

# HISTORIC LANDMARK COMMISSION STAFF REPORT

Trolley Square Major Alteration/Minor Construction  
Petition 470-07-21 located at 602 East 500 South in the  
Central City Historic District  
October 1, 2008



Planning and Zoning  
Division  
Department of Community  
Development

**Applicant:** Trolley Square  
Associates, LLC. Represented  
by Mulvanny G2 Architects

**Staff:** Nick Norris 535-6173  
email: nick.norris@slcgov.com

**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:  
Luke Garrott

**Acreage:** 10.3 acres

**Current Use:** Retail Shopping  
Center

**Applicable Zoning  
Regulations:**

- 21A.34.020

**Attachments:**

- Original approved  
building elevations and  
materials
- Approved building  
elevations with  
proposed materials
- Proposed Materials  
specifications

**REQUEST**

The applicant is requesting a modification to a previous approved addition to Building A, a contributing structure, and Building P, a non-contributing structure at Trolley Square located at 602 East 500 South. The modification includes a change in building material. The approved building materials included metal siding on a portion of the addition. The modification would replace the metal with stucco. The proposed modification focuses on a change of materials only.

**PUBLIC NOTICE**

A notice was mailed to all property owners within 150 feet of the site on September 16, 2008. In addition, a notice was sent to all interested parties that have signed up to receive email notification of planning related public hearings.

**STAFF RECOMMENDATION:**

Staff recommends that the Historic Landmark Commission deny the proposed modifications to the approved plans for petition 470-07-21 based on the analysis and findings in the staff report and discussed in the public hearing for the following reasons:

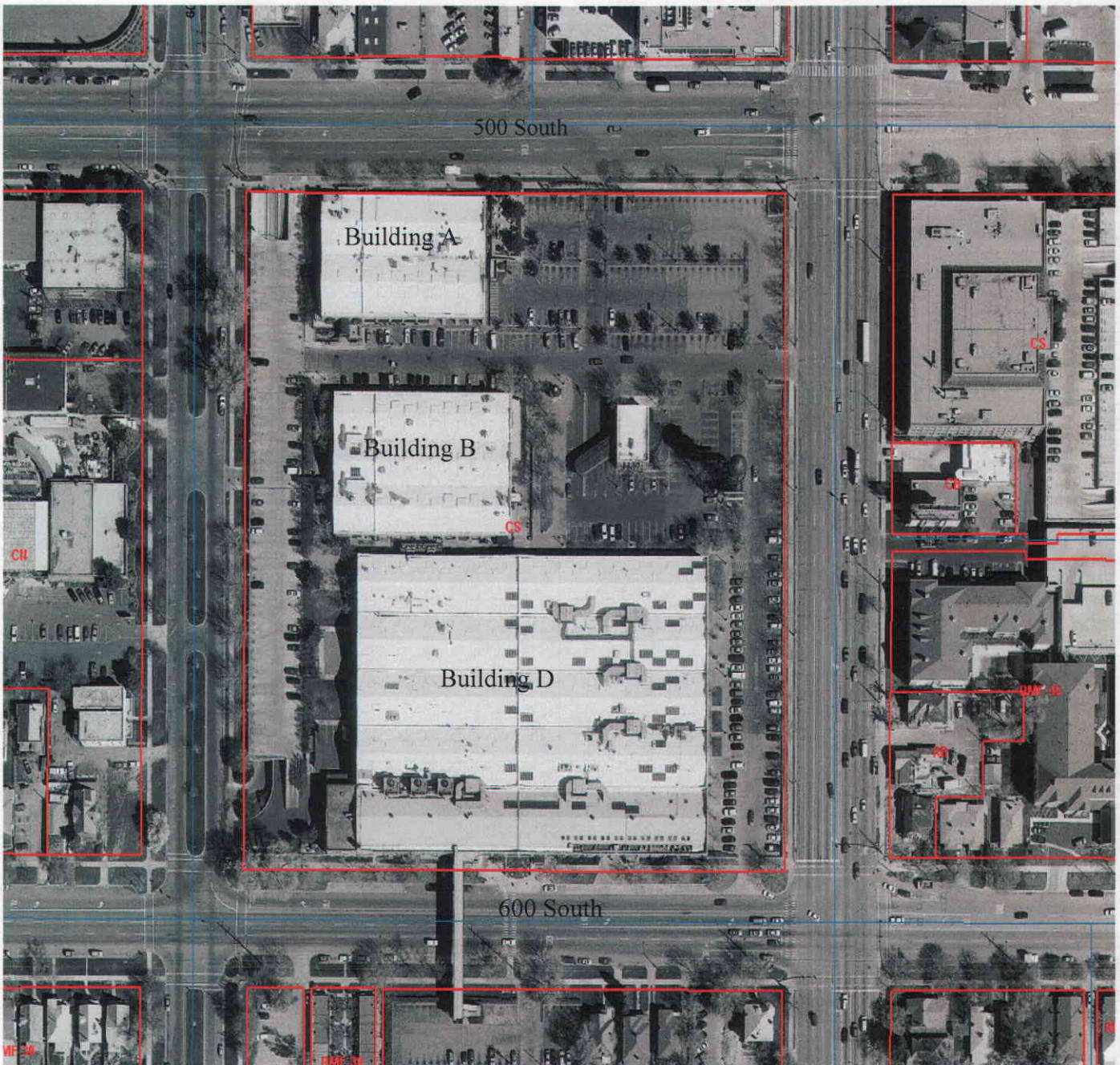
1. The proposal does not comply with Standards 8 and 12 of Zoning Ordinance Section 21A.34.020G, and
2. The proposed building materials are not consistent with the applicable Design Guidelines found in "Design Guidelines for Residential Historic Districts in Salt Lake City," specifically guideline 8.4 and 8.8.

**OPTIONS:**

1. The Historic Landmark Commission can approve the proposed change in building materials upon creating findings that indicate that the proposed change substantially complies with the applicable standards and is in the best interest of the City as stated in Zoning Ordinance Section 21A.34.020.G Standards for Certificate of Appropriateness For Alterations to a Landmark Site or Contributing Structure;
2. The Historic Landmark Commission may determine that the petition cannot be approved as proposed and make a motion to deny the request upon finding that the request does not substantially comply with the standards in Zoning Ordinance Section 21A.34.020.G or
3. The Historic Landmark Commission may table the petition and require additional information from the applicant or staff.



# VICINITY MAP



**Trolley Square (602 East 500 South)**



## **COMMENTS**

### **PUBLIC COMMENTS**

The Trolley Square Redevelopment Project was initially approved by the Historic Landmark Commission on September 5, 2007. As part of the approval process, public comment was submitted to the Historic Landmark Commission. The public comment relative to the addition on Building A and Building P primarily focused on the massing and size of the addition, the preservation of existing trees, the manner in which the addition addressed the street, pedestrian access and vehicular circulation. A review of the record did not indicate that the specific metal siding on the west elevation of Building A or Building P was discussed.

## **BACKGROUND, ANALYSIS AND FINDINGS:**

### **BACKGROUND**

Trolley Square is deeply rooted in the history of Salt Lake City. The site was originally designated as the 10<sup>th</sup> 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.

In 2007, the Planning Commission and Historic Landmark Commission approved the construction of Building P and an addition to Building A (the northern structure). Since that approval, the applicants have initiated construction of a new western parking structure, dismantled and salvaged brick from the sand house to rebuild it at a new location, and are in the permitting phase for the construction of the retail buildings along 600 East.

### **MASTER PLAN DISCUSSION**

The subject property is located in the areas covered by the Central Community Master Plan. 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 subject property is located within the Historic Preservation Overlay district and is subject to the regulations of that chapter. The proposed modification focuses only on a change in approved building materials to an approved addition to a contributing structure. Therefore, the proposed modification is subject to Zoning Ordinance Section 21A.34.020G.

## STAFF ANALYSIS AND FINDINGS

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 and has been used as such since that time. The Historic Landmark Commission approved the addition to Building A in September 2007. The proposed modification in building materials will not alter the current retail use of the structure. Building P is a new structure that will be used for commercial purposes.

**Finding:** The Historic Landmark Commission approved the addition to Building A at Trolley Square in September 2007. The proposed change in building material on Building A or on Building P does not impact the historic use or the recent use of the property and therefore complies with this standard.

**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 change in building material impacts the west and south elevations of the addition to Building A and the east elevation of Building P as well as the transition between Building P South and the relocated Sand House. The change in materials would not result in the removal or altering of historic materials.

**Finding:** The proposed change in building materials introduces a new building material that does not currently exist on the historic buildings at Trolley Square. The proposal does not comply with this standard.

**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 proposed change in building material would be a product of its own time. Although stucco has been identified as an appropriate building material in the Central City Historic District as stated in Design Guideline 13.30, it is not a material that has historically has been used at this site.

**Finding:** Stucco is identified as an approved building material in the Central City Historic District. The proposal complies with this standard.

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

**Analysis:** There are not historical alterations or additions that would be altered by this proposal.

**Finding:** The change in building materials will not damage any historic alteration or addition. The proposal complies with this standard.

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

**Analysis:** The proposed change in building materials will not impact any historic surfaces.

**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. The proposal complies with this standard.

**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 proposal does not include removing historical architectural features. There are not historic architectural features that need to be repaired as part of this proposal.

**Finding:** This standard does not apply because the change in materials will not impact any existing architectural features.

**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:** The proposed change in materials will not require any chemical or physical treatments of a historic building material.

**Finding:** This standard does not apply to the proposed change in building materials.

**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 proposed change in building material impacts the west and south elevations of the addition and the east elevation of Building P as well as the transition between the Sand House and Building P south. The change in materials would not result in the removal of historic materials. However, the proposed change in materials would introduce a new building material, stucco, to the site. The primary building materials at Trolley Square include brick, metal and glass.

**Design Guideline 8.4 Design a new addition to be recognized as a product of its own time.** An addition shall be made distinguishable from the historic building, while also remaining visually compatible with these earlier features. A change in setbacks of the addition from the historic building, a subtle change in materials, or a differentiation between historic and more current styles are all techniques that may be considered to help define a change from old to new construction.

**Design Guideline 8.8 Use exterior building materials that are similar to the historic materials of the primary building on a new addition.** Painted wood clapboard and brick are typical of many traditional additions.

**Finding:** The proposed change in building materials introduces a new building material that does not currently exist on the historic buildings at Trolley Square and is therefore visually incompatible with the historic character of the site. The proposal does not comply with this standard.

**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 proposed building materials could be removed without damaging the historic integrity of Building A. Building P is a new structure that this standard does not apply to. The wall of the relocated sand house where the transition with Building P is does not retain any of its historic character and will not be impacted by the change in materials.

**Finding:** The proposed change in building materials could be removed in the future without being detrimental to the defining characteristics of Building A or the sand house. The proposal complies with this standard.

**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 proposed stucco would be placed on a new addition to Building A and not directly to historic material. The area of the relocated sand house where the transition will be is a new wall and has no historic value. The stucco is not intended to simulate wood siding.

**Finding:** The proposed building materials would not be applied to historic materials and do not attempt to imitate wood siding. The proposal complies with this standard.



**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 change in building materials does not include any new signs.

**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 change in material and compares the proposal to the adopted design guidelines. Several design guidelines discourage building materials that do not relate to the historic structures where the proposed building materials are being applied.

**Design Guideline 8.4 Design a new addition to be recognized as a product of its own time.** An addition shall be made distinguishable from the historic building, while also remaining visually compatible with these earlier features. A change in setbacks of the addition from the historic building, a subtle change in materials, or a differentiation between historic and more current styles are all techniques that may be considered to help define a change from old to new construction.

**Design Guideline 8.8 Use exterior building materials that are similar to the historic materials of the primary building on a new addition.** Painted wood clapboard and brick are typical of many traditional additions.

**Finding:** The proposal is not consistent with the document Design Guidelines for Residential Historic Districts in Salt Lake City because the proposed material does not relate to the historic materials found on the subject property as stated in design guideline 8.4 and 8.8.

**Exhibit A**  
**Original approved**  
**elevations and building materials**



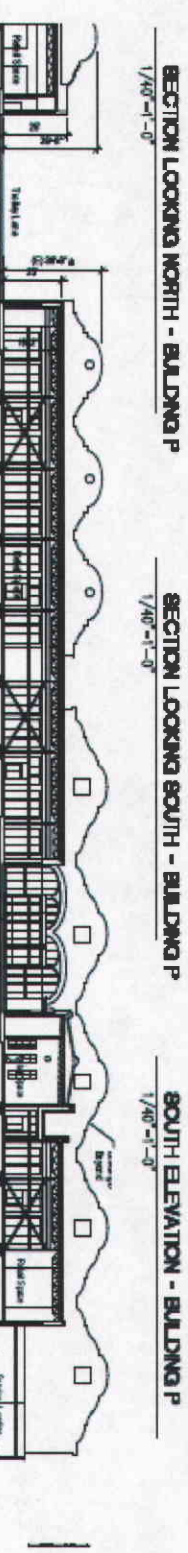
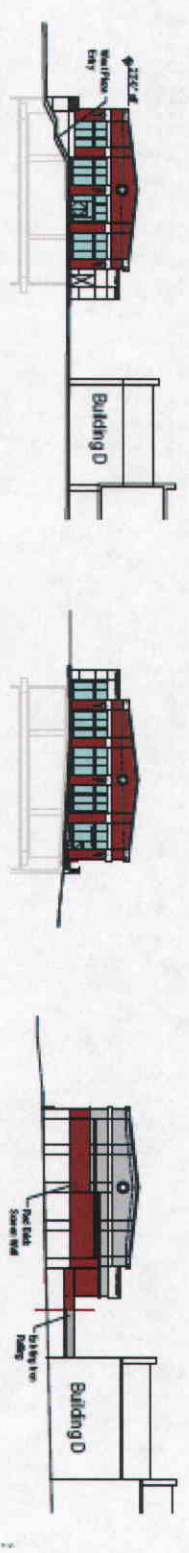
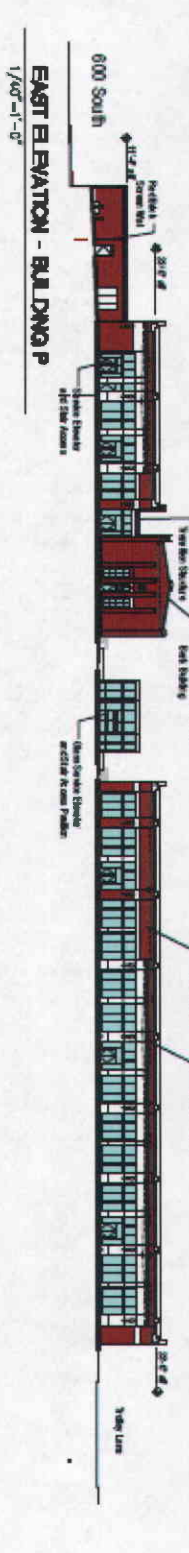
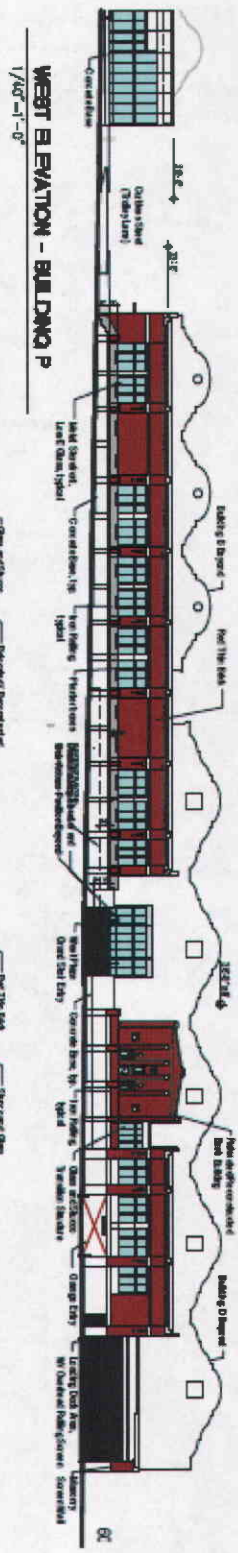






**Exhibit B**

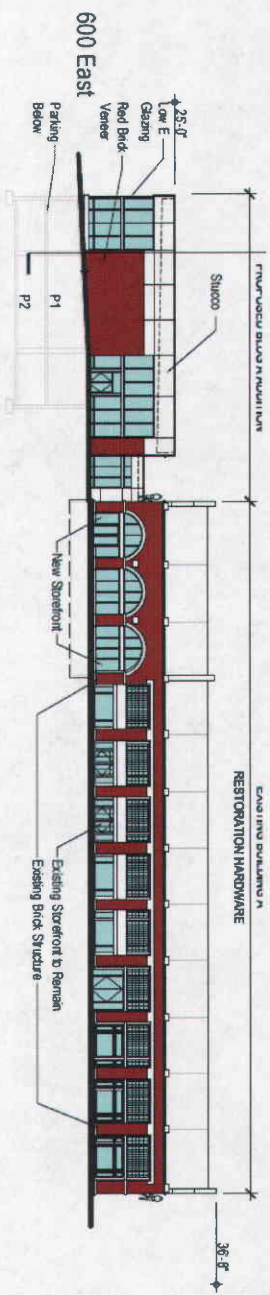
**Approved elevations with  
proposed building materials.**



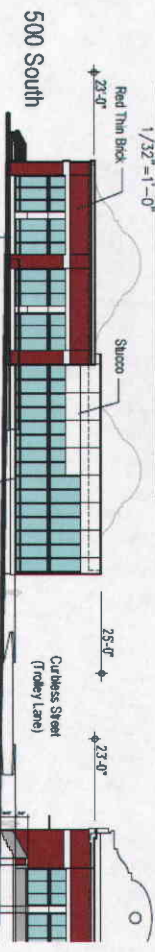
TROLLEY SQUARE - Building P Elevations/ Section  
SALT LAKE CITY, UTAH

REVISED AUGUST 20, 2008  
SEPTEMBER 05, 2007

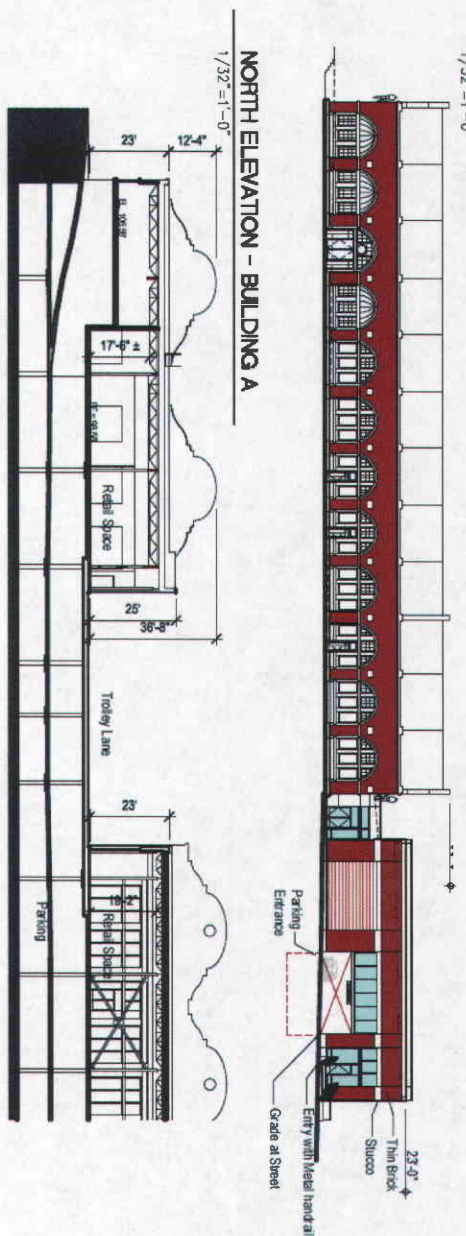




SOUTH ELEVATION - BUILDING A



WEST ELEVATION - BUILDING A



NORTH ELEVATION - BUILDING A

SECTION LOOKING EAST - BUILDING A

TROLLEY SQUARE-Building A Elevations/ Section

SALT LAKE CITY, UTAH

REVISED AUGUST 20, 2008  
SEPTEMBER 05, 2007

TROLLEY SQUARE  
LANDMARK REVIEW

SKB  
SALT LAKE CITY HISTORIC PRESERVATION

BLAKE HUNT

MU'YANNY G2

BUILDING A

**Exhibit C**

**Proposed building materials specifications**



**SECTION 09 24 23 - PORTLAND CEMENT  
SYNTHETIC STUCCO**

**PART 1 - GENERAL**

**1.1 SUMMARY**

- A. Section includes:
  1. Exterior portland cement synthetic stucco on metal lath.

**1.2 SUBMITTALS**

- A. Product Data: For each type of product indicated.
- B. Shop Drawings: Show locations and installation of control and expansion joints including plans, elevations, sections, details of components, and attachments to other work.
- C. Samples: For each type of finish coat indicated; 12 by 12 inches, and prepared on rigid backing.

**1.3 QUALITY ASSURANCE**

- A. Installer Qualifications: Company specializing in portland cement synthetic stucco approved by manufacturer. Applicator shall be trained by the system manufacturer.
- B. Mockups: Before installation, install mockups of at least 4-feet by 4-feet 100 sq. ft. to demonstrate aesthetic effects and set quality standards for materials and execution.
  1. Install mockups for each type of finish indicated and illustrating field area. Include bands, copings, control joints, and expansion joints.
  2. Work will not proceed until mockup panel is approved.
  3. Locate mockup panel in location as directed by Owner's Representative.
  4. Properly flash mockup panel so that moisture does not enter the panel.
  5. Approved mockups may become part of the completed Work if undisturbed at time of Substantial Completion.

**1.4 PROJECT CONDITIONS**

- A. Comply with ASTM C 926 requirements.

- B. Apply and cure synthetic stucco to prevent synthetic stucco drying out during curing period. Use procedures required by climatic conditions, including moist curing, providing coverings, and providing barriers to deflect sunlight and wind.
- C. Apply synthetic stucco when ambient temperature is greater than 40 deg F.
- D. Protect synthetic stucco coats from freezing for not less than 48 hours after set of synthetic stucco coat has occurred.

**PART 2 - PRODUCTS**

**2.1 SYNTHETIC STUCCO MATERIALS**

- A. Base Coat
  1. Type I portland cement-based non-structural wall coating system modified with 100 percent acrylic polymers and reinforced with chopped fiberglass fibers.
  2. Products:
    - a. Finestone, BASF Wall Systems, Inc.; Base Mortar System
    - b. Parex, Inc., A Brand of ParexLahabra, Inc.; 1 Coat Stucco 210 (Grey Couche).
  3. Materials
    - a. Portland Cement: ASTM C 150, Type I, gray
    - b. Masonry Cement: ASTM C 91, Type N.
    - c. Lime: ASTM C 206, Type S; or ASTM C 207, Type S.
    - d. Aggregate: As recommended by manufacturer.
    - e. Water: Clean fresh potable and free of mineral or organic matter which can affect synthetic stucco.
    - f. Curing Agent: As recommended by manufacturer.
    - g. Fiber Reinforcement: Chopped alkaline-resistant, glass fiber strands.
    - h. Primer: Acrylic based coating.
- B. Acrylic-Based Finish Coat: Factory-mixed acrylic-emulsion coating systems, formulated with colorfast mineral pigments and fine aggregates; for use over portland cement

<p>synthetic stucco base coats. Include manufacturer's recommended primers and sealing topcoats for acrylic-based finishes.</p> <p>1. Products:</p> <p style="margin-left: 20px;">a. Finestone, BASF Wall Systems, Inc.; Pebbletex Finish</p> <p style="margin-left: 20px;">b. Parex, Inc., A Brand of ParexLahabra, Inc.; 500 Series Synthetic Finish (100 percent acrylic-based, textured finish).</p> <p>2. Mildew Resistance: Manufacturer's recommended additive.</p> <p>3. Color: As specified in Division 01 Section "Exterior Finishes and Colors."</p>	<p>5. Sealant: As specified in Division 07 Section "Joint Sealants."</p>
<p>2.2 METAL LATH</p> <p style="margin-left: 20px;">A. Expanded-Metal Lath: ASTM C 847 with ASTM A 653/A 653M, G60, hot-dip galvanized zinc coating.</p> <p style="margin-left: 40px;">1. Diamond-Mesh Lath: Self-furring, 3.4 lb/sq. yd..</p>	<p>2.4 MISCELLANEOUS MATERIALS</p> <p style="margin-left: 20px;">A. Water for Mixing: Potable and free of substances capable of affecting plaster set or of damaging plaster, lath, or accessories.</p> <p style="margin-left: 20px;">B. Fasteners for Attaching Metal Lath to Substrates: Complying with ASTM C 1063.</p> <p style="margin-left: 20px;">C. Building Paper: ASTM D226, non-perforated, 15 lbs.</p>
<p>2.3 ACCESSORIES</p> <p style="margin-left: 20px;">A. General: Comply with ASTM C 1063 and coordinate depth of trim and accessories with thicknesses and number of plaster coats required.</p> <p style="margin-left: 20px;">B. Zinc and Zinc-Coated (Galvanized) Accessories, ASTM A 653/A 653M, G60 zinc coating:</p> <p style="margin-left: 40px;">1. Corner Beads: Formed wire edge bead of longest length possible, sized and profiled to suit application.</p> <p style="margin-left: 60px;">a. Basis of Design: Stockton Wire Products; Corneraid.</p> <p style="margin-left: 40px;">2. Base Screed: Formed metal, minimum 26 gage thick, square edge, of longest length possible, sized and profiled to suit application.</p> <p style="margin-left: 40px;">3. Control Joints: Minimum 26 gage thick, accordion profile, 2-inch expanded metal flanges each side with factory primed finish. Include connector clips and end caps.</p> <p style="margin-left: 40px;">4. Expansion Joints: Folded pair of unperforated screeds in M-shaped configuration; with expanded flanges with factory-primed finish.</p> <p style="margin-left: 60px;">a. Basis of Design: Keene; #40.</p>	<p>2.5 SYNTHETIC STUCCO MIXES</p> <p style="margin-left: 20px;">A. Mix and proportion synthetic stucco in accordance with manufacturer's instructions.</p> <p style="margin-left: 20px;">B. Mix only as much synthetic stucco as can be used in one hour.</p> <p style="margin-left: 20px;">C. Protect mixtures from frost, contamination, and evaporation.</p> <p style="margin-left: 20px;">D. Do not re-temper mixes after initial set has occurred.</p> <p style="margin-left: 20px;">E. Fiber Content: Add fiber to base-coat mixes after ingredients have mixed at least two minutes. Comply with fiber manufacturer's written instructions for fiber quantities in mixes.</p>
	<p>PART 3 - EXECUTION</p> <p>3.1 EXAMINATION</p> <p style="margin-left: 20px;">A. Examine areas and substrates, with Installer present for compliance with requirements and other conditions affecting performance.</p> <p style="margin-left: 20px;">B. Verify that mechanical and electrical services within walls have been tested and approved.</p> <p style="margin-left: 20px;">C. Proceed with installation only after unsatisfactory conditions have been corrected. Beginning of installation means acceptance of existing conditions.</p> <p>3.2 PREPARATION</p>



<p>A. Protect adjacent work from soiling, spattering, moisture deterioration, and other harmful effects caused by plastering.</p>	<p>backup rod as specified in Division 07 Section "Joint Sealants" placed between the beads.</p>
<p>3.3 INSTALLING ACCESSORIES</p>	<p>D. Expansion Joints: Locate exterior expansion joints as indicated on the Drawings. If not indicated, place as required to align with building expansion joints. Confirm location with Owner's Representative.</p>
<p>A. General: Install to lines and levels according to ASTM C 1063 and at locations indicated on Drawings.</p>	<p>3.5 SYNTHETIC STUCCO APPLICATION</p>
<p>B. Building Paper: Install over gypsum board sheathing as recommended by synthetic stucco manufacturer</p>	<p>A. General: Do not deviate more than plus or minus 1/8 inch in 10 feet from a true plane in finished synthetic stucco surfaces, as measured by a 10-foot straightedge placed on surface. Provide synthetic stucco surfaces that are ready to receive field-applied finishes indicated.</p>
<p>C. Expanded-Metal Lath: Install according manufacturer's written installation instructions.</p>	<p>B. Base Coat:</p>
<p>D. Reinforcement for External Corners: Install lath-type external-corner reinforcement at exterior locations. Butt and align ends. Secure rigidly in place, fastening at outer edges only.</p>	<p>1. Install per manufacturer's written instructions.</p> <p>2. Allow base coat to set firm (24-48 hours) before applying the finish coating.</p>
<p>E. Casing Beads: Install at terminations of synthetic stucco work. Butt and align ends. Secure rigidly in place. Lap ends minimum 1 inch. Secure end laps with tie wire where they occur between supports.</p>	<p>C. Acrylic-Based Finish Coatings:</p>
<p>F. Strip Mesh: Place diagonally at corners of lathed openings. Secure rigidly in place.</p>	<p>1. Apply coating system, including primers, finish coats, and sealing topcoats, according to manufacturer's written instructions and the approved mockup.</p> <p>2. Maintain a wet edge, not allowing edge to dry and causing cold joints to occur. Do not return finish into joints unless specifically detailed and/or recommended by the manufacturer.</p>
<p>3.4 CONTROL AND EXPANSION JOINTS</p>	<p>3.6 CUTTING AND PATCHING</p>
<p>A. Location: Install control and expansion joints at locations indicated on Drawings. Do not exceed the following panel sizes:</p> <p style="margin-left: 40px;">a. Maximum Size: 144 sq. ft.</p> <p style="margin-left: 40px;">b. Maximum Distance Between Control Joints: 18 feet o.c.</p>	<p>A. Cut, patch, replace, and repair plaster as necessary to accommodate other work and to restore cracks, dents, and imperfections. Repair or replace work to eliminate blisters, buckles, crazing and check cracking, dry outs, efflorescence, sweat outs, and similar defects and where bond to substrate has failed.</p>
<p>B. Connector Clips: Install per manufacturer's recommendations. Joints in the control joint system shall be watertight. Install sealant as specified in Division 07 Section "Joint Sealants."</p>	<p>3.7 CLEANING AND PROTECTION</p>
<p>C. Junction of Dissimilar Substrates (i.e. junction of CMU and concrete wall): Provide control joint between junctions of dissimilar wall materials. Fabricate control joint with unequal height 'J' beads. Install sealant and</p>	<p>A. Remove temporary protection and enclosure of other work. Promptly remove plaster from doorframes, windows, and other surfaces not</p>

indicated to be plastered. Repair floors, walls,  
**and other surfaces stained, marred, or  
otherwise damaged during plastering.**

**END OF SECTION 09 24 23**



Proposed Color (Steel Gray)



Proposed texture (Flextex)