continuity of block frontages near the subject property varies in terms of siting and the rhythm of spacing the structures on the street. By siting the proposed building at the corner of the lot, the applicant is maintaining the street walls that can be found in the area, and is respecting the historic pattern of setting and location of commercial buildings in Central City.

4. Subdivision of Lots. The planning director shall review subdivision plats proposed for property within an H historic preservation overlay district or of a landmark site and may require changes to ensure the proposed subdivision will be compatible with the historic character of the district and/or site(s).

DISCUSSION AND FINDING: The applicant will have to combine the two parcels of land, and record a notice at the Salt Lake County Recorder's Office.

In addition, the Historic Landmark Commission must consider the application within the context of the Design Guideline standards that apply to this proposal:

13.31 Maximize the visual impacts of automobiles as seen from the sidewalk by pedestrians. *Provide landscaped buffer areas to screen and separate the sidewalk from parking and drive lanes within individual commercial sites.*

13.32 Screen service areas from the residential portions of the historic district. *Use fences, walls and planting materials to screen service areas. When feasible, locate service areas away from residential portions of the historic district.*

13.33 Minimize the visual impacts of signs. *This is particularly important as seen from within the residential portions of the historic district. Smaller signs are preferred. Monument signs and low pole-mounted signs are appropriate.*

13.34 Shield all site lighting such that it does not spill over into residential portions of the historic district.

DISCUSSION: Because the building is sited at the corner of the property, close to 600 East and 500 South streets, the applicant has been able to place the parking behind the building. As per the requirements of the Zoning Ordinance, the dumpster and other service equipment will be screened from view. Signage will be handled under a separate permit; however, the Historic Landmark Commission has a strong record for not allowing back-lit signage that is in one plastic panel. The Zoning Ordinance requires that lighting cannot spill onto other properties, and there are not residential properties near these parcels.

RECOMMENDATION

Staff recommends approval of the proposal, with the caveat that the issues described in the above text regarding fenestration and entrance details be resolved, by the Historic Landmark Commission's delegation to Staff for final approval.

Staff suggests that the applicant supply further detail to Staff and/or the Commission regarding the following items:

- Fenestration patterns on the south elevation, including windows and entrances, and that window and door types be provided in a schedule to Staff;
- That a material board be submitted to Staff;
- Any other items raised by the Historic Landmark Commission during its discussion.
- That the Historic Landmark Commission delegate authority to Staff to administratively approve a wood or wrought iron fence around the parking lot.

The approval by the Historic Landmark Commission should also be contingent upon approval as a Planned Development by the Planning Commission. All City requirements must be met prior to obtaining a building permit.

Elizabeth Giraud, AICP
Senior Planner
May 17, 2006

Attachments: Exhibit A: Photographs of the Vicinity of the Property
Exhibit B: Submitted Plans

Exhibit A
Photographs of the Vicinity of the Property

Exhibit B
Submitted Plans

