

HISTORIC LANDMARK COMMISSION STAFF REPORT

Trolley Square Planned Development
Petition 470-07-21: Certificate of Appropriateness for
new construction and major modification located at
approximately 602 East 500 South
August 1, 2007



Planning and Zoning
Division
Department of Community
Development

Applicant: Trolley Square Associates, LLC. Represented by Mark Blancarte (Blake Hunt Ventures, development partner)

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Tax ID: 16-06-478-007;
16-060478-008;
16-06-478-010;
16-06-478-011;
16-06-478-012;
16-06-478-013

Current Zone: CS Community Shopping

Master Plan Designation:
Community Commercial

Council District: District 4:
Nancy Saxton

Acreage: 10.3 acres

Current Use: Retail Shopping Center

Applicable Zoning Regulations:

- 21A.34.020

Attachments:

- July 11 Planning Commission meeting minutes
- Public Comment
- Site plans and building elevations

REQUEST

Trolley Square Associates, LLC is proposing to construct multiple new buildings and an addition to an existing building at Trolley Square. Proposed Building C (proposed Whole Foods) is approximately 52,293 square feet. Proposed Building P (along 600 East) would consist of two levels of underground or partially underground parking and one level of retail space. The total retail space of Building P is approximately 23,000 square feet. An addition to existing Building A (along 500 South) is proposed on the west side of the structure. The addition would be approximately 10,382 square feet.

PUBLIC NOTICE

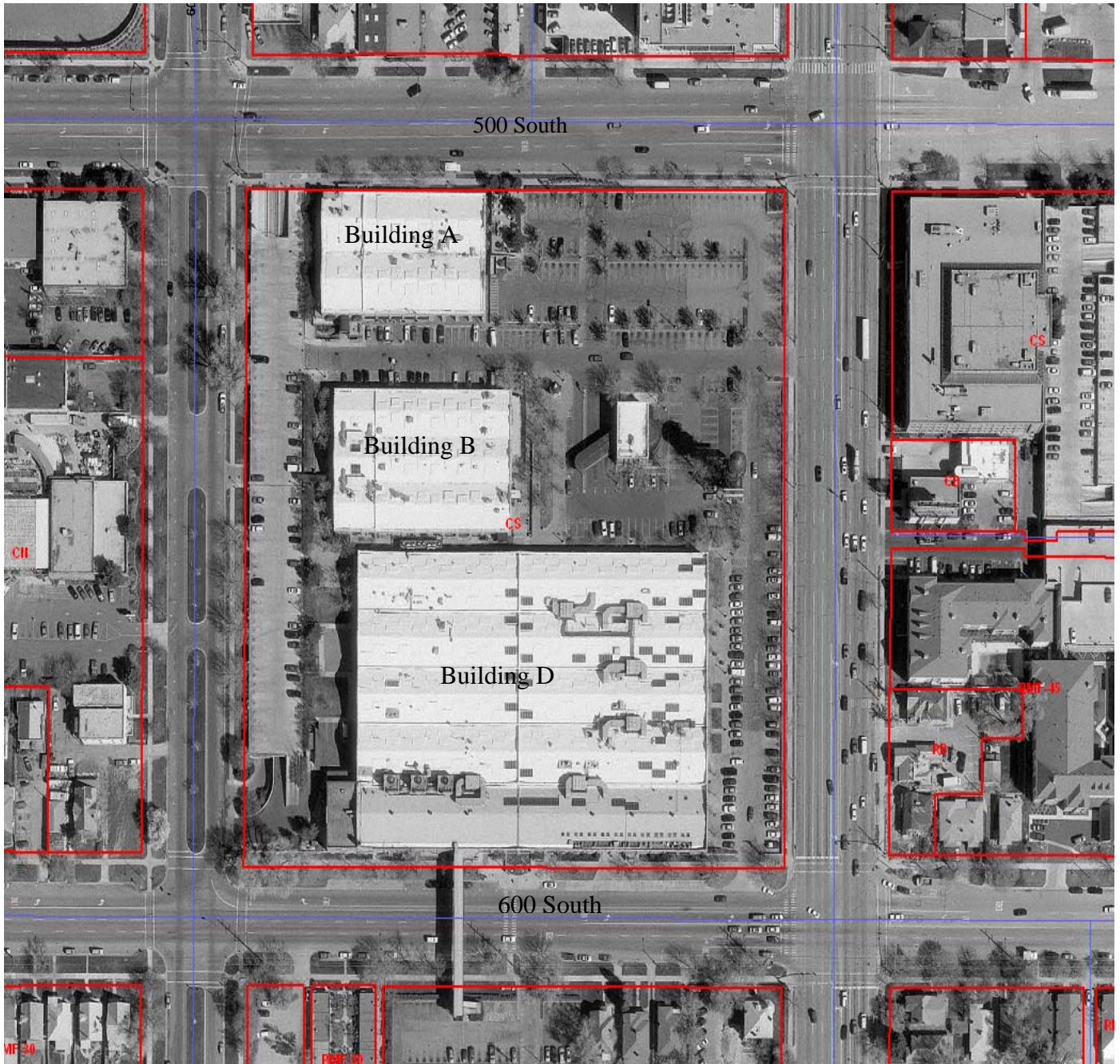
An open house on the proposed project was held on April 3, 2007. The Historic Landmark Commission and Planning Commission held Issues Only hearings in June to take public comment. The Planning Commission held a public hearing on July 11, 2007 for the planned development. A notice was mailed to all property owners within 450 feet of the site for each of the meetings. In addition, the site was posted with 2 signs on each frontage advertising the Planning Commission public hearing.

STAFF RECOMMENDATION:

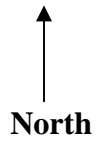
Staff recommends that the Historic Landmark Commission approves petition 470-07-21 based on the analysis and findings in the staff report and discussed in the public hearing with the following conditions:

1. That the ground level windows on the east elevation of Building C be extended closer to the ground to create a knee wall that is consistent with the store fronts of the existing buildings at Trolley Square,
2. That the parking level of Building C have two cutouts per wall section and that the cutouts are similar in dimension to existing second story windows on the historic buildings at Trolley Square;
3. That the section of wall on the west elevation of Building C include some design feature or artwork that creates a visually interesting terminus to Trolley Lane.
4. That any damage that was done to the west façade of Building A by the 1970's addition be repaired.
5. That all deteriorating design features on the existing structures be repaired based on historical photographs, existing features, etc.

VICINITY MAP



Trolley Square (602 East 500 South)



COMMENTS

PUBLIC COMMENTS

An open house for the proposed development was held on April 2, 2007. The open house was held because the proposed project is located within 600 feet of a border between the Central City Community Council and East Central Community Council. Approximately 10 people signed the roll for the open house and no written public comments were received.

In addition to the open house, the Historic Landmark Commission and the Planning Commission held issues only hearings where public comment was received. At the Historic Landmark Commission Hearing held on June 6, 2007 the public raised several concerns with the project, including the protection of the existing street trees, the historical planting patterns and the view of the existing structures, particularly from the north, east and west. The public felt that the proposed new buildings would block the views of the existing structures, particularly building B, which is located in the middle of the block. The views into the site from 600 East were also a concern.

At the Planning Commission Hearing held on June 13, 2007, the public raised similar concerns to those raised at the Historic Landmark Commission Hearing. The overall impact of proposed Building C, including the size of the building, the height, parking, the north elevation, and the location of the service/loading area, were the primary areas of focus. Pedestrian connectivity, particularly along 500 South at 600 East and 700 East, was also discussed at both public hearings. The visual impact of proposed Building P and the addition to Building A were listed as concerns. The importance of the existing street trees was also discussed by the Planning Commission and the public. In terms of parking, the public comment was directed towards the idea that parking is driving the development.

In response to the public comments that have been received, the petitioner modified their plans. The modifications include:

- The secondary access onto 700 East was abandoned which will preserve two of the street trees along 700 East. The parking ramp on the east side of Building C was modified with the addition of a screen wall and increased landscaping.
- A pedestrian access was added to the northeast corner. The entry feature at the corner was modified so that the two existing trees could be preserved.
- The entrance to Building C was modified so that it is not as wide as originally presented.
- The service area for Building C has been fully enclosed with roll up screen doors.
- The north elevation of Building C was modified to include cut outs and windows.
- Landscaping was increased around the service area. A total of 46 trees were added to the north elevation and around the service area.
- The height of the addition onto Building A was lowered so that more of the defining features of the west façade are visible.
- The roofline of the addition was modified by removing the swooping arch to make the addition less imposing on the existing structures.
- A direct pedestrian access to the Building A addition was added.
- The height of Building P was lowered to make the existing structures more visible.

BACKGROUND, ANALYSIS AND FINDINGS:

BACKGROUND

Trolley Square is deeply rooted in the history of Salt Lake City. The site was originally designated as the 10th Ward by Brigham Young in the original grid of the City. It was used as the site of the territorial and state fair until 1908, when it was converted to a trolley yard. Richard Herriman, who was the controlling stakeholder in the Utah Light and Railway Company, designed and built the trolley barns to house the trolleys that were part of the mass transit system in Salt Lake City. The site contained three main buildings that were designed with a mission style arch on the east and west facades. The site contained several out buildings and structures. The generator building and the main office were located on the northeast corner of the block that is now a surface parking lot.

The site was used by the Utah Light and Railway Company as the main Trolley yard for the City until 1945, when trolley service in Salt Lake City stopped. The site was used as a garage for the City's public buses and Utah Power's maintenance vehicles. The northeast corner of the site was used as a storage yard for junk vehicles, old tires, etc. (source: Utah State Historical Society) During this time, the main office and the generator building were demolished. In 1972, the site was redeveloped into a shopping center. the remaining buildings were sandblasted to remove yellow paint. The sandblasting resulted in significant damage to the masonry. Since the 1970's the site has been altered multiple times and has had multiple structures added, including the western parking structure and a sky bridge that connects to a surface parking lot to the south. The structures that have been removed include an old gas station and video store that were once located on the northeast corner of the block where the existing surface parking lot is.

MASTER PLAN DISCUSSION

The subject property is located in the areas covered by the Central Community Master Plan. The Future Land Use Map designates the property as Community Commercial. The Community Commercial designation is discussed on page 39. The Plan states that:

The Community Commercial designation provides for the close integration of moderately sized commercial area with adjacent residential neighborhoods. Examples include, but are not limited to grocery stores, hardware stores and garden centers. The Community Commercial land use designation also supports businesses with drive through facilities, professional offices, automobile services, small retail sales and services, small scale assembly and distribution, and repair services.

The land use goals associated with commercial uses include improving the current economic diversity, reduce the encroachment of commercial uses into residential neighborhoods, promote pedestrian oriented business, etc. The plan lists minimizing the negative impacts of Trolley Square as a main issue in the discussion of the Central City Neighborhood Planning Area (pg. 14). Parking and congestion are two main concerns with Trolley Square as identified in the Central Community Master Plan.

Policy CLU-1.0 Provide a range of commercial land uses in the Central Community.

CLU-1.1 Neighborhood Commercial: Encourage neighborhood-friendly commercial land use areas in the Central Community that are compatible with the residential neighborhood character, scale, and service needs and support the neighborhood in which they are located.

CLU-1.2 Community Commercial: Locate community level retail sales and services on appropriate arterials and do not encroach upon residential neighborhoods or generate community-wide parking and traffic issues.

The Central Community Master Plan devotes a chapter to historic preservation. The goals of the historic preservation chapter include:

- Preserve the community’s architectural heritage, historically significant sites and historic neighborhoods;
- Ensure that development is compatible with the existing architectural character and scale of surrounding properties in historic districts;

The Master Plan references *Design Guidelines for Residential Historic districts in Salt Lake City, Central City Historic District* for a complete list of goals and design guidelines for historic preservation.

ZONING CONSIDERATIONS

The proposed development was reviewed by the Planning Commission as a Planned Development. On July 11, 2007, the Planning Commission approved the Planned Development and the site plan with the following conditions:

1. That the project comply with all City Department and Division comments, requirements, and regulations;
2. That final architecture and building materials approval be delegated to the Planning Director and shall be consistent with the approval of the Historic Landmark Commission;
3. That the applicants submit a plan that shows how the public trees are to be protected during the construction process;
4. That the Urban Forester approve all proposed tree removals, transplants and tree plantings on public property;
5. That the Utah Department of Transportation approve upgrading the signal on 700 East and 600 South to add a dedicated/protected left turn for north and south bound traffic;
6. That signs be posted in all service areas instructing drivers to turn off their engines while waiting and actively loading or unloading their vehicles. The design of the signs must be approved by the Historic Landmark Commission or designee;
7. That the final landscaping plan approval be delegated to the Planning Director;
8. That the Planning Commission modify the building setbacks so that they are consistent with setbacks indicated on the submitted site plan;
9. That the applicant provide off street parking for scooters based on the recommendation of the Transportation Division;
10. That the applicant endeavor to meet the goals of Leadership in Energy and Environmental Design (LEED) certification standards adopted by the United States Green Building Council;
11. That all existing heating and air conditioning units be upgraded with energy star rated units when the time comes to replace the units and that all new heating and air conditioning units be energy star rated; and
12. That all mechanical equipment is properly screened so that it is not visible and to reduce noise generated by the equipment.

Items nine through 12 were added by the Planning Commission. During the public hearing, the Planning Commission felt that the Historic Landmark Commission (HLC) should receive copies of the draft minutes of the Planning Commission meeting so that the HLC could review the concerns related to the architecture of the proposed buildings.

STAFF ANALYSIS AND FINDINGS

The proposed project includes the construction of new buildings, a major addition to an existing building and exterior alterations to the existing buildings. The staff analysis will analyze the new buildings first, then the addition onto Building A.

Zoning Ordinance section 21A.34.020 (H) lists the standards for certificate of appropriateness for new construction. The standards relate to Buildings C, P Central and P South. The standards are as follows:

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: The following chart describes the width, length and height of the existing buildings and the proposed buildings:

	Square Footage (footprint)	Building Width along street	Height
Building A (existing)	24,110	205 feet	36 feet 8 inches
Building B (existing)	30,410	No street frontage	29 feet
Building D (existing)	96,198	305 feet	45 feet
Building C (proposed)	52,293	313 feet along 700 East; 184 feet along 500 South	38 feet 8 inches; entrance feature is 45 feet
Building P Central (proposed)	15,287	220 feet	24 feet 4 inches
Building C South (proposed)	7,721	75 feet	24 feet 4 inches

Proposed Building C would have frontage on 500 South and 700 East. Therefore, in determining if the structure is visually compatible with the surrounding structures and streetscape, Building C should be compared to Building A on 500 South and Building D on 700 East. Along 500 South, proposed Building C is approximately two feet taller than Building A. The north elevation of Building C is approximately twenty one (21) feet shorter in length than Building A. Along 700 East, proposed Building C is approximately 8 feet longer than Building D. Proposed Building C is shorter in height than Building D, with the exception of the entrance feature which reaches approximately the same height as the mission style arches on Building C.

In terms of proportion of principal facades, proposed Building C is similar in width and height to Buildings A and D. Existing Building B is located in the middle of the block. The views of the structure are currently

blocked by the parking structure and tall trees to the west, Building A to the north, and Building D to the south. The building is visible from portions of 700 East and 500 South. The views from 700 East are currently impeded by the water tower, sand house, street trees and parking lot trees. The view from 500 South is more open, with the street trees and parking lot trees blocking the view. The majority of the view of the building from 700 East would be blocked by proposed Building C. The corridor between proposed Building C and Building D is wide enough to allow some views into the middle of the block. This view will be partially blocked by the water tower and street trees. On 500 South, Building B would be visible through the sixty six (66) foot wide corridor that contains the drive aisle from 500 South. Building B is approximately 29 feet in height along the east elevation and is approximately one hundred and forty three (143) feet wide. Building B is similar in dimensions to Building A.

The defining architectural feature of the buildings at Trolley Square is the roof form. The proposed roof line of Building C is primarily flat. The entrance feature to the building does modify the mission style arch by shortening the span, simplifying the outline and using different materials. The design of the entrance feature is a modern interpretation of the historic architecture. It does not make an attempt to exactly mimic the historic architecture.

The size and mass of Building C has been one of the core issues of the proposed development. The east elevation is similar in length to the east elevation of Building D. With the exception of the entry feature, the proposed structure is lower in height to Building C. The setback from 700 East is the same as Building D, with the exception of the ramp to the parking located in Building C. At the closest point, the ramp is approximately twenty one (21) feet from the 700 East property line. The dimension of the north elevation of Building A is longer than the dimension of Building C. Building C is taller than Building A. The setback from the north property line is the same for both buildings. Based on the dimensions and setbacks of proposed Building C compared to the dimensions of the adjacent structures that have the same street frontages, the mass and scale of the proposed building is similar to the existing structures.

Along 600 East, the existing parking structure defines the streetscape. Proposed Building P would replace the existing parking structure. Proposed Building P would contain two levels of underground parking. Due to the grade change along 600 East, approximately eight (8) feet of one level of parking would be above grade at the south end of 600 East. On top of the parking structure, there would be two building pads, Building P Central and Building P South. In addition, the relocated Sand House (identified as bank building on the site plan) would sit on top of the parking structure. Building P Central would be approximately twenty four (24) feet four (4) inches in height above the finished grade within the site. The sidewalk is lower than the finished grade of the site. Building P Central would be approximately two hundred and twenty (220) feet long along 600 East. The west elevation of Building P South would be approximately seventy five (75) feet long. The sand house would be connected to Building P South by a glass vestibule. The sand house is approximately forty one (41) feet long. Building B and D are approximately fifteen (15) feet taller than proposed Building P. Building B is approximately one hundred and fourteen (114) feet from the 600 East property line. Building D is approximately one hundred and forty two (142) feet from the 600 East property line. Proposed Building P would be approximately six (6) feet from the property line. The existing parking structure and drive ramps extend along the entire 600 East Frontage. Proposed Building P and the sand house would redefine the 600 East streetscape.

Proposed Building P would be lower in height than the existing historic structures. This allows for portions of the historic structures to be visible from outside of the property. Building P Central is wider than the west elevation of Building B. Building P South and the Sand House are relatively square in nature and much smaller than the west elevation of Building D.

The roof shape of Building P is simple in design and does not make an attempt to compete with the characteristic mission style arch of the historic structures. The arch is higher than Building P and would be visible above the roofline of Building P.

Proposed Building P is smaller in height and square footage of the existing buildings. The scale of Building P s allows the historic buildings to overshadow it. Based on the spacing of the Building P Central and Building P South and the Sand House, views of the historic structures are improved over the current condition.

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.

11.5 Construct a new building to appear similar in scale to the scale that is established in the block. Subdivide larger masses into smaller “modules” that are similar in size to buildings seen traditionally.

11.6 Design a front elevation to be similar in scale to those seen traditionally in the block. The front shall include a one-story element, such as a porch. The primary plane of the front should not appear taller than those of typical historic structures in the block. A single wall plane should not exceed the typical maximum facade width in the district.

11.7 Build to heights that appear similar to those found historically in the district. This is an important standard which should be met in all projects.

11.9 Design a new building to appear similar in width to that of nearby historic buildings. If a building would be wider overall than structures seen historically, the facade should be divided into subordinate planes that are similar in width to those of the context.

11.11 Use building forms that are similar to those seen traditionally on the block. Simple rectangular solids are typically appropriate.

11.12 Use roof forms that are similar to those seen traditionally in the block. Visually, the roof is the single most important element in an overall building form. Gable and hip roofs are appropriate for primary roof forms in most residential areas. Shed roofs are appropriate for some additions. Roof pitches should be 6:12 or greater. Flat roofs should be used only in areas where it is appropriate to the context. They are appropriate for multiple apartment buildings, duplexes, and fourplexes. In commercial areas, a wider variety of roof forms may occur.

11.13 Design overall facade proportions to be similar to those of historic buildings in the neighborhood. The “overall proportion” is the ratio of the width to height of the building, especially the front facade. See the discussions of individual districts and of typical historic building styles for more details about facade proportions.

Central City Design Guidelines

13.23 Maintain the established alignment of building fronts in the block.

In general, larger, taller masses should be set back farther from the front than smaller structures. In some cases, therefore, a setback that is greater than the median setback may be appropriate.

13.24 Maintain the rhythm established by uniform setbacks in the block. It is particularly important that the traditional spacing pattern be maintained as seen from the street. Follow the traditional building pattern in order to maintain the historic character of the street. Consider the visual impact of new construction and additions on neighbors along side yards. Consider varying the height and setback of the structure along the side yard.

13.28 Design new buildings so that they appear similar in scale to those seen traditionally on the block. Historically, most houses appeared to have a height of one, one-and-one half or two stories. A new front facade should appear similar in height to those seen historically in the block. Taller portions should be set back farther on the lot. Story heights should appear similar to those seen historically. Also, consider using architectural details to give a sense of the traditional scale of the block.

FINDING: Proposed Building C and Building P are compatible in scale and form to the existing structures along 700 East, 500 South and 600 East because they are similar in width and height to the existing structures that are adjacent and located on the same street frontage, the proposed structures maintain or improve the overall streetscape, the roof lines are subordinate to the rooflines of the historic structures, and the scale and mass of the proposed structures is compatible with the adjacent structures.

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 east elevation of Building D has a number of openings that were designed to allow trolley cars to enter the building. Those openings have been converted to store fronts. The existing store fronts typically contain a knee wall and a tall display window. This is similar of other commercial buildings in the Central City Historic District. The east elevation of Building C contains a number of openings with an arch. The opening are similar in width to those on Building C. The windows are approximately six (6) feet above grade. Extending the windows closer to the ground would make the windows more compatible with the east elevation of Building D.

The cutouts into the second level (parking level) are square. The purpose of the cutouts is to break up the expanse of the upper half of the building. The openings on the historic buildings at Trolley Square have a vertical emphasis to them. The openings on the second level of the structure should have similar dimensions. Narrowing the openings and adding an additional opening in each wall section would be more

representative of the upper level opening found on the historic buildings. The second level openings on Building A should serve as an example.

Proposed Building C has a main entrance on the east elevation. The site plan includes direct pedestrian connections to the corner of 700 East and 500 South. There is currently no dedicated pedestrian access in this area of the site. The proposed development would improve the pedestrian connectivity. The proposed building materials consist of materials that are consistent with what was historically used on the site. The main façade material consists of brick and glass with metal frames.

The north elevation of Building C is the “back of house” for the proposed use. This makes it difficult to have the building address 500 South in a manner that the street warrants. The second level openings should be similar to those described in this paragraph for the east elevation, a more vertical emphasis and additional opening per wall section. At the ground level, the proposed glass on the eastern half of the wall are consistent in terms of width to the openings on Building A. The service area on the western half of the north elevation makes it difficult to design a wall that screens the service area and is consistent in terms of openings and rhythm of solids and voids to the existing structures. Maintaining the second story opening pattern and increased landscaping is essential to break up the expanse of the western half of the northern elevation.

The western elevation consists of the entrance to the service area and the parking garage. The southern portion of this elevation has two openings that are similar to those on the east elevation. The west elevation serves as a visual terminus of Trolley Lane when looking east from 600 East. The portion of the wall that creates this terminus is the screen wall for the ramp into the parking garage. Good urban design would create some visual interest for this particular section of the west façade. The same concept was used when the neon trolley was attached to the sky bridge on the south side of Building D. Some sort of architectural detail in this location.

The south elevation faces Building D. The north elevation of Building D does have some doorways and openings that provide direct access to retail stores. There are also some display windows on the north side of Building D. The south elevation of Building C would be primarily glass at the ground level with metal canopies. The openings would be similar in width to the openings of the north elevation of Building D. The second level does not include any openings. Providing openings similar to those on the east elevation of Building C would help to break up the expanse of the upper level.

Building P includes primarily glass on all elevations. The opening are similar in width to the openings found on the east and west elevations of the historic buildings. The building materials are brick and glass with metal frames. The western elevation would provide a streetscape that is framed by permeable buildings versus a parking structure. Overall, the composition of the principal facades is compatible with the existing structures and the streetscape.

Standards for New Construction

11.10 Use a ratio of wall-to-window (solid to void) that is similar to that found on historic structures in the district. Large surfaces of glass are inappropriate in residential structures. Divide large glass surfaces into smaller windows.

11.14 Keep the proportions of window and door openings similar to those of historic buildings in the area. This is an important design standard because these details strongly influence the

compatibility of a building within its context. Large expanses of glass, either vertical or horizontal, are generally inappropriate on new buildings in the historic districts.

11.15 Use building materials that contribute to the traditional sense of scale of the block. This will reinforce the sense of visual continuity in the district.

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.

11.21 Windows with vertical emphasis are encouraged. A general rule is that the height of the window should be twice the dimension of the width in most residential contexts. See also the discussions of the character of the relevant historic district and architectural styles.

Central City Design Guidelines

13.30 Use primary building materials that will appear similar to those used historically. Appropriate building materials include: brick, stucco, and painted wood. Substitute materials may be considered under some circumstances. See Sections 2.0 and 6.0 and page 126.

FINDING: The composition of the principal facades of the proposed buildings will be visually compatible if some modifications are made to Building D. The second level parking area should contain openings on each elevation that are twice as tall as wide. The windows on the ground level of the east elevation should be extended closer to the ground so that they are more similar to the opening found on the existing structures.

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: Building C would continue the streetscape along 700 East that has been established by Building D and along 500 South that has been established by Building A. The façade of the building is similar to that of Building A and D in terms of length, height and setback along the respective streets. The street trees along 700 East add to the streetscape and provide a buffer between the site and the traffic of 700 East. The trees improve the pedestrian experience along the public sidewalk despite the narrow park strip.

The spacing pattern of buildings on the block has been established by the historical structures on the street. The spacing was dictated by the historical use of the buildings. Between building A and B there was a large space so that trolley cars could travel between them. Between Building B and D a narrow passage was used because no trolley travel was needed. The corridors have been converted to outdoor walkways and plazas that add to the ambience of the site. The approved site plan maintains and improves on the outdoor circulation patterns on the interior and exterior of the site.

The northeast quarter of the block was not occupied by buildings. The area was primarily used for outdoor storage until the site was renovated into a shopping center and this area was paved over. The placement of Building C does cover up an area that has historically been vacant. Due to the historical and current use of the area, it is difficult consider the surface parking lot as open space or a space that contributes to the historical nature of the site. In terms of spacing from the existing structure, Building C would be approximately sixty six (66) feet from Building A. In the space between the structures, there would be a drive aisle, a walkway, landscaping and an outdoor patio. Building C would be approximately forty two (42) feet from Building B. This area currently has a plaza with outdoor seating and a water feature. There is some mature landscaping in the area. The plaza would be redeveloped. The water feature would be replaced with a new water feature between Building C and Building D. The area would contain landscaping, outdoor seating and landscaping. If possible the mature trees that are in this area should be preserved during the construction process. The area between Buildings C and D is approximately forty two (42) feet wide and will consist of a linear plaza lined with trees, the water feature, outdoor seating and a terrace for the proposed Whole Foods. This area currently contains a twenty foot walkway, landscaping and parking.

On the west side of Building B a pedestrian corridor is formed by Building B and the existing parking structure. The corridor would be enhanced by replacing the parking structure with store fronts and generating more foot traffic in the area. A plaza on the west side of Building D would provide direct pedestrian access to 600 East. The space created by the existing buildings, the relocated Sand House and trolley car, and Building P would contain outdoor seating, landscaping, outdoor fireplaces, etc. The relocated patio for the Desert Edge Pub and Brewery will add life to the area.

The directional orientation of Building C is similar to that of Building D. The building will face 700 East. New pedestrian connections would be added so that pedestrians would no longer have to walk through a parking lot to get into the site. The building also addresses the existing structures by including plazas and spaces between the structures that provide internal circulation patterns. Building P is primarily inward oriented in terms of access, but does have design elements that add to the streetscape along 600 East, primarily glass that provides some permeability to the proposed structure. The new entrance at the proposed Trolley Lane and the pedestrian access in front of Building D improves access to the site. The slope of 600 East makes it difficult to provide direct access to the building along the street and from the space between Building B and Building P.

The overall improvements to the streetscape and pedestrian improvements include new access points with dedicated pathways and the removal of structures that made it difficult for pedestrians to access the site from 700 East and 600 East. New pedestrian access points will be added at the corner of 700 East and 500 South and to building D from 700 East. 600 East will have a wide pedestrian access that increases the view of the main entrance to Building D. Trolley Way adds new access to the northern half of the 600 East blockface.

Standard for New Construction

11.1 Respect historic settlement patterns. Site new buildings such that they are arranged on their sites in ways similar to historic buildings in the area. This includes consideration of building setbacks,

orientation and open space, all of which are addressed in more detail in the individual district standards.

11.2 Preserve the historic district's street plan. Most historic parts of the city developed in traditional grid patterns, with the exception of Capitol Hill. In this neighborhood the street system initially followed the steep topography and later a grid system was overlaid with little regard for the slope. Historic street patterns should be maintained. See specific district standards for more detail. The overall shape of a building can influence one's ability to interpret the town grid. Oddly shaped structures, as opposed to linear forms, would diminish one's perception of the grid, for example. In a similar manner, buildings that are sited at eccentric angles could also weaken the perception of the grid, even if the building itself is rectilinear in shape. Closing streets or alleys and aggregating lots into larger properties would also diminish the perception of the grid.

11.3 Orient the front of a primary structure to the street. The building should be oriented parallel to the lot lines, maintaining the traditional grid pattern of the block. An exception is where early developments have introduced curvilinear streets, like Capitol Hill.

Central City Design Guidelines

13.23 Maintain the established alignment of building fronts in the block. In general, larger, taller masses should be set back farther from the front than smaller structures. In some cases, therefore, a setback that is greater than the median setback may be appropriate.

13.24 Maintain the rhythm established by uniform setbacks in the block. It is particularly important that the traditional spacing pattern be maintained as seen from the street. Follow the traditional building pattern in order to maintain the historic character of the street. Consider the visual impact of new construction and additions on neighbors along side yards. Consider varying the height and setback of the structure along the side yard.

13.31 Minimize 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.

FINDING: The proposed new construction adds to the streetscape along 700 East, 500 South and 600 East by continuing the pattern of development in terms of front setback, building height and width, and the use of consistent materials. The proposed buildings continue the historical pattern of building spacing in terms of how the buildings relate to the street. The proposed buildings address the respective frontage that they are located on. Pedestrian connectivity is improved by adding direct pedestrian connections to 700 East, 500 South and 600 East.

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: This proposal does not include the subdivision or joining of any parcels. In the future the property owners may go through a subdivision process that places the proposed buildings on separate lots and eliminate lot lines that go through the middle of the existing structures. The proposed buildings do not straddle any existing property lines.

Zoning ordinance section 21A.34.030 (G) states the standards for alterations of a landmark site or contributing structure. The following section applies to the proposed addition to Building A and other exterior modifications to existing buildings. The standards and analysis are as follows:

1. A property shall be used for its historic purpose or be used for a purpose that requires minimal change to the defining characteristics of the building and its site and environment;

Analysis: Building A was originally used as a service building to provide support to the trolley system. In the early 1970's the trolley barns of the Utah Light and Traction Company were converted to a commercial shopping center. At that time, an addition was added to the west façade. The addition covered up a portion of the western façade. Since that time, the building has had a number of different uses, including movie theaters, restaurant and retail spaces. Restaurants have been the primary use in the western side of the building. The western pad is currently vacant. As part of the proposed redevelopment, a 10,372 square foot addition is planned on the west side of Building A. A glass vestibule between the existing structure and the proposed building. Doors on the north and south ends of the building would allow views of the lower portion of the façade, which according to the developer is still in tact under the 1970's addition. The vestibule creates a separation between the west façade of Building A and the proposed addition. The addition would be twelve (12) feet eight (8) inches lower than the top of the northern arch on Building A and eight (8) feet four (4) inches lower than the southern arch on Building A. The height of the building allows for the defining characteristic of Building A to remain visible. The glass vestibule allows for the entire western façade to be visible and creates a unique space that blends the historic architecture with the new at close proximity.

The proposed modifications to Buildings B and D require some minor modifications. The proposed modification to Building B include restoring the windows in the east elevation. The proposed modifications to Building D include new ADA compliant ramps on the south entrance, converting an existing service area to store front, relocating a staircase on the west side of the building, and relocating a second story patio.

Finding: The proposed addition is designed in such a manner that uses a glass vestibule to separate the existing building from the proposed addition and allows for the easy removal of the addition in the future. The design of the building preserves the defining characteristics of the western façade. The exterior modifications on the other structures are minor alterations and do not impact the historical characteristics of the historic buildings.

2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided;

Analysis: The proposed addition maintains some view of the defining characteristics of the western façade of Building A. The glass vestibule creates a physical separation between the addition and the existing building. No removal of historic materials is planned. The space to the west of Building A is currently occupied by a parking structure, mature plum trees, and a brick paver walkway. These items will be removed as part of the overall development. The addition and vestibule would address both 500 South and 600 East, would provide multiple points of access to the addition and the site and improve the overall streetscape in the area.

The other exterior modifications do not include the removal of historic materials or features.

Finding: The proposed addition retains and preserve the original architecture of the west façade of Building A. No historic materials are planned to be removed from Building A or the spaces around Building A, or the other historic buildings on the site.

3. All sites, structures and objects shall be recognized as products of their own time. Alterations that have no historical basis and which seek to create a false sense of history or architecture are not allowed;

Analysis: The design of the proposed addition is a simple box shape that is lower in height and smaller in square footage than Building A is. The addition uses modern materials and does not make an attempt to mimic or overshadow the defining characteristics of Building A. The openings, rhythm of solids to voids, and other design elements are compatible with historic buildings on the site and the design standards for the Central City Historic District.

Finding: The proposed addition and alterations are a product of their own time and do not seek to create a false sense of history or architecture.

4. Alterations or additions that have acquired historic significance in their own right shall be retained and preserved;

Analysis: The 1970's addition to Building A has not acquired historic significance and covers historical elements of the original structure. In June, staff approved a demolition of the proposed addition. The other proposed modifications will not remove any alteration or addition that has acquired historical significance.

Finding: The proposed addition and alterations do not require the removal of previous additions that have acquired historical significance.

5. Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved;

Analysis: The western façade of Building A will be preserved as discussed previously. There are no other distinctive features, finishes or construction techniques or craftsmanship that characterize Trolley Square in the area where the addition is planned. The other modifications will not impact elements of the existing buildings that are historically significant.

Finding: The proposed addition and modifications do not destroy or impact distinctive features, finishes and construction techniques or examples of craftsmanship that characterize the building or the site.

6. Deteriorated architectural features shall be repaired rather than replaced wherever feasible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, texture and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historic, physical or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other structures or objects;

Analysis: The west façade may have some damage due to the addition done in the 1970's. All damage done to the building as part of the addition will be repaired. The original façade is well documented in historical photographs. The emblem of the Utah Light and Rail Company is visible on some of the structures. The emblem was placed on the upper portions of the east and west facades of each building.

The applicant has indicated that they do plan on restoring the emblems. The existing emblems on Building A are fairly well preserved and can serve as a template for the restoration on the other buildings.

Finding: All deteriorated or damaged features on the west façade or where any external work is done shall be repaired according to the Design Guidelines for Residential Historical Districts in Salt Lake City and all applicable city ordinances.

7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible;

Analysis: After the addition is removed, the area impacted shall only be cleaned using appropriate methods that will not damage Building A.

Finding: Although the exterior of the building was damaged in the early 1970's due to sandblasting, and new surface cleaning of the structure shall be done by the gentlest means necessary.

8. Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant cultural, historical, architectural or archaeological material, and such design is compatible with the size, scale, color, material and character of the property, neighborhood or environment;

Analysis: The design of the addition is a simple box. The structure is smaller than the historical structures on the site. The materials are compatible with the historical materials used on the site and in the Central City Historic District. The glass vestibule adds a modern touch to the addition and does not damage significant cultural, historical, architectural, or archaeological material. The other exterior modifications should be consistent with the design of similar elements found on the structures at Trolley Square.

Finding: The proposed addition does not damage significant cultural, historical, architectural, or archaeological material. The proposed addition is compatible in size, scale, color, materials and character of the property, neighborhood and environment.

9. Additions or alterations to structures and objects shall be done in such a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired. The new work shall be differentiated from the old and shall be compatible in massing, size, scale and architectural features to protect the historic integrity of the property and its environment;

Analysis: The glass vestibule creates a separation between the addition and Building A. The vestibule and the addition could be removed without damaging any portion of Building A. The essential form and defining characteristics of the west façade of Building A will be preserved. The addition is smaller and shorter than Building A.

Finding: The addition and exterior modification could be removed in the future without being detrimental to the defining characteristics of Building A.

10. Certain building materials are prohibited including the following:

a. Vinyl or aluminum cladding when applied directly to an original or historic material, and

b. Any other imitation siding material designed to look like wood siding but fabricated from an imitation material or materials;

Analysis: The proposal does not use inappropriate materials and does not include applying inappropriate materials to existing historic surfaces. Appropriate glazing and metal should be used for the replacement of all glass and window frames in the other historic structures on the site.

Finding: The proposed building materials are appropriate for the site.

11. 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 from 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](#) of this title;

Analysis: The proposal does indicate some signage on Building A and the proposed addition. A signage policy adopted by the Historic Landmark Commission does exist for Trolley Square. All signs should be consistent with the signage policy. At this time, no specific signage details have been provided.

Finding: The proposal does not include specific information on signage. All signage must be consistent with the Trolley Square signage policy adopted by the Historic Landmark Commission and receive a certificate of appropriateness prior to issuing a sign permit.

12. Additional design standards adopted by the historic landmark commission and city council.

Analysis: This report has included an analysis of the proposed addition and demonstrated that the addition is consistent with the adopted design standards.

Finding: The proposal is consistent with the document Design Guidelines for Residential Historic Districts in Salt Lake City.

Exhibit A
July 11 Planning Commission
Meeting Minutes (draft)

Exhibit B
Public Comment

Exhibit C
Site Plan and Building Elevations