

HISTORIC LANDMARK COMMISSION STAFF REPORT



Planning and Zoning Division
Department of Community and
Economic Development

**Smith's #94 Fuel Center
New Construction – PLNHLC2011-00417
479 South 600 East
October 6, 2011**

Applicant: Smith's Food and Drug Centers, represented by Jeff Randall

Staff: Maryann Pickering
(801) 535-7660
maryann.pickering@slcgov.com

Tax ID: 16-06-434-009

Current Zone: CS
(Community Shopping District)

Master Plan Designation:
High Density Transit Oriented Development (50 or more dwelling units per acre)

Council District: District 4 – Luke Garrott

Lot Size: Approximately 13,984 square feet

Current Use: Vacant

Applicable Land Use Regulations:

- 21.34.020(F)(2)(a)
- 21.34.020(H)

Attachments:

- A. Site Plan and Elevations
- B. Public Comments

Request

A request by Jeff Randall of Great Basin Engineering South for construction of a new Smith's fuel center located at approximately 479 South 600 East. The subject property is located in a CS (Community Shopping District) zoning district and the Central City Historic District.

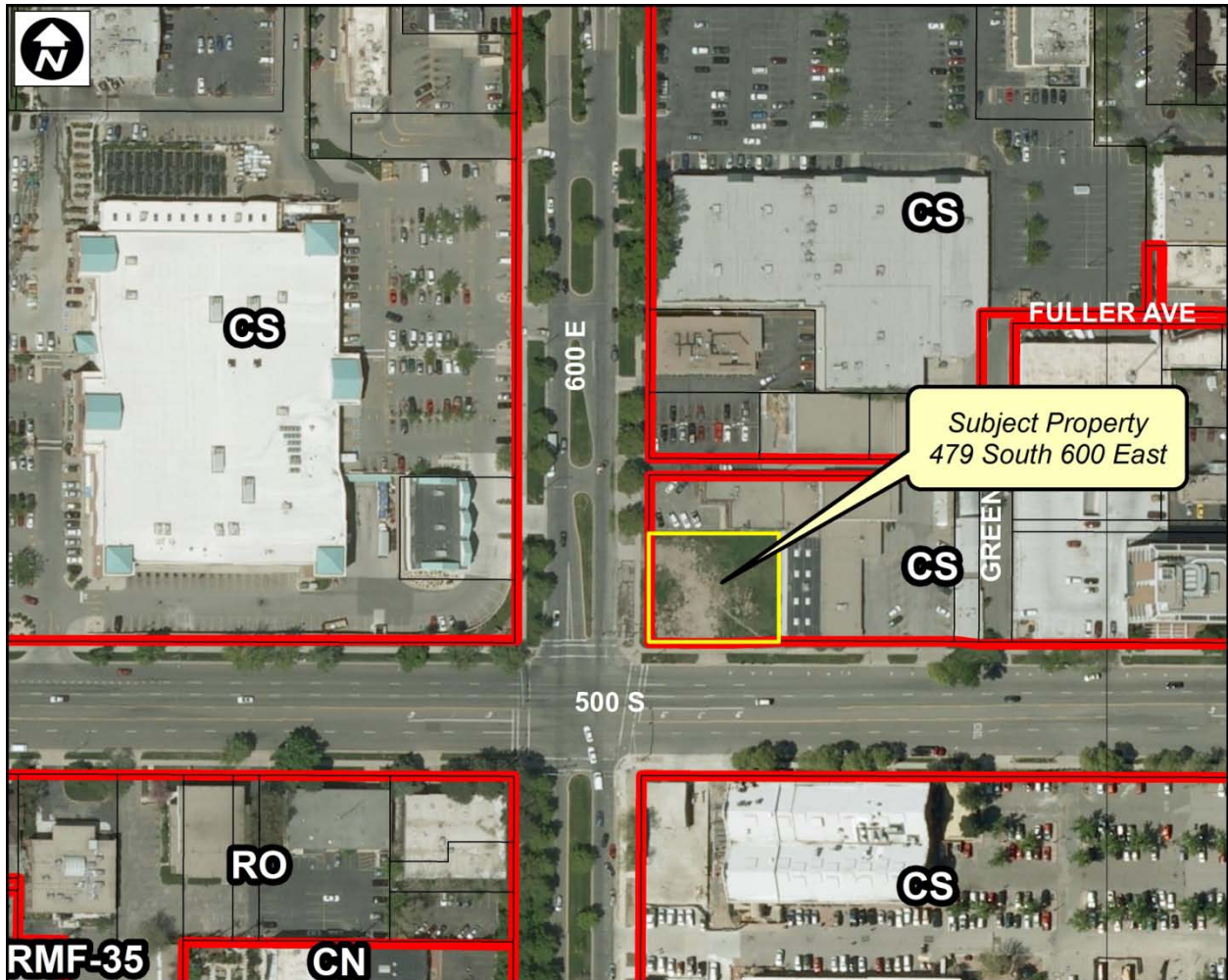
Staff Recommendation

Based on the analysis and findings of this staff report, it is the Planning Staff's opinion that the project meets the applicable ordinance standards and recommends that the Commission approve this request subject to the following condition:

1. The applicant shall work with staff to develop and alternative to the proposed pylon sign. The revised sign shall be a monument sign and the final height of the sign shall be determined as part of the Planned Development application.

If the Commission finds that the proposal does not meets the objectives of the ordinance standards, then staff recommends that the Commission deny the request, or approve it with modifications.

VICINITY MAP



Background

Project Description

The applicant proposes to construct a new Smith's Fuel Center. The proposed fuel center will have a canopy that is 43 feet by 76 feet or 3,268 square feet. Under the canopy will be four multiproduct fuel dispensers with a total of eight fueling stations. There will also be a kiosk that is approximately 176 square feet in size and will accommodate one employee and one restroom. The attendant in the kiosk will be available during regular operating hours from 6 am to 10 pm. Customers who prepay with a credit or debit card will be able to access the fuel pumps 24 hours a day.

The building will be situated on the site so that the canopy is angled and the larger side of the canopy faces the two streets. The kiosk building and restroom will be located at the southwest corner of the site with the canopy located near the middle of the site. By placing the building

and canopy at an angle to the streets, it will allow for easier access by vehicles to the fuel pumps. There will be no hard turns required on the interior of the site.

The kiosk building will be finished with a brick veneer. The proposed veneer has a weathered look to it so it will look like brick that has been exposed to the elements for some time. The screen wall will have a similar brick veneer. Both the kiosk and the screen wall will be finished with a cast stone cap. The canopy top will be finished with stucco and the color will match the cast stone cap of the kiosk and screen wall. The columns supporting the canopy will be a metal lattice pattern that is painted a dark bronze. All decorative bollards and doors on the site will also be painted the dark bronze color to match the canopy support columns.

A majority of the landscaping proposed will be located in the public right of way. The site is somewhat unique as there is a large right of way on both the streets that abut the project. There is approximately 25 feet of right of way from the back of the curb to the property line. In addition, there is a park strip that is approximately eight feet wide between the detached sidewalk and the property line. The applicant is proposing to landscape this area with trees and shrubs.

Delivery of the fuel products will occur during non-peak traffic hours. There will be one parking stall provided onsite. Signs will consist of a canopy price sign as well as a freestanding price sign at the intersection of 500 South and 600 East. Lighting will be located under the canopy and will be recessed to avoid glare and light pollution.

Comments

Public Comments

Public comments were received at the Central City Community Council meeting on September 7, 2011. There was also one comment received at the Open House held on September 12, 2011. Those comments are all attached to this report as Attachment B and are summarized below:

Central City Community Council

- Several gas stations are already located within this area.
- Proposed lattice supports are not an accurate historic reference to the area.
- How to access to the site from the two streets and also from the Smith's across the street. Potential traffic pattern conflicts.
- Partial wall height (screen wall) may alienate pedestrians.
- City supports alternate forms of transportation and this would be located within a block of a TRAX station.
- Site should be landscaped.

Open House Meeting

- Consider installation of an alternative fuel charging station across the street at Smith's Marketplace.
- Canopy should be designed to hold the weight of solar panels so they can be installed on top in the future.

There have been no other comments received regarding the proposed project.

Zoning Considerations

The subject property is located in the Central City Historic District. The base zoning of the property is CS (Community Shopping District), the purpose of which is

“to provide an environment for vibrant, efficient and attractive shopping center development at a community level scale while promoting compatibility with adjacent neighborhoods through design standards. This district provides economic development opportunities through a mix of land uses, including retail sales and services, entertainment, office and residential. This district is appropriate in areas where supported master plans, along city and state arterial streets and where the mass and scale of development is compatible with adjacent land uses. Development is intended to be oriented towards the pedestrian while accommodating other transportation modes.”

The development requirements for new construction of structures and their compliance with the zoning ordinance are listed below.

Requirement	Standard	Proposed	Met
Front and Corner Side Yards	30 feet	0 feet	No*
Interior Side Yard	15 feet	18 feet (to edge of canopy)	Yes
Rear Yard	30 feet	34 (to edge of canopy)	Yes
Buffer Yards	Lots abutting residential districts require a buffer.	The project does not abut any residential districts.	N/A
Landscape Yard Requirements	15 feet for front and corner side yards	0 feet on site, eight feet adjacent to the site in the public right of way.	No*
Maximum Height	45 feet	19 feet	Yes
Access Restrictions	One driveway per 150 feet of frontage on arterial or major collector streets.	Each frontage on an arterial or major collector street is less than 150 feet. One driveway is proposed per frontage.	Yes
Accessory Buildings and Structures	Awnings and canopies may extend up to 2½ feet into any required yard.	The canopy extends approximately two feet into a required yard.	No*

* Can be modified as part of the Planned Development Review process by Planning Commission.

In addition to the above standards, the project will also need to go through the Planned Development Review process with the Planning Commission. The applicant has submitted for this review and it will be scheduled for a Planning Commission meeting in the future. The Planning Commission has the authority in 21A.55.030 to modify these standards.

Per Section 21A.34.020, the Historic Landmark Commission is required to review all applications for new construction for properties located within a designated historic district. Because this request is development on a vacant lot, it is considered to be new construction/major alteration and therefore, cannot be approved administratively.

Analysis and Findings

The Historic Landmark Commission has the following options regarding this proposal:

- Approval: If the Commission finds that the proposed project meets the standards of the ordinance, the application should be approved provided the structure conforms to the requirements of the International Building Code and all other applicable City ordinances. This option would require the Commission to state alternative findings to support the motion to approve the fence.
- Denial: If the Commission finds that the proposed project does not meet the standards of the ordinance the application should be denied.
- Continuation: If the Commission finds that additional information is needed to make a decision, then a final decision may be postponed with specific direction to the applicant or Planning Staff regarding the additional information required for the Commission to take further action.

Standards of Review

The standards of review for a certificate of appropriateness are set forth in Section 21A.34.020 of the Salt Lake City Zoning Ordinance. The standards are as follows:

H. 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 alteration of noncontributing structure, the Historic Landmark Commission, or Planning Director when the application involves the alteration of a noncontributing structure, shall determine whether the project substantially complies with all of the following standards that pertain to the application, is visually compatible with surrounding structures and streetscape as illustrated in any design standards adopted by the Historic Landmark Commission and City Council and is in the best interest of the City:

1. Scale and Form:

- a. Height and Width: The proposed height and width shall be visually compatible with surrounding structures and streetscape;
- b. Proportion of Principal Facades: The relationship of the width to the height of the principal elevations shall be in scale with surrounding structures and streetscape;
- c. Roof Shape: The roof shape of a structure shall be visually compatible with the surrounding structures and streetscape; and

- d. **Scale of a Structure:** The size and mass of the structures shall be visually compatible with the size and mass of surrounding structure and streetscape.

Design Guidelines for Residential Historic Districts in Salt Lake City

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 ratio 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 those buildings seen traditionally.

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 façade should be divided into subordinate plans 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.

Analysis: The proposed fuel center will be located along a block face where very few historic structures remain. Most of the development along 600 East between 400 and 500 South are not historically significant structures. The largest historic structure near the proposed fuel center is Trolley Square which is located across 500 South.

The applicant is proposing a new kiosk and canopy that is smaller in size and scale to other commercial properties in the area. The flat roof form of both the kiosk and canopy are compatible to other structures in the area. The design complements but does not replicate the historic character of the area except for the canopy support posts. Design of the posts is similar to the posts found throughout Trolley Square. Staff does not feel that this is an attempt to recreate history and is complimentary to the area.

In recent years, the form and function of fuel stations have evolved from a service orientation to strictly fuel supply and the building space needed is very minimal. Because of this change in the

nature of the business, it is not possible to be compatible with the width and height proportion of the principal façade.

Finding: The scale and form of the proposed fuel center is compatible with other commercial structures in the Central City Historic District. Staff finds that the proposed commercial structure will not be out of scale and form for the historic district.

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.

Design Guidelines for Residential Historic Districts in Salt Lake City

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.

Analysis: The proposed fuel center is compatible with other materials and forms in the surrounding commercial area. The materials of the canopy and kiosk are compatible with the area, but do not match exactly, which is appropriate. The brick veneer will have a weathered appearance to it so that it will appear to be an older material than it really is. The color of the capstones and the stucco will be complimentary to one another. The dark bronze color of the support columns and decorative bollards will give the fuel center a more antiquated look than other modern fuel centers.

As stated previously, the form and function of fuel stations in recent years has evolved from a service orientation to fuel supply only and the building space needed is very minimal. Therefore, the visual impact of the new fuel center will be minimal when compared to other commercial buildings in the vicinity.

Finding: The relationship of materials is visually compatible with the materials found in the neighborhood. The project meets the intent of this 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.

Design Guidelines for Residential Historic Districts in Salt Lake City

12.1 Keep color schemes simple.

Using one base color for the building is preferred. Muted colors are appropriate for the base color. Using only one or two accent colors is also encouraged, except where precedent exists for using more than two colors with some architectural styles. See also the discussion of specific architectural styles.

12.2 Coordinating the entire building in one color scheme is usually more successful than working with a variety of palettes.

Using one color scheme to establish a sense of overall composition for the building is strongly encouraged.

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.

12.12 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.

13.31 Minimize the visual impacts of automobiles as seen from the sidewalk by pedestrians.

Provide landscaping buffer areas to screen and separate the sidewalk from parking and drive lanes within individual commercial sites.

13.34 Shield all site lighting such that it does not spill over into residential portions of the historic district.

Analysis: The proposal contains various design elements that work well in the relationship of the building to the two streets that border the project. The single parking stall for the project is located away from the streets so there will be no visual impact to having cars parked adjacent to the street. The applicant has also proposed a parking screen wall along the two streets to minimize the impact of headlights from vehicles on neighboring properties and vehicles traveling on the adjacent streets. Landscaping provided along the perimeter of the project within the public right of way will enhance the streetscape and pedestrian environment along both of streets. The applicant has also designed the canopy in such a way that light will not spill out from the project onto adjoining properties.

The proposed building is built at the property line, but as stated previously, there is a large right of way in this area so it does not appear that the building will be built along the property line. If the building was to comply with setbacks, it would be setback quite far from the street. The proposed design brings the building closer to the street and allows for a building that is compatible with other development along the same streets and in the area.

Finding: The proposed project complies with the intent of these standards.

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 application has no subdivision issues.

Signs

As part of the project, the applicant is proposing two signs to identify the fuel center and the price of fuel. Along 500 South, a 25 foot tall pylon price sign is proposed near the eastern edge of the driveway. This is the only freestanding sign proposed.

Along the face of the canopy, logo and price signs are proposed. The side of the canopy that faces northwest and is directed towards 600 East has three price signs proposed that display the current price of the fuel. On the canopies that face southeast and southwest, there are two Smith's logos proposed. No prices are proposed on these other elevations.

Standards for signs are included the *Design Guidelines for Residential Historic Districts in Salt Lake City* in the commercial standards section for Central City. It states as follows:

13.33 Minimize the visual impacts of signs.

This is particularly important as seen from within the residential portion of the historic district. Smaller signs are preferred. Monument signs or low pole-mounted signs are appropriate.

Analysis: Staff concurs that the signs on the canopy have been minimized and are smaller in order to have less of an impact on the residential portions of the historic district. Staff would recommend that the pylon sign be changed to a monument sign.

In addition to the *Design Guidelines for Residential Historic Districts in Salt Lake City*, signs are addressed in the *Policy Document – Salt Lake City Historic Landmark Commission*. The policy is as follows:

“A sign is an integral part of a building façade in both design and function and should complement the building in terms of location, size, illumination, materials, style and color. The Historic Landmark Commission considers the entire principal façade as the “sign” (i.e., in context). Signs should relate to the architecture of the building and not have a negative impact on neighboring properties and the streetscape.

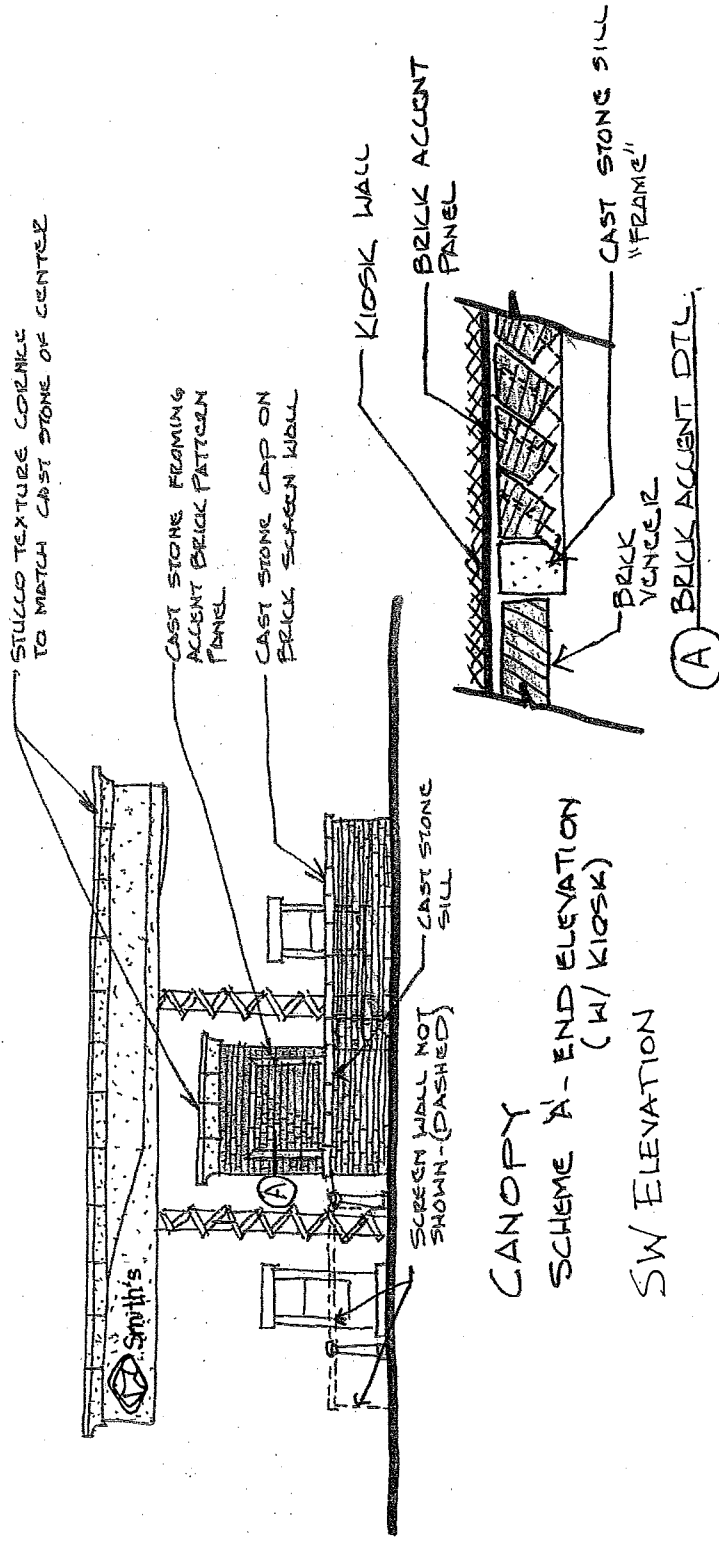
In commercial areas of historic districts (such as South Temple), the Historic Landmark Commission encourages the use of low-key, sophisticated signage such as brass lettering, painted signs in a historical character, etc. The Historic Landmark Commission encourages the spot-lighting of buildings rather than illumined signs in most cases. Back-lit plastic and animated signs are discouraged. Indirect lighting is preferred.

The Historic Landmark Commission considers the request for a sign in the context of the owner's comprehensive (total) signage for the building. For office/commercial uses, only one building identification sign will be approved by the Historic Landmark Commission. Tenants should be identified in an interior building directory.”

Analysis: Staff believes that the signs are designed to be in integral part of the proposed fuel center. It is recommended that the two logo signs on the canopy allow to be internally illuminated, but with a halo effect to soften the light source that is emitted.

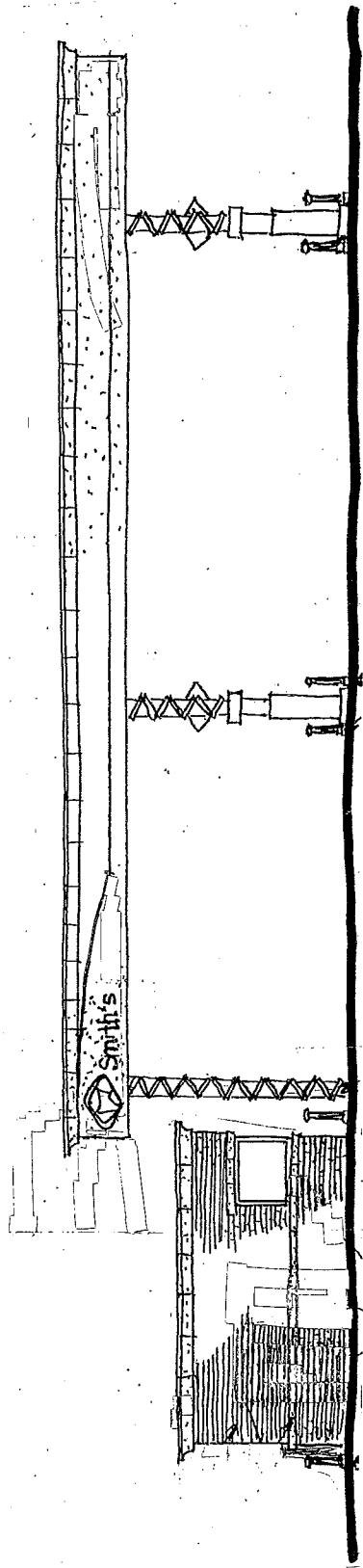
Findings: With some modifications, signs for the proposed fuel center can be made to fit the character of the historic district and comply with the *Design Standards for Residential Historic Districts in Salt Lake City* and the *Policy Document – Salt Lake City Historic Landmark Commission*.

ATTACHMENT A
Site Plan and Elevations



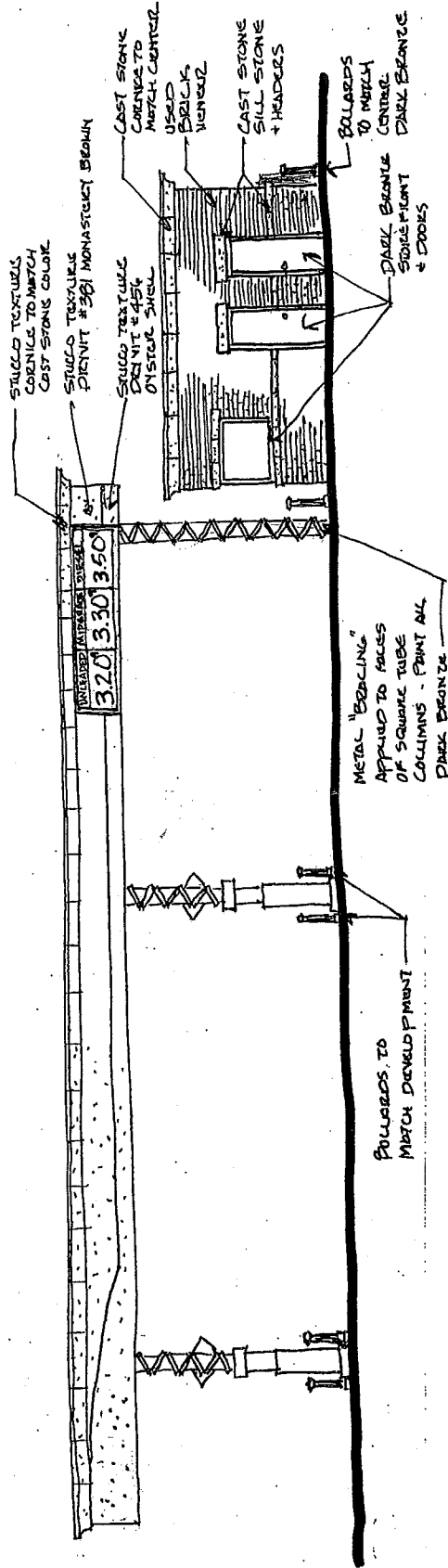
CANOPY
 SCHEME A - END ELEVATION
 (W/ KIOSK)
 SW ELEVATION

SMITH'S
 SALT LAKE CITY, UT
 5094



CANOPY + KIOSK
SE ELEVATION

SMITH'S
SALT LAKE CITY, UT
5094



SMITH'S
 SALT LAKE CITY, UT
 5094

CANOPY + KIOSK
 SCHEME 'A'
 NW ELEVATION

ATTACHMENT B
Public Comments

CENTRAL CITY NEIGHBORHOOD COUNCIL

DATE: September 12, 2011

TO: Maryann Pickering-SLC Planning Department

FROM: Central City Neighborhood Council

REGARDING: Smiths Planned Development- # 94 Fuel Center-at 479 S. 600 E.

Central City Neighborhood Council (CCNC) heard this request at our September 7th meeting. There were approx 20 people in attendance. There was not a yes or no vote taken. In general the comments were negative for the project. I have included the comments below.

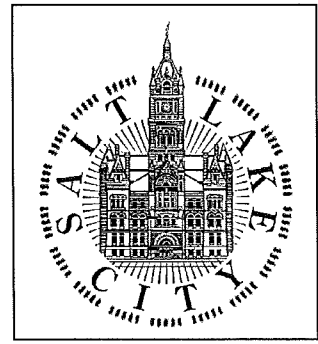
- 1.) A number of comments regarding saturating the area with gas stations. A Smiths gas station on S. Temple one by Smiths at 800 S. 900 E.. A gas station on the same block as this proposal. Another Station at 300 S. 500 E. and one at 300 E. 400 S. and one at 800 S. 200 E....
- 2.) The applicant told us of giving the project a historic sense by using some form of metal lattice work up the columns. It was noted by a resident that the applicants historic reference was inaccurate and did not represent Central City nor Trolley Square.
- 3.) There was talk of how a patron might use the new station after shopping at the Smiths grocery store. There were concerns expressed about how cars would be accessing the site and potentially jamming up through traffic.
- 4.) There was a concern that the partial height wall out front may alienate pedestrians.
- 5.) City pushes for alternate forms of transportation and cutting back the use of automobiles yet there are car dealerships and gas stations one block from a TRAX station.
- 6.) I understand step down zoning with respect to TOD zoning but a one story gas station a block away from the TRAX station seems counterintuitive.
- 7.) There were some concerns with the landscape but I was unable to catch them. Perhaps the Planner heard these comments.

Thank you for your time and the opportunity to have this presented to our Council.

Tom Mutter
CCNC Chairperson

OPEN HOUSE PUBLIC COMMENT FORM

September 12, 2011



Planning and Zoning Division
Department of Community
and Economic Development

Smith's #94 Fuel Center

Name: Cindy Cromer

Address: 816 E 100 S

Zip Code: 84102-4109

Phone: 801 209-9225

Email: 3cins10@live.com

Comments: ① Consider alternative fuel location for charging at Smith's Marketplace (across the street).

② Need to engineer the canopy to support photo-voltaic panels in the future when the technology improves.

Please provide your contact information so we can notify you of other meetings or hearings on this issue. You may submit this sheet before the end of the Open House, or you can provide your comments via e-mail at maryann.pickering@slc.gov or via mail at the following address: Maryann Pickering, Principal Planner Lake City Planning Division, PO Box 145480, Salt Lake City, UT 84114-5480. **Please provide your comments by Friday, September 23.**