### HISTORIC LANDMARK COMMISSION STAFF REPORT

### TROLLEY LOFTS. Addition for Non-Contributing Building & PLNHLC2009-00481 540 East 500 South June 3, 2009



Planning and Zoning Division Department of Community and **Economic Development** 

Applicant: Eric Richardson

Staff: Robin Zeigler, 801-535-7758, robin.zeigler@sclgov.com

Tax ID: 16-06-476-014, 16-06-476-030, 16-06-476-032, 16-06-476-033

Current Zone: RO/RMF-35

### **Master Plan Designation:**

Central City Master Plan, Residential/Office Mixed use (10-50 dwelling units/acre)

Council District: 4, Luke Garrott

### Lot Size:

14374.8 square feet

Current Use: Office

### **Applicable Land Use** Regulations:

21A.34.020 H

### **Notification**

- Notice mailed on May 19
- · Agenda posted on the Planning Division and Utah Public Meeting Notice websites May 29

### **Attachments:**

- A. Site Plan & Elevation Drawings.
- B. Photographs

### Request

The applicant proposes a two-story roof-top addition to an existing two-story non-contributing building located at approximately 540 East 500 South. The Historic Landmark Commission has final decision making authority over the design of the addition.

### **Potential Motions**

### **Approval**

I move to approve the application as submitted based on the findings and facts of the staff report. The project meets standards of section 21A.34.020(H) of the zoning ordinance.

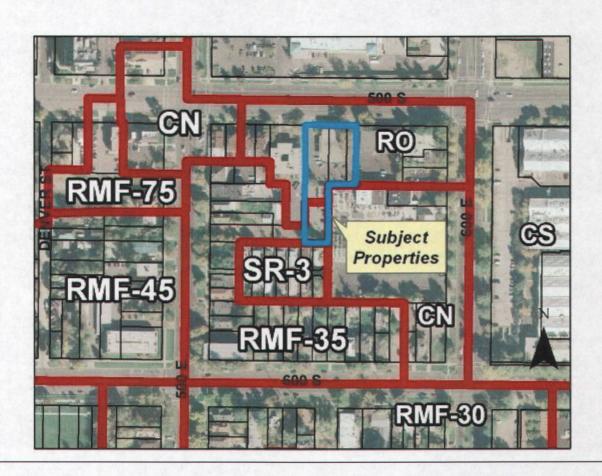
### Denial

I move to deny the application based on . . .

### **Table**

I move to table the issue and request additional information and/or research including...

### VICINITY MAP



### Background

### **Project Description**

The subject property, located at 540 East 500 South, is made up of four parcels and contains two 1965 structures—an office building and garage. Two property lines run through the main building.

In 2007 the applicant submitted applications to demolish the non-contributing structures and for new construction. At the July 18, 2007 Historic Landmark Commission (HLC) meeting, the HLC found the main structure to be a contributing building. On October 8, 2007, the Land Use Appeals Board overturned the decision of the HLC based on the fact that the ordinance requires that a building be at least 50 years old or of exceptional importance to be considered contributing.

On November 19, 2007, staff notified the applicant that no comments had been received in response to the "notice of demolition" sent on October 26, 2007 and that the request for demolition would be approved pending approval of a reuse plan for the property. In May 2008, HLC approved a four-story condominium project of 45 units and in May of 2009, extended the approval for two years. Because of the change in the economic climate and the community's desire to preserve the existing structure, the applicant now proposes preserving the original building and adding a two-story rooftop addition.

The current office building will be rehabilitated into residential units with offices in the basement. A "moat" around the structure will allow light into the basement offices and a ramp to a below grade front entrance. Two stories of residential units will be added to the roof and cantilevered out the back providing for a total of 28 residential units and 16 office suites. With the exception of the "moat", the majority of the site will remain the same in terms of location of parking, driveways and landscaping. The main façade of the existing building will have three main changes. A simple horizontal railing at the two front corners is necessitated by the addition of the moat. The illusion of the thin roofline will be altered by the addition of a solid and open horizontal railing for a third floor balcony. The main entrance, which because of its side orientation is not readily visible, will be replaced with a window. The side elevations of the existing structure consist of brick panels on the second floor. The applicant proposes installing 5' x 5' windows into these panels and extending some panels up into the rooftop addition. The extended panels will be created using salvaged brick from the new window openings. A new main entrance will be added to the west side. The two-story rooftop addition is stucco and glass with metal railings and awnings. The glazing of the addition is blue in contrast with the black tinting of the existing structure. A six foot (6') stamped concrete fence is planned to obscure the view of the parking lot.

Although, not shown on plans, the applicant has agreed to add a date stone providing minimally the date of the original building and the addition. They may also choose to provide additional information. Location is to be determined.

The building is considered non-contributing because of its young age; therefore design review should focus on how the alterations impact the neighborhood as opposed to how they impact the neighborhood as well as the building, as would be the case for a contributing building. The immediately surrounding area has lost the majority of its historic fabric. Across the street from the building is a contemporary grocery, Smith's Food & Drug. The block face of 500 South between 500 East and 600 East contains a mix of land uses and building types. The properties east of the subject property contain office buildings that are approximately two stories in height. The structures were originally built between 1965 and 1977 and are considered non-contributing structures. The buildings west of the subject property are a mix of office, residential and commercial. The adjacent office building is a non-contributing structure, while the other structures to the west are contributing. They vary in age, with the residential buildings being built between 1900 and 1905. The commercial use on the southeast corner of 500 South and 500 East was built in 1935.

The proposed project would be required to go through a subdivision process to join the existing parcels and create the condominium units. The proposal does not require any additional land use related applications. The applicant plans to submit a Certificate of Appropriateness application for new signage at a later date.

### History of Building

Glen Ashton Lloyd and Ron Mullen designed the brick and stucco/concrete building and associated garage, which were constructed in 1965, in the New Formalism style. The building originally was the home to the Utah State Employees Credit Union. The Medical Association occupied the building from the 1980s until 2006. The building is currently vacant.

New Formalism developed in the mid-1950s and continued into the early 1970s as a reaction against the rigid design of the International Style. Traditional concepts of classic design combined with new technologies characterize the style. Common features of the style that the Lloyd-Mullen building embodies include an embracing of classical precedents. The columns mimic a classical colonnade in a conservative articulation of the basic constructional form. Smooth wall surfaces and a "delicacy of details" are also common characteristics that this building embodies.

Lloyd designed a number of structures in the region. Projects include recreational facilities, motels, resort condominiums, general commercial, offices, banks, restaurants, medical facilities, educational buildings and industrial structures. Mr. Lloyd served on a number of civic groups including the Salt Lake Board of Education, Salt Lake Chamber of Commerce and the Utah State Building Board among others. He was a member of the American Institute of Architects. His designs have received several awards, including the AIA Award of Merit, Utah Masonry Association Award of Excellence and the Award of Merit, and a Design Citation from American Association of School Administration.

After working with Lloyd, Molen founded Molen Associates Architects. The firm primarily designed residential structures. According to the Utah Artist Project website, Ron Molen was "an architect and planner/builder/developer who designed a distinctive form of residential and professional buildings—a mansard roofed, shake-shingled façade with an enframed windowed/woody look-that became a huge success some thirty years or so ago in the Salt Lake Valley and beyond." Mr. Molen is also an author and artist.

Salt Lake City began seeing a decrease in population in the 1960s. After World War II, the Central City are began to see an increase in the number of commercial and office structures being constructed in what was mainly a residential area. The Lloyd-Mullen building is an excellent example of the type of changes this neighborhood experienced; however, because of its young age does not currently meet the eligibility requirements for a contributing building. No additional information has come to light that would make the argument for exceptional importance.

### Comments

### **Public Comments**

No public comments have been submitted. This type of project is not required to be presented to Community Councils.

### **Division Comments**

This project has not been routed because the Historic Landmark Commission is only reviewing the architectural design of the project. Relevant city departments will provide comments during the building permit review process and the subdivision process.

### Analysis and Findings

### **Options**

Approval. If the HLC finds that the proposed project meets the standards of the ordinance the application should be approved.

Denial. If the HLC finds that the proposed project does not meet the standards of the ordinance the application should be denied. If denied, the applicant's originally approved proposal to demolish the existing building and construct a new building will be in effect.

Postpone. If the HLC finds that additional information is needed, they may postpone the decision with specific direction as to the additional information required.

### **Findings**

### **ZONING CONSIDERATIONS**

	RO	RMF-35	Proposed	Meets?
	(rehab and addition)	(parking)		
Minimum lot area	None	2600 s.f.	No change	Yes
Minimum lot width	100'	80'	No change	Yes
Height	4 stories/ 60'	3.5 stories/ 35'	4 stories/ 57' 6"	Yes
Front Yard Setback	25'	20'	No change	Yes
Interior Side Yard Setback	15'	established setback line of the existing building	No change	Yes
Rear Yard setback	25% of lot depth but not exceeding thirty feet (30')	Twenty five percent (25%) of the lot depth, but not less than twenty feet (20') and need not exceed twenty five feet (25').	30'	Yes
Maximum Building Coverage	60%	60%	15.43%	Yes

### ZONING ORDINANCE AND DESIGN GUIDELINES

21A.34.020(H)(H). Standards For Certificate Of Appropriateness Involving New Construction Or Alteration Of A Non-contributing Structure: In considering an application for a certificate of appropriateness involving new construction, or alterations of noncontributing structures, the historic landmark commission, or planning director when the application involves the alteration of a noncontributing structure, shall determine whether the project substantially complies with all of the following standards that pertain to the application, is visually compatible with surrounding structures and streetscape as illustrated in any design standards adopted by the historic landmark commission and city council and is in the best interest of the city:

### Standard 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 for Standard 1:** The width of the addition is the same as the current building and in keeping with other buildings on the street. The height is double the height of immediately surrounding buildings; however, the mass and height are in keeping with other structures on the block, including the contemporary Smith's grocery store across the street. The proposed roof is a flat roof, in keeping with the current structure and those immediately to the east and west.

**Finding for Standard 1:** The scale and form of the existing building with the proposed addition will be compatible with the scale and form of other buildings found on the block and therefore meets this standard.

### Standard 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.

### Applicable Design Guidelines for Standards 3, 8 and 9:

- 8.1 **Design an addition to a historic structure such that it will not destroy or obscure historically important architectural features.** For example, loss of alteration of architectural details, cornices and eave lines should be avoided.
- Besign an addition to be compatible in size and scale with the main building. Set back an addition from historically important primary facades in order to allow the original proportions and character to remain prominent. Keep the addition visually subordinate to the historic building. If it is necessary to design an addition that is taller than the historic building, set it back substantially from significant facades and use a "connector" to link it.
- 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 material, 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. Creating a jog in the foundation between the original building and the addition may establish a more sound structural design to resist earthquake damage, while helping to define it as a later addition.

- 8.4 **Design a new addition to preserve the established massing and orientation of the historic building.** For example, if the building historically had a horizontal emphasis, this orientation shall be continued in the addition.
- 8.5 **Do not construct a new addition or alteration that will hinder one's ability to interpret the historic character of the building or structure.** A new addition that creates an appearance inconsistent with the historic character of the building is inappropriate. An alteration that seeks to imply an earlier period than that of the building is inappropriate. In addition, an alteration that seeks to imply an accurate variation on the historic styles in inappropriate. An alteration that covers historically significant features is inappropriate as well.
- When planning an addition to a building preserve historic alignments that may exist on the street. Some roof lines and porch eaves on historic buildings in the area may align at approximately the same height. An addition shall not be placed in a location where these relationships would be altered or obscured.
- 8.7 Use exterior 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.
- 8.8 Minimize negative technical effects to original features when designing an addition. Avoid construction methods, for example that would cause vibration that may damage historic foundations. New alterations should be designed in such a way that they can be removed without destroying original materials or features.
- 8.9 Use windows in the addition that are similar in character to those of the historic building or structure. If the historic windows are wood, double-hung, for example, new windows should appear to be similar to them. Depending on the detailing, clad wood or synthetic materials may be considered.
- 8.10 Use windows in the addition that are similar in character to those of the historic building or structure. If the historic windows are wood, double-hung, for example, new windows should appear to be similar to them. Depending on the detailing, clad wood or synthetic materials may be considered.
- When construction a rooftop addition, keep the mass and scale subordinate to the scale of the historic building. An addition shall not overhang the lower floors of the historic building in the front or on the side.
- 8.12 **Set a rooftop addition back from the front of the building.** This will help preserve the original profile of the historically significant building as seen from the street. A minimum setback of ten feet is recommended. Greater flexibility may be considered in the setback of a dormer addition on a hipped of pyramidal roof.
- 8.13 The roof form and slope of the addition must be in character with the historic building. If the roof of the historic building is symmetrically proportioned, the roof of the addition shall be similar. Eave lines on the addition shall be similar to those of the historic building or structure. Dormers shall be subordinate to the overall roof mass and shall be in scale with historic ones on similar historic structures.

13.9 Use primary materials on a building that are similar to those used historically. Appropriate building materials include: brick, stucco, and wood. Building in brick, in sizes and colors similar to those used historically, is preferred. Jumbo or oversized brick is inappropriate. Using stone, or veneers applied with the bedding plane in a vertical position, is inappropriate. Stucco should appear similar to that used historically. Using panelized products in a manner that reveals large panel modules is inappropriate. In general, panelized and synthetic materials are inappropriate for primary structures. They may be considered on secondary buildings.

**Discussion for Standard 2:** The rooftop addition is setback from the main façade of the existing building by thirteen feet (13') at the corners and nine feet (9') in the center. The addition is a contemporary design. The large amounts of glazing are a contemporary interpretation of the tall vertical windows of the existing structure's main facade. The rooftop of the addition is flat, matching the existing roofline. Detailing on the addition is simple and accomplished with open steel railings, glass guardrails and enclosed stucco railing as well as simple, flat metal awnings. The flat canopies of the addition read similar to the projecting rafters of the existing structure as do the pergola-type door canopies. The addition is visually divided into six bays that are similar in width to the six bays of the original structure. The central portion of the main façade of the addition projects out in a similar way as the main structure; however, not with the same width. The main façade of the existing building has an emphasis on the vertical with a base of horizontal bandings created by the contrast between the brick second floor and stucco first floor. The windows of the addition create the verticality of the design and the fourth floor decks create the horizontal banding. Doors on the addition are full-light to read more like windows than entrances. The round globe street lights proposed are reminiscent of the round white globe light fixtures that originally hung on the front of the building. The materials are similar in that the addition will be stucco to match the stucco of the existing; however the window glass is blue rather than gray. The rear elevation will change dramatically; however, these alterations cannot be seen from the street.

**Finding for Standard 2:** The proportion of openings and the "solids to voids" of the addition are similar to the existing building and surrounding buildings. The main entrance is not as prominent as seen on more classically designed buildings and this is in keeping with the modern buildings to either side. The materials for the addition match existing materials.

The project meets this standard in terms of a non-contributing building.

### Standard 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.

### **Applicable Design Guidelines**

- **9.1 Preserve a historic accessory building when feasible.** When treating a historic accessory building, respect its character-defining features such as primary materials, roof materials, roof form, historic windows, historic doors and architectural details. Avoid moving a historic secondary structure from its original location.
- 12.10 Large parking areas, especially those for commercial and multifamily uses, shall not be visually obtrusive. Locate parking areas to the rear of the property, when physical conditions permit. An alley should serve as the primary access to parking, when physical conditions permit. Parking should not be located in the front yard, except in the driveway, if it exists.
- **12.11 Avoid large expanses of parking.** Divide large parking lots with planting areas. Large parking areas are those with more than five cars.
- **12.12 Screen parking areas from view of the street.** Automobile headlight illumination from parking areas shall be screened from adjacent lots and the street. Fences, walls, and plantings or a combination of these, should be used to screen parking.
- **13.26** Plan an addition to be in character with the main building, in terms of its size, scale and appearance. This is especially important in portions of the district where buildings are modes in size and scale and have limited architectural detailing. Greater flexibility is appropriate, in terms of size of additions, on the northern edge of the district near South Temple Street, where many of the historic buildings are quite large.
- 13.31 Minimize the visual impact of automobiles as seen from the sidewalk by pedestrians.

  Provide landscaped buffer areas to screen and separate the sidewalk from parking and drive lanes within individual commercial sites.
- 13.32 Screen service areas from the residential portions of the historic district. Use fences, wall and planting materials to screen service areas. When feasible, locate service areas away from residential portions of the historic district.
- 13.34 Shield all site lighting such that it does not spill over into residential portions of the district.

**Discussion for Standard 3**: The proposed addition is a rooftop addition that will cantilever to the rear of the property; therefore the site will have minimal changes, especially as seen from the street. Parking entrances and the location of parking will not change. The main entrance will move to the side; however the look of the original entrance will remain similar and be a full window rather than a door. This change will have minimal impact since the modern design places the door facing the side rather

than the front and so it is not readily seen. The garage proposed to be demolished cannot be seen from the street and does not add to the understanding of the historic nature of the non-contributing main structure. A six foot (6') concrete fence is proposed to surround the parking area and will not be readily visible from the street. The area immediately surrounding the building will change dramatically with the removal of the ground around the building to create a terraced "moat" and below-grade entrances. There is a slight rise in grade immediately surrounding the building that along with the landscaping help to ground and create a base for this structure. The moat will free the building from the ground and the removal of the raised grade will reveal portions of the building not currently seen. However, the alterations will be minimal as seen from the street. The moat will also require a three foot (3') brick wall in the front of the building, similar to the brick wall currently in place by the existing staircase.

Finding for Standard 3: Site alterations will be minimal therefore, the project meets this standard.

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

**Discussion for Standard 4:** Because the existing building straddles three different lots and the entire property covers four lots, the applicant will need to combine all lots into one.

Finding for Standard 4: The project meets this standard.

### **Applicable Section of Policy Document**

15. <u>ADDITIONS:</u> Additions on historic residential structures are sometimes a necessary part of maintaining the viability of historic properties and districts. However, new additions should be designed in such a manner that they preserve the historic character of the primary structure. In general, large additions and those which effect the primary elevation of the residence have a greater potential to adversely affect the historic integrity of a historic house. Furthermore, because the roofline of a historic home is a character-defining feature, additions that require the alteration of the roofline of the original, early, or historic portion of the house should be avoided. Thus, in the following instances, the full Historic Landmark Commission should review proposals for additions that involve the following actions:

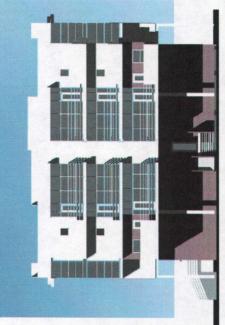
1.If an addition is substantially visible from the street;

- 2. If the footprint of the addition equals fifty (50) percent or larger of the existing footprint of the house; or
- 3. If the addition requires a change in roofline (excluding dormers) of the primary structure. (Adopted by HLC on 6/21/2000)

**Finding:** The addition meets all of the standards for full Commission review.

ATTACHMENT A
Site Plan & Elevation Drawings





FRONT ELEVATION

REAR ELEVATION



SIDE ELEVATION

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### TROUGY LOFTS AND OFFICE

lloyd platt associates architects

# TROUGY LOFTS AND OFFICE



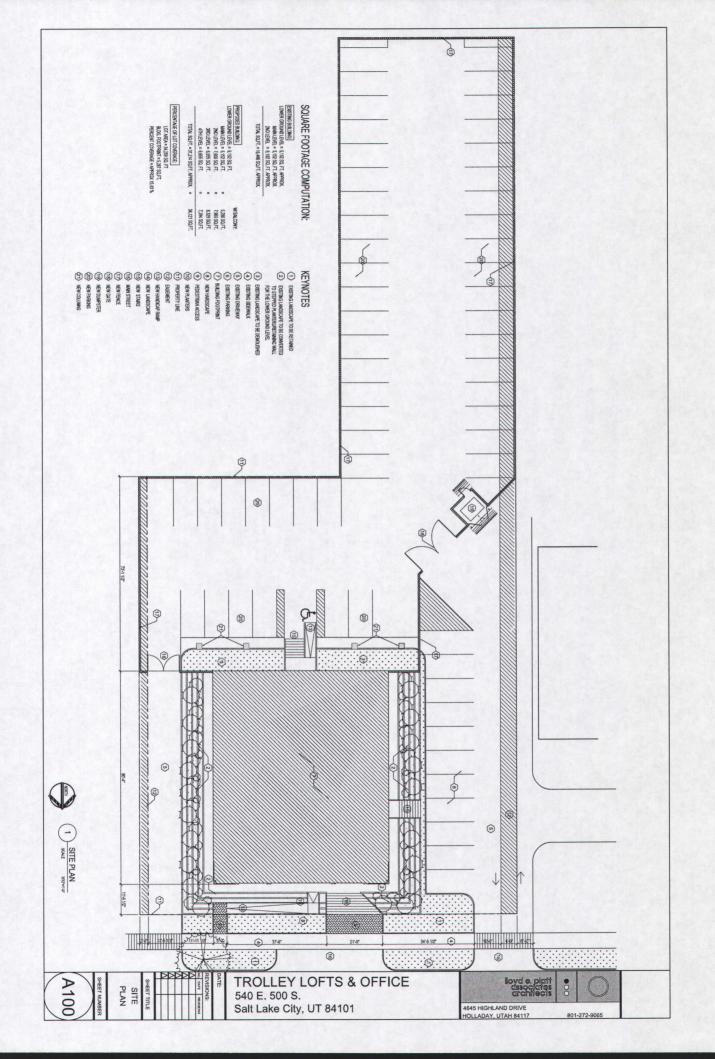


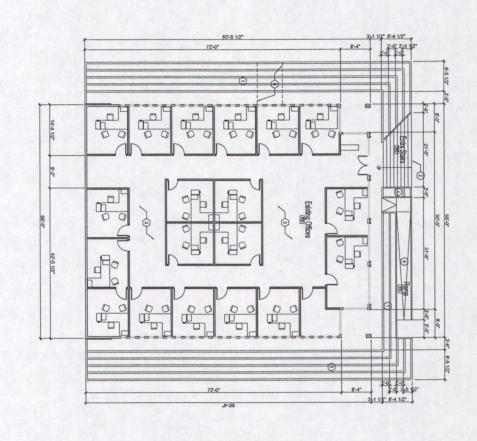




## TROUGY LOFTS AND OFFICE

lloyd platt associates architects





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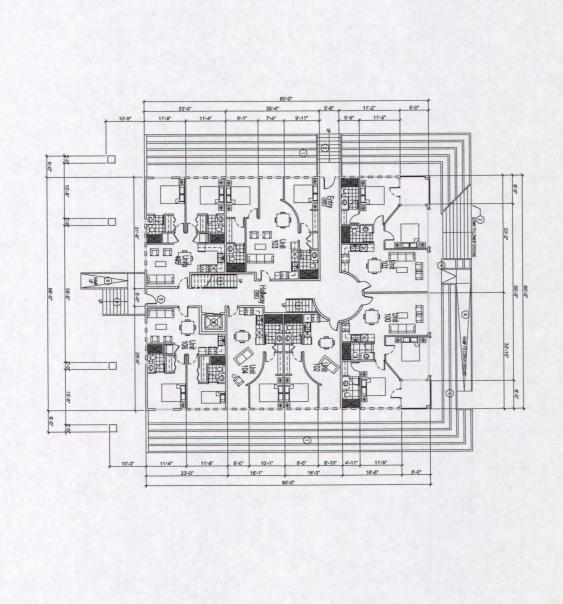
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TROLLEY LOFTS & OFFICE 540 E. 500 S. Salt Lake City, UT 84101





MAIN LEVEL FLOOR PLAN

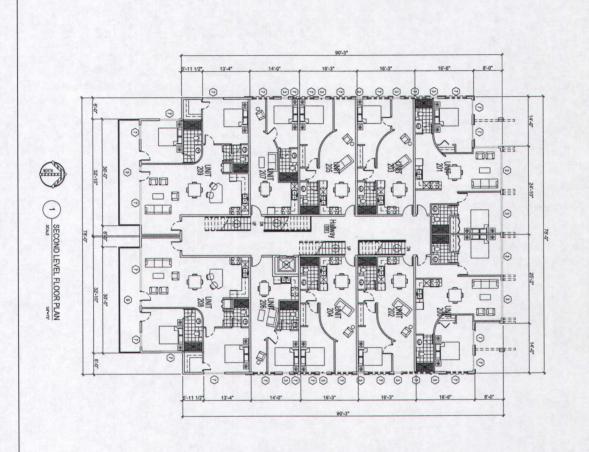
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TROLLEY LOFTS & OFFICE 540 E. 500 S. Salt Lake City, UT 84101

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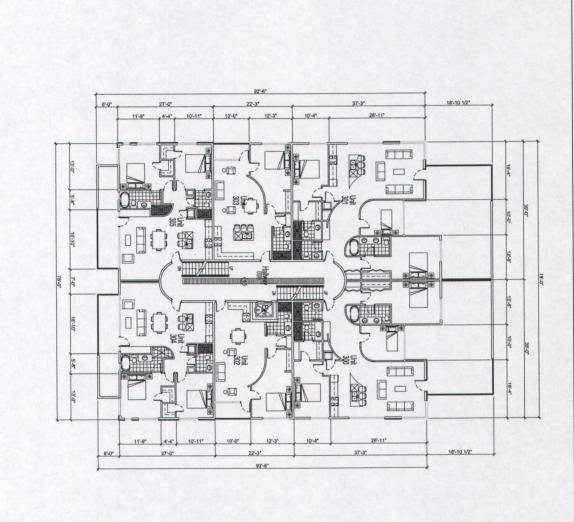
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FLOOR

TROLLEY LOFTS & OFFICE 540 E. 500 S.
Salt Lake City, UT 84101





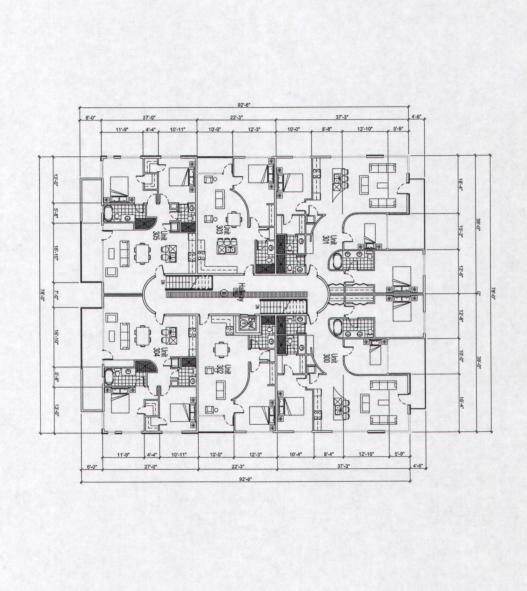
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1 THIRD LEVEL PLAN

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Salt Lake City, UT 84101









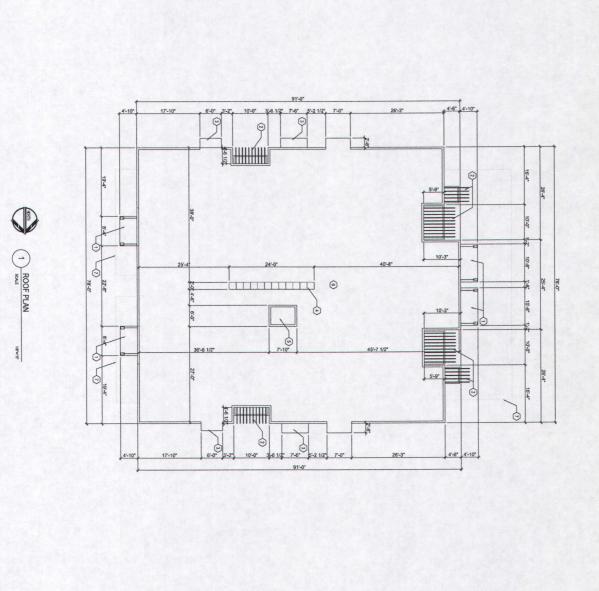
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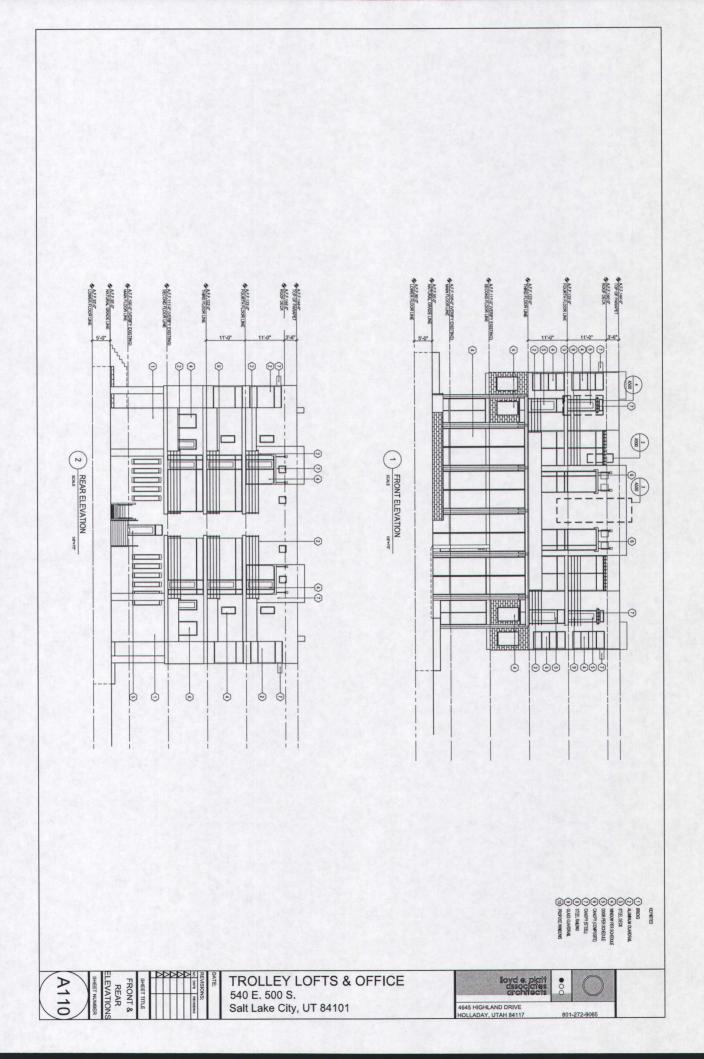
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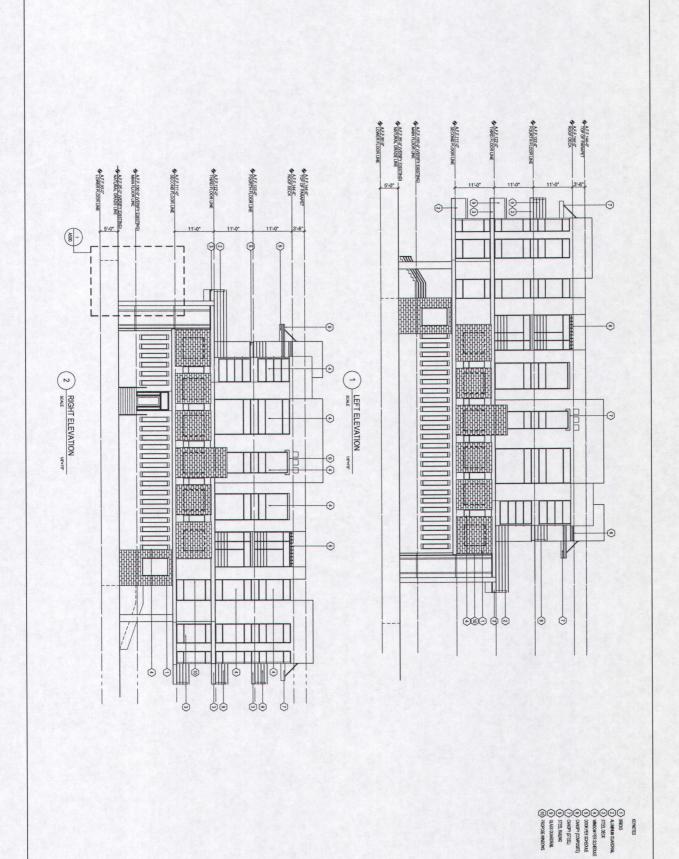
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(5) BERNITOR TOWER
(6) ROOF BECK
(7) BACONY FLOOR BELOW

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4645 HIGHLAND DRIVE HOLLADAY, UTAH 84117





TROLLEY LOFTS & OFFICE

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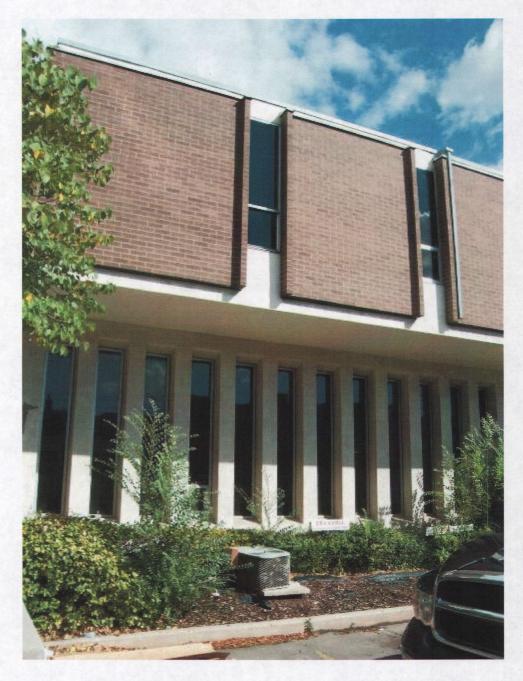
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### ATTACHMENT B Photographs









Brick from these panels will be removed for square windows. Salvaged brick will be used to extend one of these panels up into the addition.





Rear entrance. The addition will extend outward from this rear wall over the parking spaces seen in this photograph.



West side.



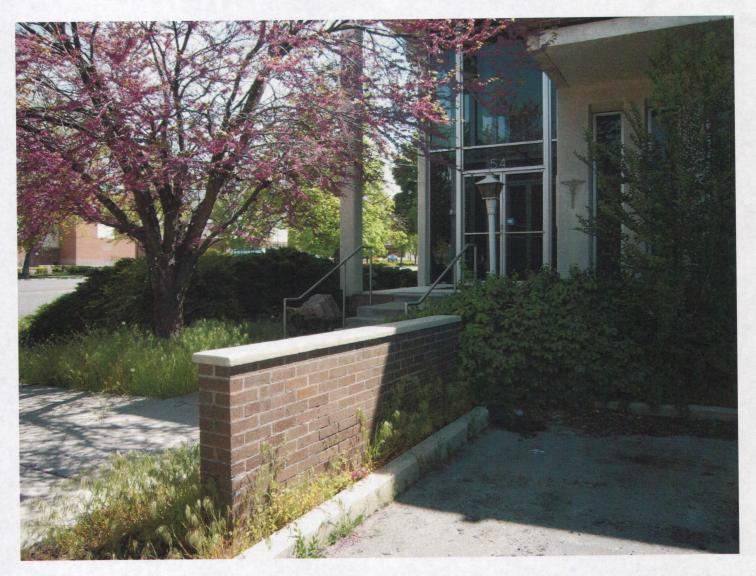
East side.



This garage will be demolished.



The current main entrance will become a window.



This existing brick wall that screens parking is similar to the wall that is being proposed for the front of the building.