

**SALT LAKE CITY  
HISTORIC LANDMARK COMMISSION**

**REQUEST BY BRUCE MANKA, REPRESENTED BY ALLEN-MILLO  
ASSOCIATES, TO MAKE IMPROVEMENTS TO MARMALADE SQUARE, AN  
EXISTING MULTI-FAMILY PROPERTY LOCATED AT 650 NORTH 300 WEST  
STREET, IN THE CAPITOL HILL HISTORIC DISTRICT**

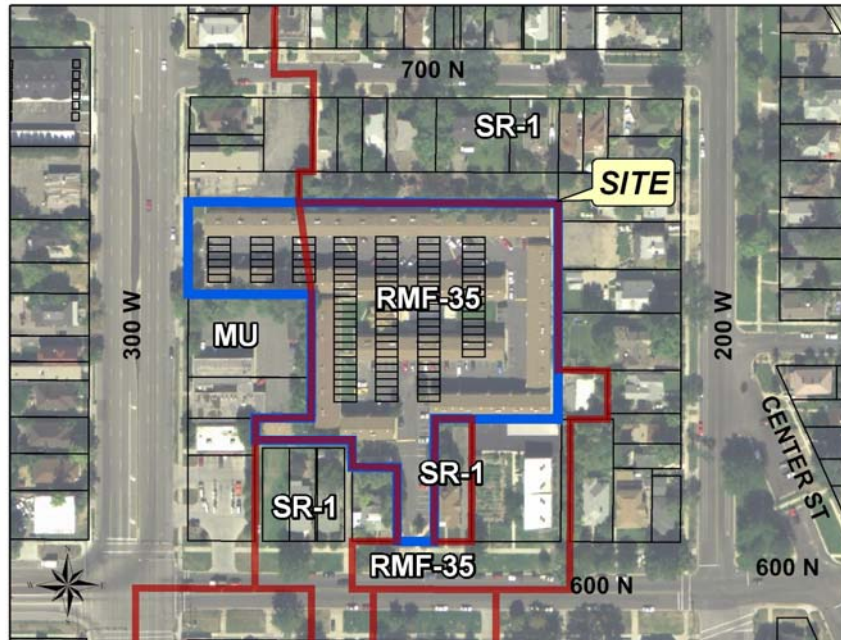
**CASE NO. 019-06**

**MAY 17, 2006**

**OVERVIEW**

The applicant is requesting approval to make improvements to Marmalade Square, an existing multi-family property. The property is located in the Capitol Hill Historic District, which was locally designated as a historic district in May of 1984. The base zoning of the portion of the property with frontage on 300 West Street is MU, Mixed Use, the purpose of which is “to encourage the development of areas as a mix of compatible residential and commercial uses.” The remainder of the property is zoned RMF-35, the purpose of which is “to provide an environment suitable for a variety of moderate density housing types including multi-family dwellings.” The zone allows single-family, twin homes and multi-family dwellings as permitted uses.

The applicant is also requesting Planned Development/Conditional Use approval from the Planning Commission to allow flexibility in design and land utilization of the subject property. The Planned Development request includes modifications to the building setback requirements of the Zoning Ordinance.



## **BACKGROUND AND PROPOSAL**

The Capitol Hill Historic District is a predominately residential neighborhood similar to most Salt Lake City neighborhoods. It contains a mix of housing stock ranging from the pioneer-era to the 1950s. These architectural and historical resources range from the high style mansions of Arsenal Hill (south of the capitol building grounds) to more densely situated vernacular designs. Multiple-family structures were also built during this period.

Most of the commercial buildings in the district are located along 300 West Street which has been a wide transportation corridor for many years. The 300 West corridor was one of the last streetcar lines to cease operation in the 1940s when the city dismantled the system. An important state road, the corridor became part of State Highway 89 and was completely paved for automobile traffic by 1921. As automobile traffic increased, the busy 300 West Street became an impetus to commercial development.

After World War II and the ensuing flight to the suburbs, the housing stock and overall character of the Capitol Hill neighborhood began to decline. By the mid-century mark, commercial development in the area begun to rise and became more intrusive to the residential character of the neighborhood. Some contemporary buildings were built in the area during this period, particularly a number of apartment complexes (ranging from four units to over a hundred). On October 24, 1960, the Board of Adjustment considered a variance request by Keith Knight of Charter Development Corporation for the subject property. The Board approved the request to construct a “garden-type” apartment complex, a portion of which would not front on a dedicated street and without the required rear yard setback.

Built in 1960, the development has not achieved historic significance. It can be considered a noncontributing property because of its age (less than fifty years old). Furthermore, the map included in the National Register nomination for the Capitol Hill Boundary Extension prepared in August of 2001 by Korral Broschinsky identifies the development as one with noncontributing structures. The standards for the issuance of a Certificate of Appropriateness involving alterations to a noncontributing structure apply to this project (Section 21A.34.020).

Marmalade Square is a 100 unit condominium complex under single ownership consisting of seven buildings currently functioning as apartments that are to be remodeled for sale. The proposed upgrade includes exterior building improvements, unit balcony additions, a new entry element, and some interior improvements.

## **ANALYSIS**

### **REQUIREMENTS OF THE ZONING ORDINANCE**

#### **ZONING REQUIREMENTS**

All proposed work must comply with height, yard and bulk requirements of the MU and RMF-35 Zoning Districts unless otherwise modified by the Planned Development/Conditional Use review process. The applicant has requested that the Planning Commission modify provisions of the Zoning Ordinance to:

- Modify minimum yard standards (side and rear) to allow encroachments for unit balcony additions and roofs of lower-level patios.

## **ZONING ORDINANCE AND DESIGN GUIDELINES**

### **Alteration of a Noncontributing Structure**

The Historic Landmark Commission has design review authority with respect to this request. In order to make its decision, the Commission must use the following standards. The Design Guidelines suggest the use of *Standards for New Construction* when reviewing alterations to noncontributing buildings.

#### *21A.34.020 H Historic Preservation Overlay District:*

*Standards for Certificate of Appropriateness Involving New Construction or Alteration of a Noncontributing Structure, which states: 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 structures and streetscape.*

**DISCUSSION:** The mid-block development consists of seven two-story buildings with an outdoor pool amenity. The width of the principal facades of the buildings as seen from the streetscape (300 West Street) will not change, nor will the height of the buildings. A parking lot fronts the 600 North Street streetscape. City records indicate that the roofs of the buildings were modified from a flat to a shallow pitch gable roof in 1985.

**FINDING:** The proposed improvements to the building do not affect the existing scale, mass or roof shape of the development as viewed from the streetscape.

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 buildings construction is characterized by flat unornamented planes for walls and windows. The covered walkways on the front façades of the buildings are used to wrap and define the units. These two-story modules are accentuated by the stair-step effect resulting from the slope of the property. This stair-step effect is also expressed in the roof structure and other façade treatments. The buildings are constructed with T1-11 siding as an accent to the predominant concrete masonry unit (CMU) walls.

The applicant proposes to use standard industrial elements for finishes on the alterations. The T1-11 siding would be replaced with galvanized corrugated metal siding applied both vertically and horizontally. The new sculptural elements attached to the front facades that identify access to stairways and attach to the existing metal balcony railings would be covered with a painted paneled sheet metal cladding. The proposed second-story balcony structures would have a corrugated metal covering as well as the roofs of the lower-level patios.

Staff finds the proposed exterior building improvements generally acceptable. However, Staff considers the use of metal cladding and roofing materials for a residential development inconsistent with the Design Guidelines and incompatible in Salt Lake City's historic districts because of its texture, large modular pattern, and glossy finish. The use of materials that will reinforce established material patterns in the neighborhood is preferred. Historically, masonry, stucco and painted wood materials characterized the Capitol Hill Historic District. Metal products are allowed on new construction for soffits and eaves only.

It is important that the introduction of any new materials be carefully reviewed so that the integrity of the historic districts will not be compromised. The use of substitute siding materials on a building can be considered to be a contemporary interpretation of historic design elements, when the material conveys an appearance similar to

traditional building materials. Other materials have been considered by the Commission as long as the scale, proportion, finish and texture reinforce existing characteristics. For example, a substitute wood siding material may be acceptable where the material conveys a similar lap dimension and crispness and uses similar trim elements to those found historically. Additionally, a substitute material should have an established track record in other applications where its durability and long-term performance have been demonstrated. Contemporary interpretations of building ornamentation should be limited in their application. The Design Guidelines include these recommendations with respect to compatible building materials:

### **Standards for New Construction**

**11.4 Construct a new building to reinforce a sense of human scale.** A new building may convey a sense of human scale by employing techniques such as these:

- Using building materials that are of traditional dimensions.
- Providing a one-story porch that is similar to that seen traditionally.
- Using a building mass that is similar in size to those seen traditionally.
- Using a solid-to-void that is similar to that seen traditionally, and using window openings that are similar in size to those seen traditionally.

**11.16 New materials that are similar in character to traditional materials may be acceptable with appropriate detailing.** Alternative materials should appear similar in scale, proportion, texture and finish to those used historically. They also must have a proven durability in similar locations in this climate. Metal products are allowed for soffits and eaves only.

**11.18 If they are to be used, design ornamental elements, such as brackets and porches to be in scale with similar historic features.** Thin, fake brackets and strap work applied to the surface of a building are inappropriate uses of these traditional details.

**11.19 Contemporary interpretations of traditional details are encouraged.** New designs for window moldings and door surrounds, for example, can provide visual interest while helping to convey the fact that the building is new. Contemporary details for porch railings and columns are other examples. New soffit details and dormer designs also could be used to create interest while expressing a new, compatible style.

### **Design Standards for the Capitol Hill Historic District**

**13.20 Use building materials that appear similar to those seen historically.** Appropriate primary building materials include brick, stucco and painted wood.

**FINDING:** No changes are proposed to the composition of the principal façades as viewed from the street. The proposed metal cladding materials, however, fail to convey the same visual appearance of those building materials used historically for

residential structures in the historic district, and thus are inconsistent with this standard. Corrugated metal and sheet metal panels do not possess the same physical properties (such as composition, texture and pattern) nor are they compatible with the masonry, stucco and wood building materials found historically in the district.

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:** This is a remodel of an existing building that is out of character from the historic district. The walls of continuity and rhythm of spacing and structures on streets would not change from the current configuration. The drawings for the project include new signage for the main entrance to the complex off 600 North Street. The applicant proposes to replace the existing signage and install a four foot high concrete monument sign with metal letters (24 sq. ft. in signage area). The Salt Lake City Zoning Ordinance (Section 21A.34.020G.11) requires that:

*Any new sign and any change in the appearance of any existing sign located on a landmark site or within the H historic preservation overlay district, which is visible for any public way or open space shall be consistent with the historic character of the landmark site or H historic preservation overlay district and shall comply with the standards outlined in Part IV, Chapter 21A.46, Signs.*

The Zoning Ordinance standards for monument signs in a RMF-35 Zoning District are listed below:

<b>Type of Sign</b>	<b>Maximum Area Per Sign Face</b>	<b>Maximum Height Requirement</b>	<b>Setback Requirement</b>
Monument Sign	24 square feet	4 feet	5 feet

In 1984, the Historic Landmark Commission adopted the following policy statements for determining whether a sign is consistent with the historic character of a district or landmark site:

- 1. A sign is an integral part of the building façade in both design and function and should complement the building in terms of location, size, illumination, material, style and color. The Commission considers the entire principal façade as the “sign” (i.e. in context). Signs should relate to the architecture of the building and not have a negative impact on neighboring properties and the streetscape.*
- 2. In commercial areas of historic districts (such as South Temple), the Commission encourages the use of low-key, sophisticated signage such as brass lettering, painted signs in an historical character, etc. The Commission encourages the spotlighting of buildings rather than illuminated signs in most cases. Back-lit plastic and animated sign are discouraged. Indirect lighting is preferred.*
- 3. The Historic Landmark Committee considers the request for a sign in the context of the owner’s comprehensive (total) signage plan for the building identification sign will be approved by the Committee. Tenants should be identified in an interior building directory.*

The proposed signage meets the height and size standards of the Zoning Ordinance. The proposed monument sign also complements the design of the buildings in terms of material and style.

The applicant proposes a privacy wall along the west side of the property fronting 600 North Street. It extends from the existing entrance pier, north approximately one hundred feet. The proposed wall would be six feet in height. The wall consists of twelve foot concrete masonry unit sections with a sand-blasted finish and includes iron work between the sections. The Zoning Ordinance allows a maximum height of six feet in any required side yard.

The new entry element also includes an eight foot high wall. The wall would be similar in design to that of the west wall. All components of the new entry element should comply with the height, yard and bulk requirements of the RMF-35 Zoning District. The Design Guidelines offer the following guidance for compatible site feature design:

**1.3 For a replacement fence, use materials that appear similar to that of the original.** A painted wood picket fence is an appropriate replacement in most locations. A simple metal fence, similar to traditional “wrought iron” or wire, also may be considered. In all cases, the fence components should be similar in scale to those seen historically in the neighborhood.

**1.4 A replacement fence should have a “transparent” quality, allowing views into the yard from the street.** Using a solid fence, with no spacing between the boards, is inappropriate in a front yard. Chain link is not allowed as a fence material where it would be visible from the street. Vinyl fencing is reviewed on a case-by-case basis. In some instances, it is allowed if it is not seen from the street, if the style of the fence is compatible with the house and if the vinyl fence is not replacing a historic fence or landscape feature.

**FINDING:** The orientation of the main façade on 300 West Street has not changed and the proposed alterations will not affect the relationship of the buildings to 300 West Street. The proposed monument sign meets the requirements of Chapter 21A.46 of the Zoning Ordinance. The size and scale of the signage is consistent with the character of the 600 North Street streetscape and neighborhood. The proposed privacy wall and entry wall meet the height requirements of the Zoning Ordinance and are visually compatible with the structures to which they are visually related.

*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).*

**FINDING:** The proposed unit balcony additions will affect the common area as currently defined by the record of survey map for the condominium development. Thus, the condominium plat must be amended to reflect these changes.

## RECOMMENDATION

Based upon the comments, analysis and findings of fact noted above, Planning Staff recommends the Historic Landmark Commission approve a modified request, subject to the following conditions:

1. Approval of the final details of the design of the proposed alterations, including materials, signage and site features shall be delegated to the Planning Staff.
2. Appropriate building materials shall be submitted to Planning Staff prior to issuance of a Certificate of Appropriateness. The use of metal cladding and roofing materials is not in keeping with the building materials used on residential development in the Capitol Hill Historic District and not permitted.
3. The project must meet all other applicable City requirements, unless otherwise modified within the authority of the Planning Commission.

Staff further recommends that that the Historic Landmark Commission forward a positive recommendation to the Planning Commission to approve a Planned Development/Conditional Use that would modify minimum yard standards (side and rear) to allow encroachments for unit balcony additions and roofs of the lower-level patios.



Janice Lew  
Principal Planner  
May 10, 2006

Attachments: Exhibit 1 – Photographs  
Exhibit 2 – Submittal



