

# HISTORIC LANDMARK COMMISSION

## ZION BANK PARKING STRUCTURE REPLACEMENT PLNHLC2011-00503 378 First Avenue October 6, 2011



Planning and Zoning Division  
Department of Community and  
Economic Development

**Applicant:**

Zions Bank, Jay Lems  
representative

**Staff**

Ray Milliner  
[ray.milliner@slcgov.com](mailto:ray.milliner@slcgov.com)  
(801)535-7645

**Zone:**

RMF-35 (Residential Multi-  
Family)

**Master Plan Designation:**

Avenues, Medium Density 8-28  
units per acre

**Council District:**

District 3 – Stan Penfold

**Lot Size:**

Approximately .19 Acres

**Current Use:**

Parking Garage

**Applicable Land Use  
Regulations:**

- 21A.34.020 G

**Notification:**

- Notice mailed on September 22, 2011
- Agenda posted on the Planning Division and Utah Public Meeting Notice websites September 22, 2011
- Property posted on September 22, 2011

**Attachments:**

- A. Letter From Applicant
- B. Site Plan and Elevations
- C. Public Comment

### *Request*

The applicant, Zions Bank, represented by Jay Lems is requesting Certificate of Appropriateness approval to replace an existing parking structure with a new parking structure.

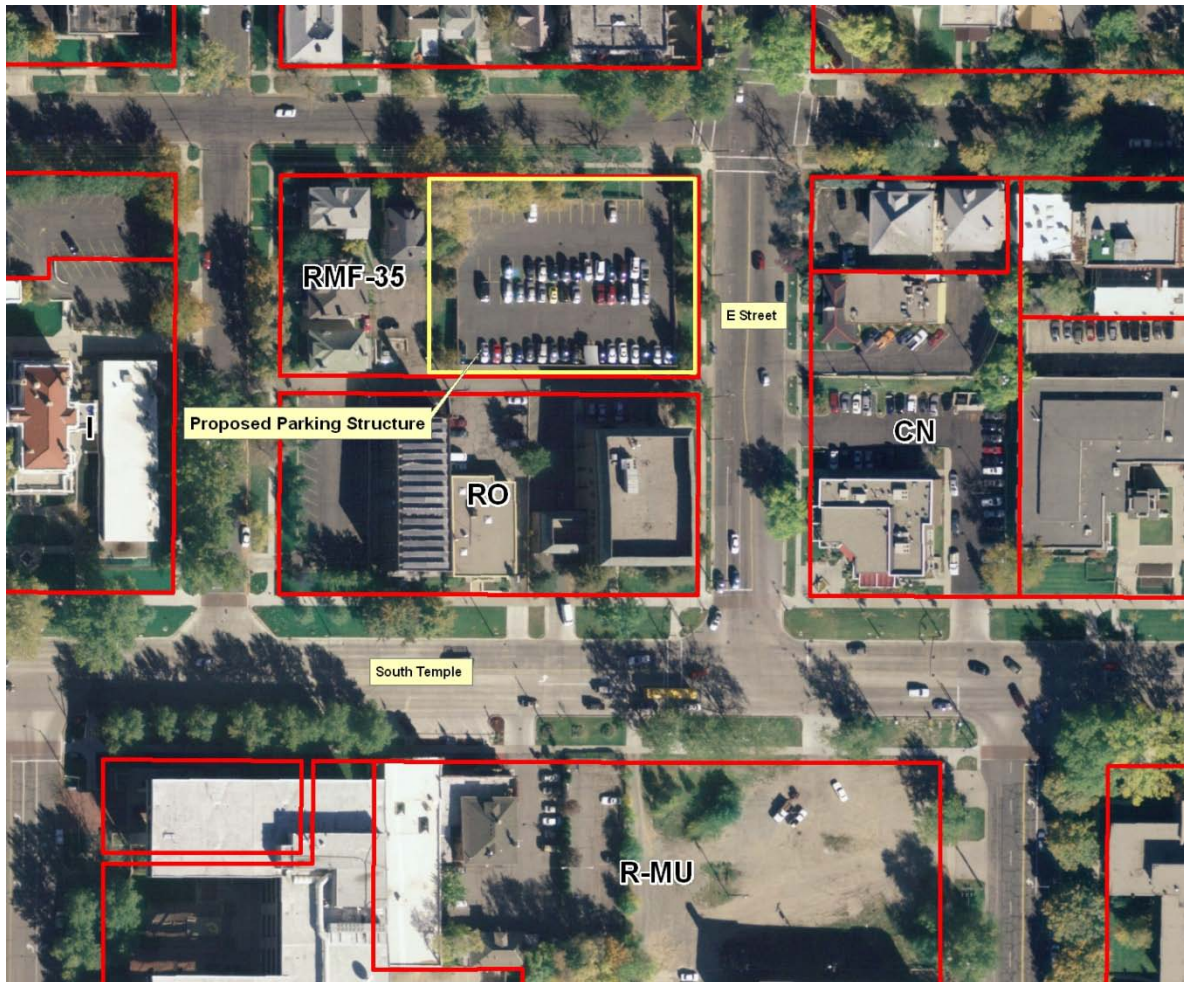
### *Recommendation*

Staff recommends that the Historic Landmark Commission review the proposed parking structure design, and grant the request pursuant to the following conditions of approval, and the finding and analysis in this report.

### **Conditions of Approval**

1. The applicant will receive all necessary building permits and approvals prior to the commencement of construction.
2. All conditions of approval from the March 20, 1978 Board of Adjustment approval shall continue to apply.
3. The new building shall have the same footprint as the old building.

## VICINITY MAP



## Background

On September 1, 2011, the applicant, Zions Bank, petitioned the Historic Landmark Commission for a certificate of appropriateness involving new construction. The purpose of the petition is to replace an existing parking structure located at 378 1<sup>st</sup> Avenue with a new structure of approximately the same size and design. The structure provides parking for an office building at the corner of South Temple and E Street.

On March 20, 1978 the applicant requested that the Salt Lake City Board of Adjustment review the parking structure and approve the following petitions.

1. A variance reducing the number of required parking stalls for the office building.
2. A special exception allowing the construction of two level parking structure in a residential zone (at that time, zoned R-6 now zoned RMF-35).

The Board of Adjustment approved both petitions with the following conditions of approval:

1. That the egress and ingress to the upper level parking be removed from “E” Street and supplied on First Avenue.
2. That all the landscaped areas be sprinkled and continuously maintained and in a good manner.

3. That a 3' or 4' high brick wall be installed around the upper level parking to prevent auto lights shining onto adjoining residential property.
4. That the area be drained in accordance with the requirements of the City Engineer.
5. That the Planning Commission and Historical Landmarks Committee grant approval.
6. That it be subject to Committee of the Board approval, a copy of the finally approved plan to be filed with the case.

The structure is now structurally unsound, and it has been determined that it needs to be either replaced or repaired. Reports from structural engineers indicate that were the building repaired, it would be necessary to provide structural supports in the lower area that would eliminate much of the available parking at a cost that would be approximately the same as that of a new structure. Therefore, the applicant has decided to petition for a new building.

The structure was built in 1978, approximately 33 years ago. It is of a utilitarian design, with no unique or distinctive architectural features. Staff can find no indication of historic significance and therefore, is not recommending that the building be retained.

## ***Comments***

### **Public Comments**

Staff received one email comment regarding the petition. It is attached as exhibit C.

## ***Analysis and Findings***

### **ZONING ORDINANCE AND DESIGN GUIDELINES 21A.34.020 H Historic Preservation Overlay District**

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

#### **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.

**Analysis:** Because the new parking structure will be built in approximately the same footprint, be the same height, and have the same mass and scale as the old one, there will be little change to the visual impact of

the streetscape. A majority of the structure will be either below or at grade. The south wall reaches a height of approximately 13 feet above grade, with a canopy above the stairwell at 17 feet (the maximum height in the RMF-35 zone is 35 feet). These sections will face the south, and be the least visible from the public right-of-way.

Because it is a parking structure, it does not have the architectural design features of a regular structure. There is no roof, and the only feature visible from 1<sup>st</sup> Avenue will be a 3 foot high wall that was required in the 1978 Board of Adjustment approval.

**Finding:** Staff finds that due to the fact that the proposed structure would replicate the existing structure in mass, scale, height, and design, it will have a limited negative impact on the scale and form of the existing streetscape.

### **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.

**Analysis:** The primary entrance to the structure will remain from 1<sup>st</sup> Avenue, with a secondary entrance from a mid block alley that runs along the south property line. The exposed portions of the building will be open, in the typical style of a parking structure (large gaps with no windows). No porches or other types of projections are proposed, as they would not be practical on this type of structure. The protective wall will be an architectural finish concrete wall, similar to others found in the area.

**Finding:** Staff finds that the proposed design is typical of other parking structures in the immediate area and that the proposal will not have a negative impact on the surrounding facades and buildings.

### **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.

**Analysis:** The rhythm of the walls along the street will not be disrupted, because the existing walls will be replaced with new ones, of a similar size and style. Likewise, the compatibility of the structure with the

surrounding vernacular will not change. The applicant will re landscape the area pursuant to the condition of approval from the 1978 Board decision.

**Finding:** Staff finds that the proposed structure 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).

**Analysis:** This standard is not applicable as no subdivision amendments are proposed.

**Finding:** Staff finds that this standard is not applicable.

**Attachment A**  
Letter from Applicant

# MEMO

DATE: 08.30.11

**TO:** Salt Lake City Planning Department  
ATTN: Salt Lake City Buzz Center  
451 South State Street, Room 215  
Salt Lake City, Utah 84111

**CC:** David Delight, Zions Bank Property Management VP

**FROM:** Jay Lems

**PROJECT:** Zions Bank – Avenues Branch Parking Structure Replacement  
378 First Avenue  
Salt Lake City, Utah

**RE:** HLC Application for New Construction

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The following information is provided pursuant with the HLC Application for New Construction concerning the Zions Bank Avenues Branch Parking Structure:

1. Zions Bank requested that a professional structural engineer observe the existing structural condition of the post-tensioned suspended concrete slab parking structure located at 378 First Avenue and evaluate whether the parking structure could feasibly be repaired or if the structure should be replaced in its entirety. The parking structure is indicated to be thirty-plus years in age.

The structural engineer Brent L. White of ARW Engineers conducted a visual observation of the concrete parking structure, including review of previously conducted concrete test reports of the structure's concrete. The structural engineer's findings conclude that repair of the structure would be impractical and if implemented, would render the lower level of the structure unusable for its intended use. The structural engineer further indicated that complete replacement of the parking structure would be a more viable solution.

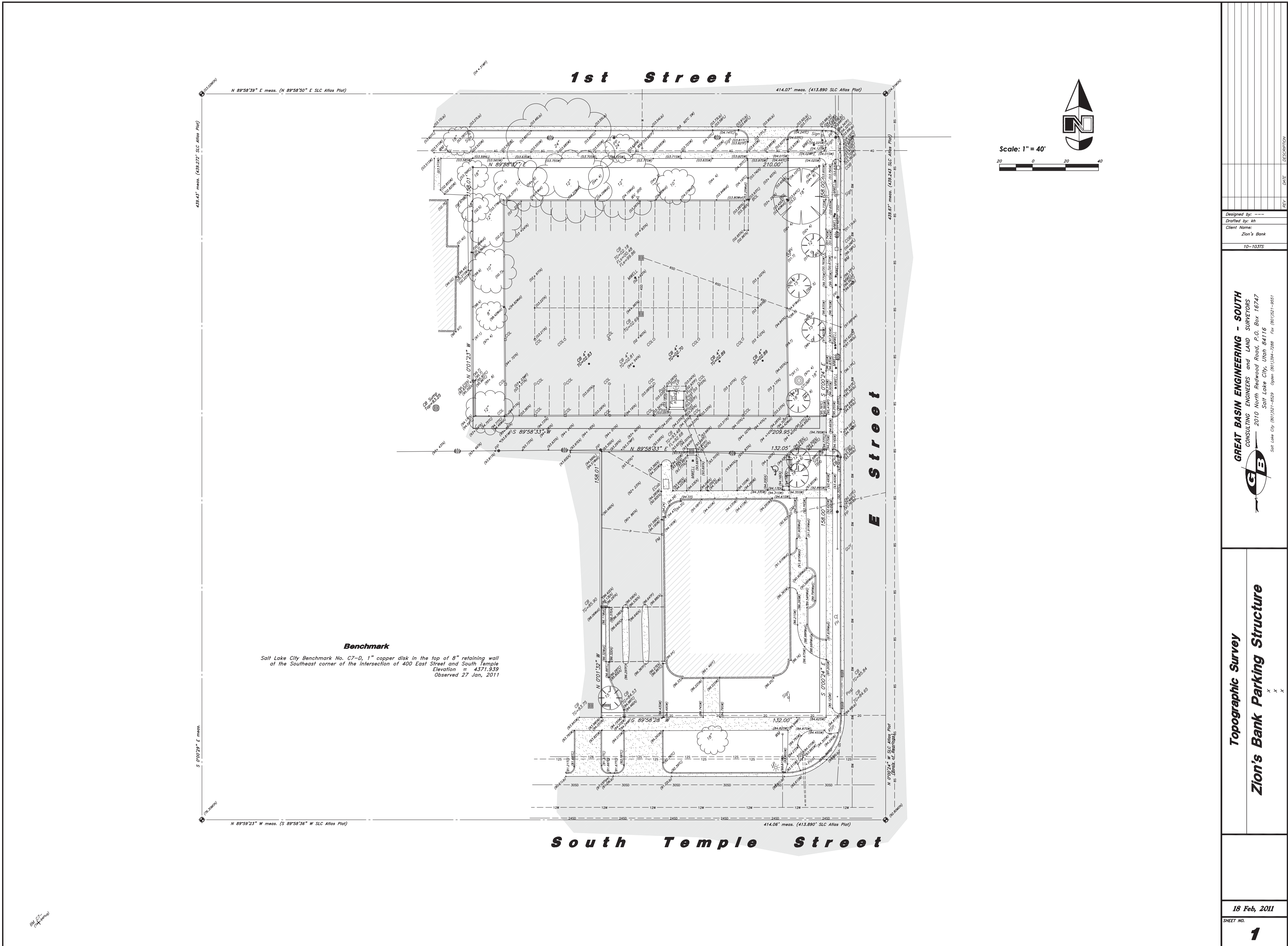
2. Zions Bank requests that the existing noncomplying parking structure is allowed to be razed and reconstructed in its entirety given the findings outlined above.
3. The existing parking structure is located on multiple parcels, and each parcel is currently zoned RMF-35. Under the current zoning regulations, the parking structure is considered a noncomplying structure as indicated in section [21A.24.190 Table of Permitted and Conditional Uses for Residential Districts within an RMF-35 zone](#). Refer to the attached SLC Avenues zoning map, Table 21A.24.190 regarding permitted and conditional uses, and the SLC Board of Adjustments Findings and Order of original variance approval.
4. Recent photographs of the subject property are attached. Photographs include an aerial photograph of the site, photographs of the parking structure's exterior elevations and the adjacent context, and other details of the existing structure. Refer to the site context images attached.
5. The existing as-built drawings of the topographic survey and the parking structure's exterior elevations are attached.
6. The proposed replacement parking structure schematic drawings are attached and include the following: Site plan (upper and lower levels), and Exterior elevations.
7. The proposed new materials for the replacement parking structure are indicated in the attached schematic exterior elevation drawings.

**Attachment B**  
Site Plan and Elevations






AERIAL VIEW  
 CONTEXT PHOTOS  
 ZIONS BANK AVENUES PARKING STRUCTURE  
 PRESCOTT MUIR ARCHITECTS



REV.	DATE	DESCRIPTION

Designed by: ---  
 Drafted by: AH  
 Client Name: Zion's Bank  
 10-1037S

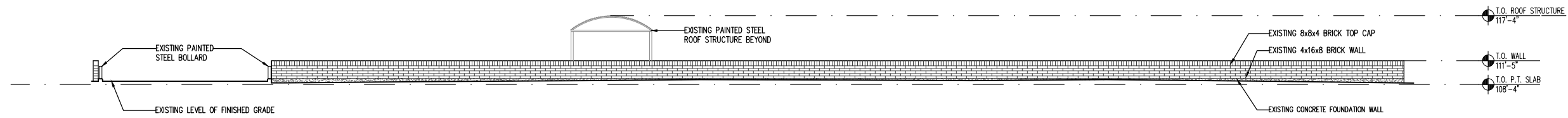
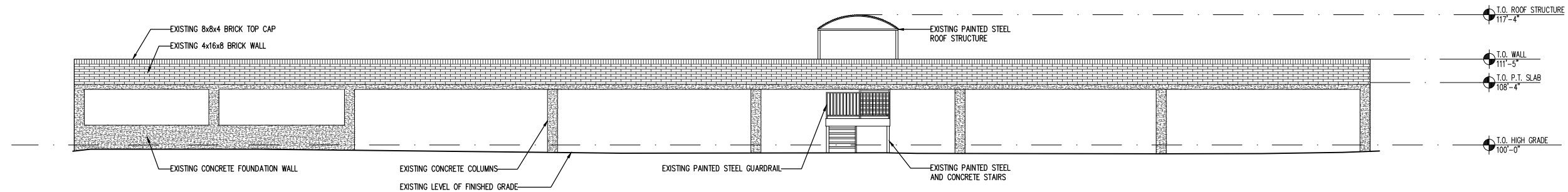
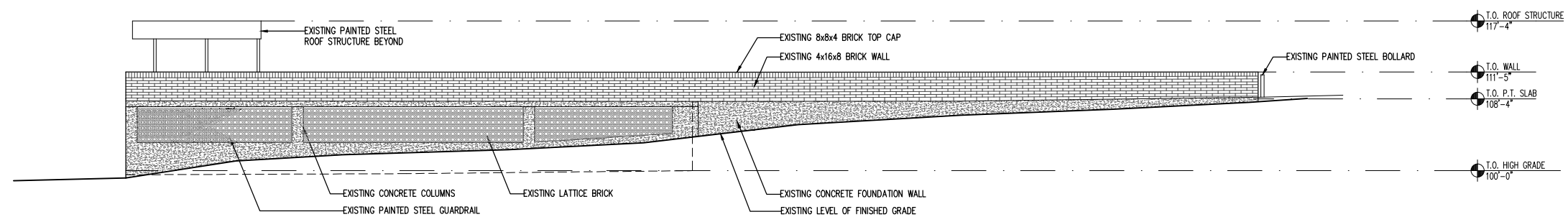
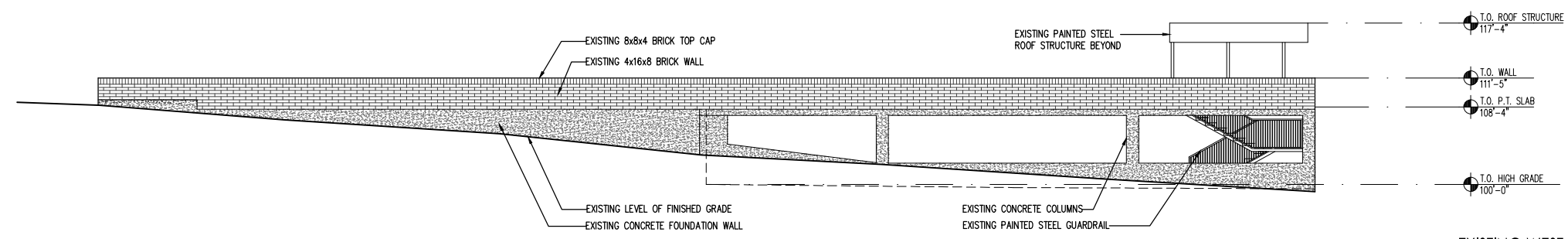
**GREAT BASIN ENGINEERING - SOUTH**  
 CONSULTING ENGINEERS and LAND SURVEYORS  
 2010 North Redwood Road, P.O. Box 16747  
 Salt Lake City, Utah 84116  
 Salt Lake City (801)527-8229 Ogden (801)334-7288 Provo (801)321-9551

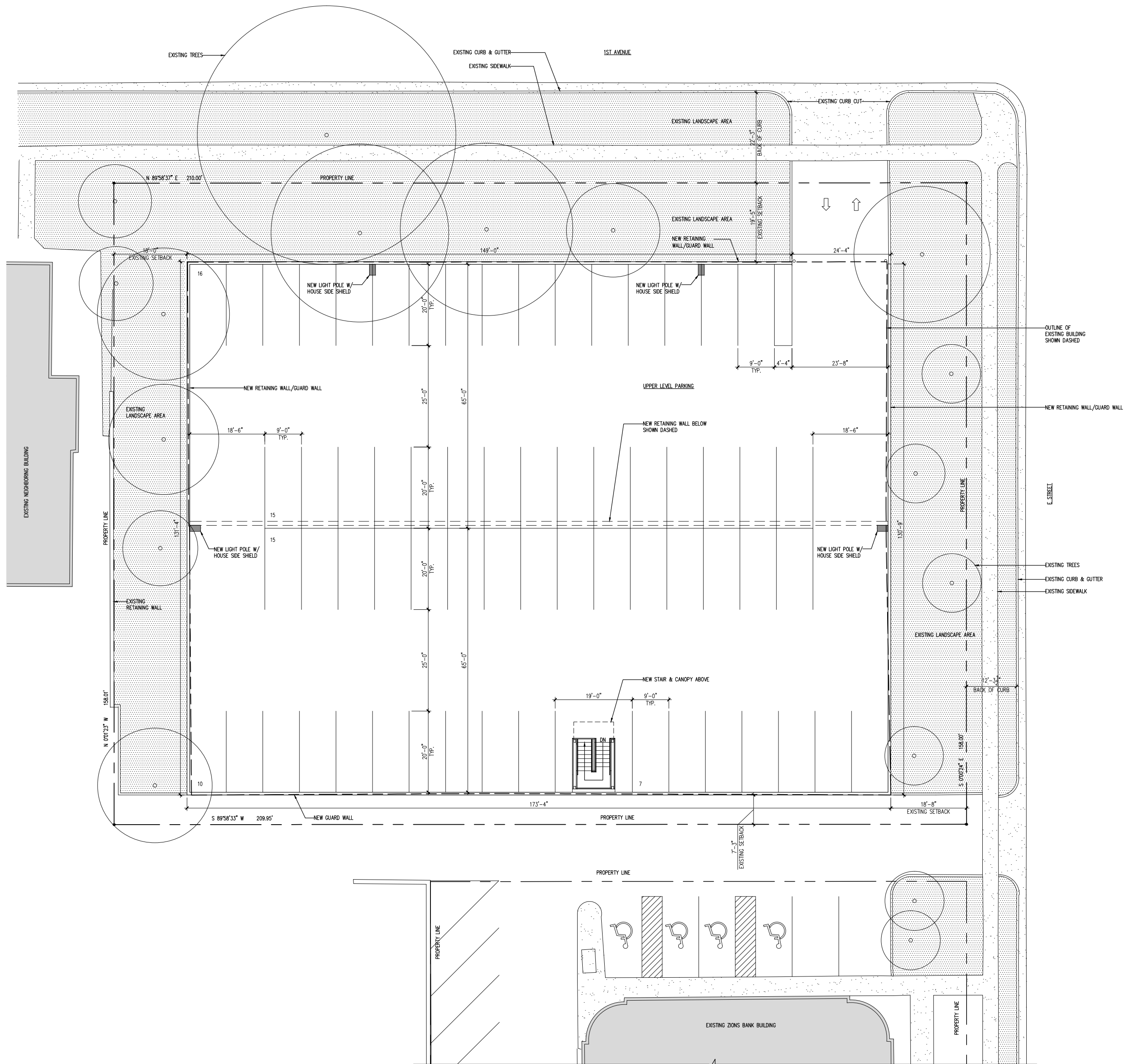


**Topographic Survey**  
**Zion's Bank Parking Structure**  
 X X X

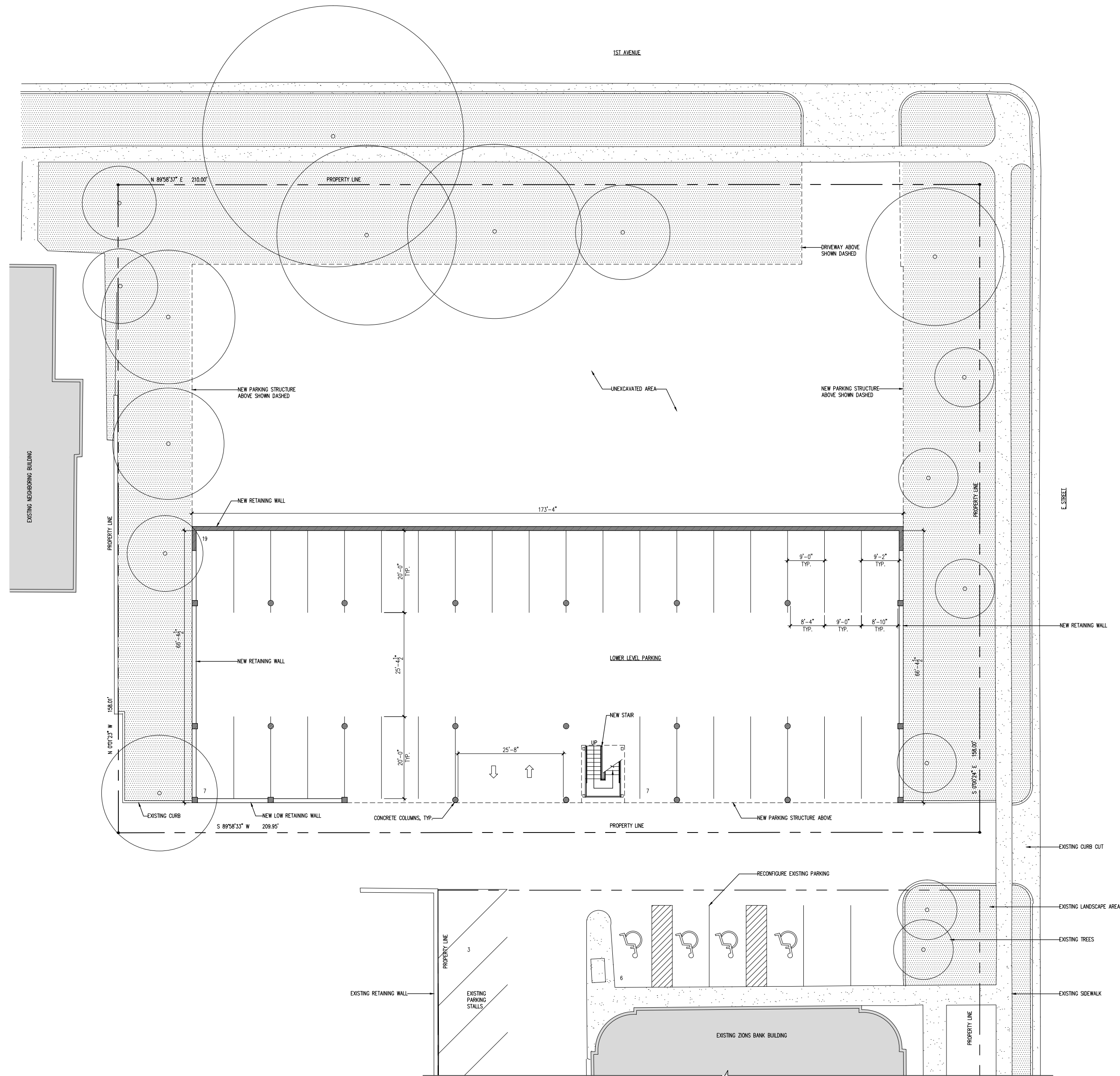
18 Feb, 2011  
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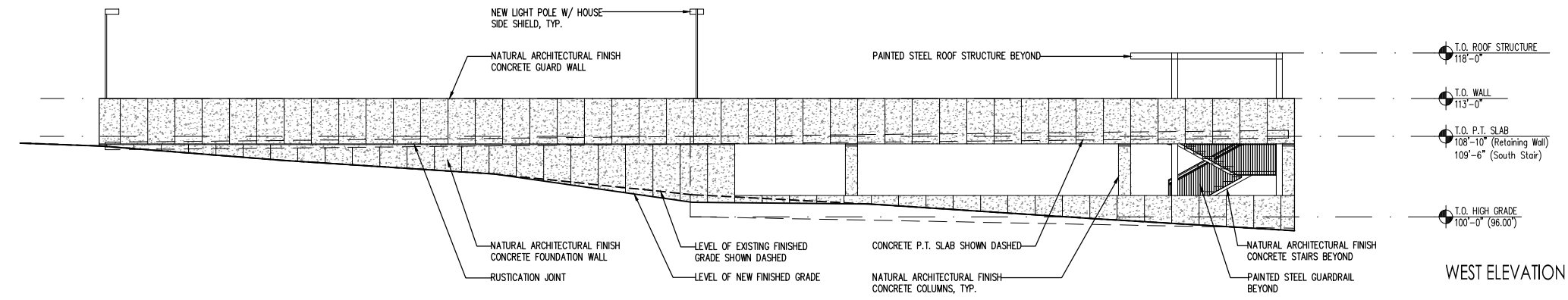


ZONING	
ZONING DISTRICT	RMF-35
HISTORIC PRESERVATION DISTRICT	YES
<b>1. SETBACKS</b>	
REQUIRED:	
FRONT YARD	20'-0"
CORNER SIDE YARD	10'-0"
INTERIOR SIDE YARD	10'-0"
REAR YARD	25% OF THE LOT DEPTH BUT NOT LESS THAN 20 FEET AND NEED NOT EXCEED 25 FEET
EXISTING:	
FRONT YARD	19'-5"
CORNER SIDE YARD	18'-8"
INTERIOR SIDE YARD	18'-0"
REAR YARD	7'-3"
PROPOSED:	
FRONT YARD	MATCH EXISTING
CORNER SIDE YARD	MATCH EXISTING
INTERIOR SIDE YARD	MATCH EXISTING
REAR YARD	MATCH EXISTING
<b>2. HEIGHT LIMITATIONS</b>	
MAXIMUM:	35'-0"
EXISTING:	17'-10"
PROPOSED:	18'-0"
<b>3. LOT COVERAGE</b>	
MAXIMUM:	60%
EXISTING:	68%
PROPOSED:	MATCH EXISTING
<b>4. LOT AREA</b>	
EXISTING:	33,177 SQ. FT.
PROPOSED:	TO REMAIN UNCHANGED
<b>5. PARKING STRUCTURE AREA</b>	
EXISTING:	
LOWER LEVEL	11,453 SQ. FT.
UPPER LEVEL	22,546 SQ. FT.
PROPOSED:	
LOWER LEVEL	11,679 SQ. FT.
UPPER LEVEL	22,751 SQ. FT.
<b>5. LANDSCAPING</b>	
REQUIRED:	
PERIMETER	7 FEET IN WIDTH
EXISTING:	
FRONT YARD	24 FEET IN WIDTH
CORNER SIDE YARD	22 FEET IN WIDTH
INTERIOR SIDE YARD	16 FEET IN WIDTH
PROPOSED:	
FRONT YARD	MATCH EXISTING
CORNER SIDE YARD	MATCH EXISTING
INTERIOR SIDE YARD	MATCH EXISTING
<b>6. PARKING</b>	
REQUIRED STALLS:	77 STALLS
EXISTING STALLS:	
UPPER PARKING	64 STALLS
LOWER PARKING	34 STALLS
ADJACENT BUILDING PARKING	10 STALLS
TOTAL	108 STALLS
PROPOSED STALLS:	
UPPER PARKING	63 STALLS
LOWER PARKING	33 STALLS
ADJACENT BUILDING PARKING	9 STALLS
TOTAL	105 STALLS
ACCESSIBLE STALLS:	
EXISTING:	1 STALL
REQUIRED:	4 STALLS
PROPOSED:	4 STALLS

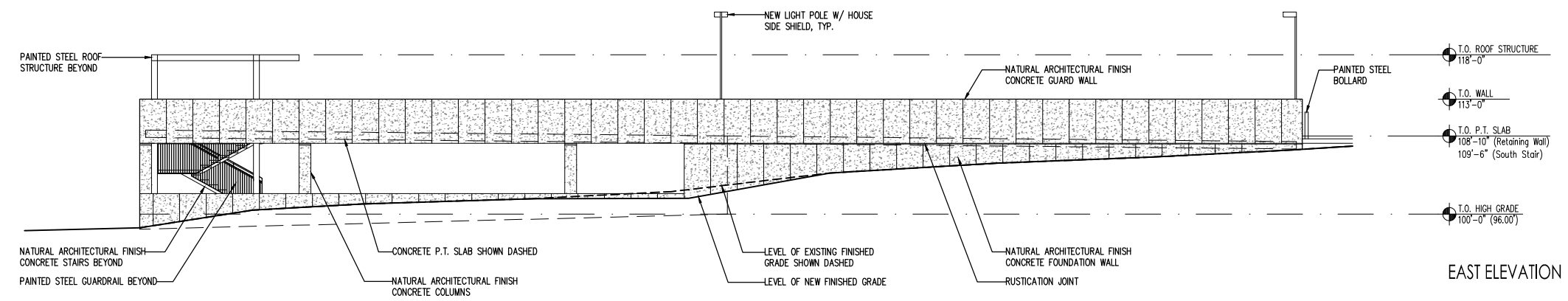


SITE PLAN  
 LOWER LEVEL PARKING  
 ZIONS BANK AVENUES PARKING STRUCTURE  
 PRESCOTT MUIR ARCHITECTS

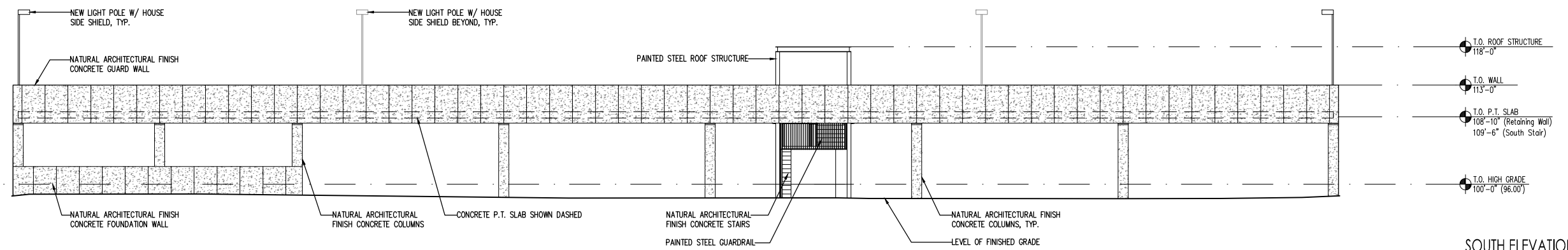
20'



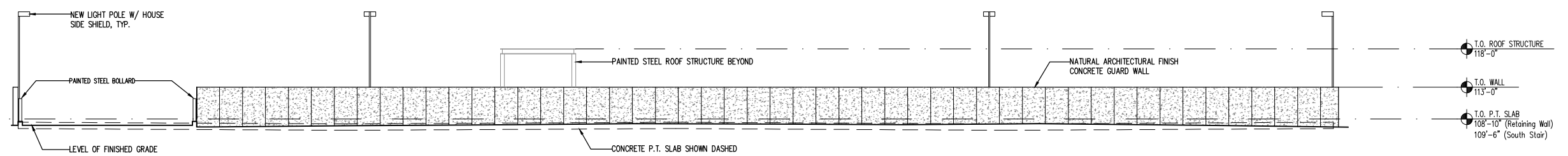
WEST ELEVATION



EAST ELEVATION



SOUTH ELEVATION



NORTH ELEVATION

**Attachment C**  
Public Comment

Dear Ray,

I have received the city's notice about the parking structure rebuild that Zions Bank would like to do. We own the buildings 22 - 38 D Street. My only comments are as follows: I hope that the structure does not exceed it's current height as an additional layer could be detrimental to the surrounding area's feel. Secondly, I have tried to get the city to repair the giant pot holes at the West end of the alley that runs through that property and have been told that the pot holes are in an alley that is privately owned. I don't know who exactly owns the alley but it is used constantly by Zions Bank customers and all the other retail customers of that building and has never been repaired. If you do a site inspection you will see that these pot holes are very deep and pretty huge! Is there a way to implement the simple repair of these as a stipulation of the parking improvement? They have reached critical mass in terms of size and safety.

Thank you for bringing these points to discussion.

Very Best,

Steven J. Elliff  
Group 2 Funding LC