## HISTORIC LANDMARK COMMISSION STAFF REPORT

McDonald's New Construction PLNHLC2013-00499 242 South 700 East August 1, 2013



Planning Division
Department of Community and
Economic Development

### Applicant

Darrin Perkes, Dominion Engineering

#### Staff

Janice Lew (801) 535-7625 Janice.lew@slcgov.com

#### Tax ID

16-05-152-10

#### **Current Zone**

CB Community Business

### **Master Plan Designation**

Mixed Use Medium Density Residential

#### Lot Size

:38 acres

#### **Current Use**

Restaurant

### **Council District**

District 4-Luke Garrott

#### **Review Standards**

- o 21A.34.020
- 21A.26.030

#### Notification

- Notice mailed on: July 19, 2013
- Property posted: July 19, 2013
- Posted on City & State Websites: July 19, 2013

#### **Attachments**

- A. Site Plan/Elevations
- B. DRT Notes

### REQUEST

McDonald's, represented by Darrin Perkes, requests approval to construct a McDonald's restaurant at approximately 242 South 700 East. The demolition of the existing building on the site is proposed.

### STAFF RECOMMENDATION

Base on the analysis and findings of this report, it is the Planning staff's opinion that the proposal to reconstruct the McDonald's restaurant is generally consistent with the objectives of the design standards in the ordinance. If the Commission concurs with the staff analysis and the findings relating to the proposal in this staff report then staff recommends approval with the following conditions:

- 1. Approval of the final details of the design including roofing and wall materials shall be delegated to the Planning Staff based upon direction given during the hearing from the Historic Landmark Commission.
- 2. The project must meet all other applicable City requirements, unless otherwise modified within the authority of the Historic Landmark Commission.
- 3. The property owner shall make efforts to salvage any architectural features and building materials that will be removed.

### POTENTIAL MOTION

Consistent with Staff Recommendation: Based on the analysis and findings listed in this staff report, testimony and the proposal presented, I move that the Commission approve the request for new construction at 242 South 700 East. Specifically, the Commission finds that the proposed project is consistent with Standards 1, 2, 3 and 4.

-or-

Not Consistent with Staff Recommendation: Based on the testimony and the proposal presented, I move that the Commission deny the request for new construction at 242 South 700 East based on the following findings (Commissioner then states findings based on the standards to support the motion):

Standard 1: Scale and Form

Standard 2: Composition of Principal Facades

Standard 3: Relationship to Street Standard 4: Subdivision of Lots

### Vicinity Map



### **Project Information**

### Request

The applicant, Darrin Perkes of Dominion Engineering, representing McDonald's, seeks approval to reconstruct the McDonald's restaurant located at approximately 242 South 700 East. The proposed building would be one story and 5,180 square feet with a play area on the front and east side the building, and a drive-through window on the south side. The proposed materials for the exterior of the project include brick for the main portion of the building, EIFS (exterior insulation and finish system) as a secondary material, and metal details including a standing seam metal covered barrel arch roof element over the play area. The plans show storefront type windows on the principal facade with a recessed door. A pedestrian walkway would extend from the front entry and connect with the sidewalk along 700 East. A six (6) foot high brown composite fence would be constructed along the southern property boundary. Wall mounted light fixtures are proposed. A new sign plan will be reviewed under a separate application which can typically be reviewed by planning staff.

### Background

The McDonald's restaurant is situated on two parcels of land at approximately 242 South 700 East. This property is owned by the Bolo Corporation and is part of the retail center at the corner of 200 South and 700 East. In 2007, the property owner received Historic Landmark Commission approval for an exterior remodel of

the front facade of the anchor building of the center, as well as a new building located adjacent to and fronting 700 East. The anchor building has a flat roof and five (5) parapet elements that rise over the building entrances and widows. The remodel materials consist primarily of brick with stucco and metal accents. The windows are aluminum framed. The building on the pad site fronting 700 East was designed to reflect the remodel of the anchor building in terms of design features and building materials. The building has an entrance door fronting 700 East, in addition to doorways along the side of the building. A pedestrian walkway extends from the building providing a connection with the sidewalk along 700 East.

### **Demolition of NonContributing Building**

The applicant proposed to demolish the existing restaurant, a non-contributing building as determined by Planning staff. As set forth in subsection 21A.34.020F of the zoning ordinance, a request to demolish a noncontributing building is not required to be heard before the Historic Landmark Commission. The request may be administratively approved provided the Commission members and the property owners within 85 feet of the subject property are notified, and given a period of two (2) weeks to respond if opposed to the demolition. Notices of the demolition were mailed on July 22, 2013.

### Commercial Area Features in the Central City Historic District

Commercial areas in the Central City Historic District are specifically addressed in *A Preservation Handbook* for Historic Residential Properties & Districts in Salt Lake City. This section is relevant to the proposed new construction, and reads:

While most of the district retains a traditional residential character, some major commercial streets bisect the neighborhood in an east-west direction. These have redeveloped recently with commercial uses in auto-oriented designs, and as a result, on historic context exists there.

Franchise facilities appear frequently along the cross streets. Most of these are set back substantially from the street, with large parking areas located in front. Large signs are often mounted on tall poles and landscaping is used sparsely. Curb cuts appear frequently and extensive portions of most sites are paved with hard surfaces. The result is that these areas offer little to pedestrians, in contrast to the pedestrian friendly character of the historic residential streets in the district. When viewed from within the more intact residential portions of the district, these commercial zones are visually disruptive.

The design goal for these commercial areas is to enhance the pedestrian environment and to minimize negative visual impacts as seen from the historic residential portions of the district. It is not the intent to create a "historical" image for buildings in these areas, but simply apply principles of good urban design that will enhance the visual quality while accepting the "contemporary" character that exists here.

### Comments

#### **Public Comments**

Staff has received no comments from the public as of the publication of this report.

### Project Review

Staff has reviewed this project and met with the applicant to discuss the design of the project. Staff has expressed concerns about the proposed use of a standing seam metal roofing material to cover the barrel arch, the location of the front entrance, and the proposed use of synthetic stucco (EIFS) for a portion of the exterior wall cladding.

### **Options**

The Historic Landmark Commission can pursue three options with this application. If the Commission feels the application meets all applicable ordinance and design guidelines, it can approve the application. If the Commission feels the application does not meet the applicable ordinance and design guidelines, it can deny the application. Or, the Commission can table the application if it wishes to allow the applicant to respond to specific direction from the Commission.

### Analysis and Findings

### ZONING ORDINANCE AND DESIGN GUIDELINES

All proposed work must comply with all applicable development standards of the zoning ordinance. The proposed site plan was discussed on May 16, 2013 with the City's Development Review Team (DRT) and their comments are attached to this staff report as Attachment B. The design standards for the CB zoning district are intended to facilitate retail that is pedestrian in its orientation and scale with buildings close to the street and compatible with the scale of the adjacent neighborhood, and include the following:

### 21A.26.030 CB Community Business District

### Yard and Height Requirements

- Minimum lot area: No minimum lot area
- Minimum lot width: No minimum lot area
- **Maximum height:** Thirty (30). *The proposed height of the building measures approximately twenty-two feet* (22') *from the highest point of the top of the roof to grade.*
- **Front yard:** No minimum yard is required. If a front yard is provided, it shall comply with all provisions of this title applicable to front and corner side yards, including landscaping, fencing and obstructions. The site plan shows a front yard setback of five (5) feet which is consistent with this standard.
- Interior side yard: None required.
- **Rear yard:** Ten (10) The site plan shows a rear yard setback of approximately thirteen (13) feet.

### **Entrance And Visual Access**

- Minimum First Floor Glass: The first floor elevation facing a street of all new buildings or buildings in which the property owner is modifying the size of the windows on the front façade, shall not have less than forty (40%) glass surfaces. All first floor glass shall be non-reflective. Display windows that are three-dimensional and are at least two feet (2') deep are permitted and may be counted toward the forty percent (40%) glass requirement. The plans show forty two (42) percent glass surfaces.
- Facades: Provide at least one operable building entrance per elevation that faces a public street. Buildings that face multiple streets are only required to have one door on any street, if the facades for all streets meet the forty percent (40%) requirement. The building design is consistent with this requirement.
- **Maximum Length:** The maximum length of any blank wall uninterrupted by windows, doors, art or architectural detailing at the first floor level shall be fifteen feet (15'). *The building design is inconsistent with this requirement.*
- Screening: All building equipment and service areas, including on grade and roof mechanical equipment and transformers that are readily visible from the public right of way, shall be screened from

public view. These elements shall be sited to minimize their visibility and impact, or enclosed as to appear to be an integral part of the architectural design of the building. *The drawings are consistent with this requirement.* 

**Finding:** The final site and building design shall comply with the code requirements mentioned above which will be verified prior to building permit issuance. Staff finds that the building design fails to meet the "maximum length of any blank wall" standard of the ordinance.

### 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.

### **Applicable Commercial Design Guidelines**

### Mass, Scale and Form

# 13.5 The height of a new building design should reflect the established building scale of the setting and area.

- Design the building to equate with the height range seen in the area.
- Consider stepping back upper stories from the plane of the primary facade where a building is taller than those found in the block.
- The mass of a new tall building should step down in height to lower adjacent development.

# 13.6 The massing characteristics of the area should form the basis for the scale of new development.

- Simple rectangular solids on smaller lots are typically appropriate.
- Consider more complex massing on large sites.
- If a new building would be wider than the buildings along the block, consider dividing the building into parts that are similar in scale to buildings seen historically.

# 3.7 The street facade should appear similar in scale to the established scale of the current street block.

- The primary plane of the front facade should reflect the typical widths and heights of historic buildings in the block.
- The front facade should include a one-story storefront element influenced by traditional design proportions.

### 13.8 A new building should be designed to reinforce a sense of human scale.

- A new building may convey a sense of human scale by employing techniques such as these:
  - Using quality building materials that help express human scale in their design, detail and proportions.
  - Using changes in building materials, color and texture.
  - Using vertical and horizontal divisions and emphasis.
  - Using architectural features to create visual interest.

### 13.9 Roof forms should be an integral part of the building design and overall form of the building.

- Where roof lines are visible, they should relate to the general design of other commercial roofs in the district.
- Flat roof forms are characteristic and appropriate for primary roof forms in most commercial areas.
- Screen roof top mechanical equipment from view with architecturally compatible screening features or parapet walls.

Analysis: The design goals for this commercial area are to ensure that redevelopment respects the historic character of adjacent neighborhoods, is oriented toward pedestrian traffic rather than vehicular traffic, and minimizes potential negative visual impacts as seen from nearby residential properties. Buildings in the neighborhood house a variety of uses including retail, restaurant, office space and residential. The proposed height (22 ft), roof form (flat), and proportion of the principal facade in terms of width to height of the proposed building are similar to the existing buildings in the area. Therefore, the scale and form will not be out of character with the street scene.

**Finding:** The proposed new construction reinforces the rhythm of facades of the street by expressing the pattern of facade widths and maintaining the range of building heights along the streetscape. The proposal is consistent with Standard 1.

### 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 Commercial Design Guidelines**

### 13.3 Distinctive features that emphasize buildings on corner lots should be considered.

- A corner entrance is a way of accentuating corner locations.
- Both street facades should be designed as important public facades.

# 13.10 Contemporary designs compatible with the character of the area and/or district may be used.

- A new design should draw upon the fundamental design elements of its context.
- An interpretation of a historic style may be considered if it is subtly distinguishable as being new.
- New storefront designs create interest and visual compatibility, while helping to convey the fact that a building is new.

### 13.11 The exact imitation of earlier architectural styles is discouraged.

- This can blur the distinction between old and new buildings making it difficult to interpret the architectural evolution of the district.
- New buildings should reflect their period of construction.

### 13.12 Creative interpretations of historical architectural details can be successful.

- New designs for traditional detailing such as columns and cornices can be used in new ways to create aesthetic appeal.
- Materials, finishes, structural systems and construction methods may be used to express a compatible new building design.

### 13.13 New building designs should include the three basic elements: a base, middle and top.

- Buildings should meet the ground with a solid base treatment that creates a visual transition from sidewalk to building wall.
- On low rise buildings, the different parts may be expressed through detailing at the building base and eave or cornice line.
- On taller structures, the distinction between upper and lower floors should be expressed through detailing, material and fenestration (arrangement of openings).
- Glass storefront designs that extend to the ground are not recommended.
- Departures may be considered if the project better meets the intent of the design guidelines.

# 13.14 The ground floor level of a building should be designed to encourage pedestrian activity and provide visual interest.

- Historically, the first floor usually received greater design attention and embellishment.
- Primary building entrances should be easily identifiable and relate to human scale.
- Visual interest should be provided on all facades visible from the public way.
- A blank wall, even on less visible facades, should be avoided.
- The use of shaded glass should be avoided.

### 13.15 Design elements and details should be employed to integrate a new building with its setting.

• Scale, proportion and composition should be influenced by the design traditions found in the immediate and wider setting.

- Similarity in fenestration patterns (arrangement of openings) among buildings in a block is an important characteristic to continue.
- Overhangs, projections, moldings and reveals create light and shadow patterns and are encouraged.
- Other elements might include signs, lighting, cornices, parapets, awnings and other decorative features.
- The absence of ornamentation may be appropriate for contemporary interpretations of modern architecture.

### 13.16 Consider building designs that emphasize floor levels.

- Express the distinction between the street level and upper floors through rhythm and patterns of windows, building materials and other architectural features.
- Adequate visual access and potential physical access to ground floor spaces should be provided.

### 13.17 Canopies and awnings should be considered to emphasize the first floor and entrance.

- Install awnings that fit the dimensions of the opening to emphasize the rhythm and proportions.
- Cloth, canvas, or metal awnings or canopies are appropriate.
- Vinyl and other synthetic materials are discouraged.
- Illumination that shines through an awning is inappropriate and should be avoided.

### 13.18 Consider signs as an integral design feature of the overall facade composition.

• Refer to the Design Guidelines for Signs.

# 13.19 The use of datestones or cornerstones displaying the building's date of construction is encouraged.

# 13.20 Exterior building materials should be of a high quality and compatible with adjacent buildings.

- Materials should be varied to provide architectural interest.
- Combine building materials in patterns to articulate the design and create a sense of human scale.
- Heavier materials such as natural stone and masonry should be used on lower portions of the building to visually anchor them to the ground.

# 13.21 New alternative that are compatible in character to historical materials may be acceptable with appropriate detailing.

- Alternative materials for new buildings may be used if they provide texture and scale that complements their surroundings.
- Alternative materials should have a proven durability in Salt Lake City's climate.
- Different materials may be appropriate for commercial areas with historic architecture from the recent past.

### 13.22 Large expanses of wall plane should have an appropriate finish.

• Mirrored glass should be avoided as a primary material.

### 13.23 The visual impact of site and architectural lighting should be minimized.

- Lighting should be a subtle addition to the property.
- It should not visually dominate the site or intrude on adjacent property.
- Where used, lighting should accent architectural details, building entrances and signs.

Avoid lighting expansive wall planes.

### 13.24 Fixture design should complement the design of the building.

Analysis: The fenestration pattern of nearby buildings in not consistent because the type of development along the street varies drastically. The proposed storefront windows are similar to those seen historically and there is a clear hierarchy of facades as expressed in the window pattern. The recessed door on the front facade, however, is not a historical storefront characteristic and fails to create an important visual feature along the streetscape. The side entrance on the north facade becomes the main entry focal point that is consequently oriented toward vehicular traffic. Staff recommends redesigning the southern front entrance to take advantage of the corner location while creating a better street presence.

The use of materials that will reinforce established material patterns in the neighborhood is preferred. Appropriate building materials include: masonry, stucco and wood. As stated above, the exterior of the proposed project includes full size brickwork for the main portion of the building and utilizes an EIFS stucco system as a secondary material. Metal detailing is also proposed. A materials board has been provided for the project.

The Commission should carefully consider whether synthetic stucco systems are an appropriate substitute material for traditional stucco cladding. Moisture problems may arise if installed incorrectly. In addition, standing seam metal roofing systems were typically not used historically in the districts. The Commission should consider if the proposed roofing material is appropriate for the design. Because of the high visibility of each facade of the building, staff also suggests a base be integrated into the composition of the wall to anchor the building to the ground and add visual interest to the design.

Finding: The project is generally consistent with this standard. Nonetheless, staff finds that improvements to the design could be made such as using a traditional stucco material, relocating the front entrance, providing a distinguishable solid base to the building, and changing the roofing material of the barrel arch.

### 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 Commercial Design Guidelines**

# 13.1 The traditional historic development pattern should be recognized and maintained in new development

• A new building should be situated on its site in a manner similar to the historic buildings in the area.

- Orient a building facade and primary entrance toward the street.
- The relationship between building, landscape features or open space should be retained by matching front yard setbacks and maintaining the existing spacing of side yard setbacks within the block.

### Applicable Design Guidelines for the Central City Historic District

### 15.13 The visual impacts of automobile parking as seen from the sidewalk should be minimized.

• Landscaping buffer areas should be used to screen and separate the sidewalk from the residential portions of the historic district.

### 15.14 Service areas should be screened from the residential portions of the historic district.

- Fences, walls and planting materials should be used to screen service areas.
- When feasible, locate service areas away from residential portions of the historic district.

# 15.16 All site lighting should be shielded so that it does not spill over into residential portions of the historic district.

**Analysis:** The relationship between buildings, and streetscape and landscape features within a historic district or neighborhood helps define its character. Consistent setbacks and landscape massing are not characteristics of this neighborhood's streetscape. The buildings differ in scale due to the various types of uses permitted in the area. The directional expression of the east principal facade would be consistent with properties located along 700 East and landscape improvements would be made.

**Finding:** Little continuity exists on the block frontages near the subject property in terms of siting and the rhythm of spacing of the structures on the street. Staff finds that the application generally meets the intent of Standards 3.

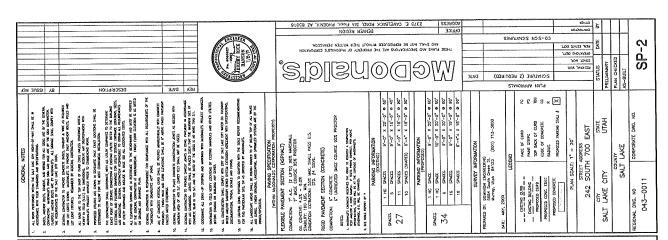
**Standard 4: Subdivision of Lots**: The planning director shall review subdivision plats proposed for property within an H historic preservation overlay district or of a landmark site and may require changes to ensure the proposed subdivision will be compatible with the historic character of the district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

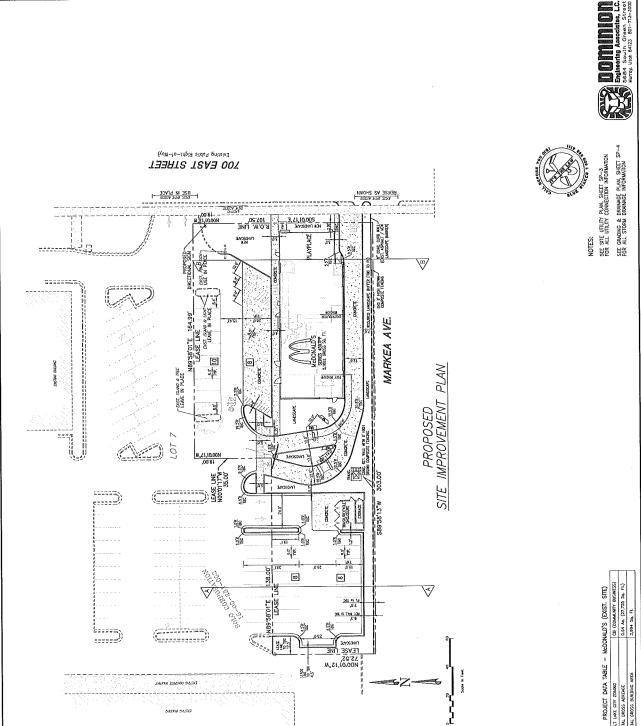
**Analysis:** The McDonald's property is located on two adjoining lots.

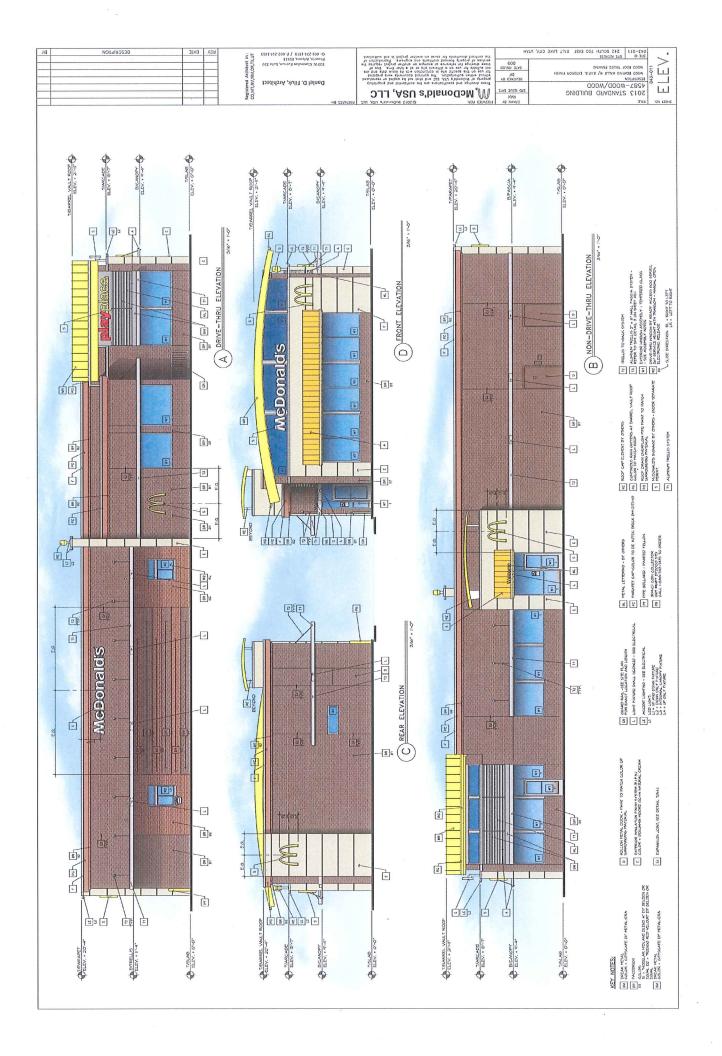
**Finding**: The applicant will need to consolidate the two parcels of land into one lot.

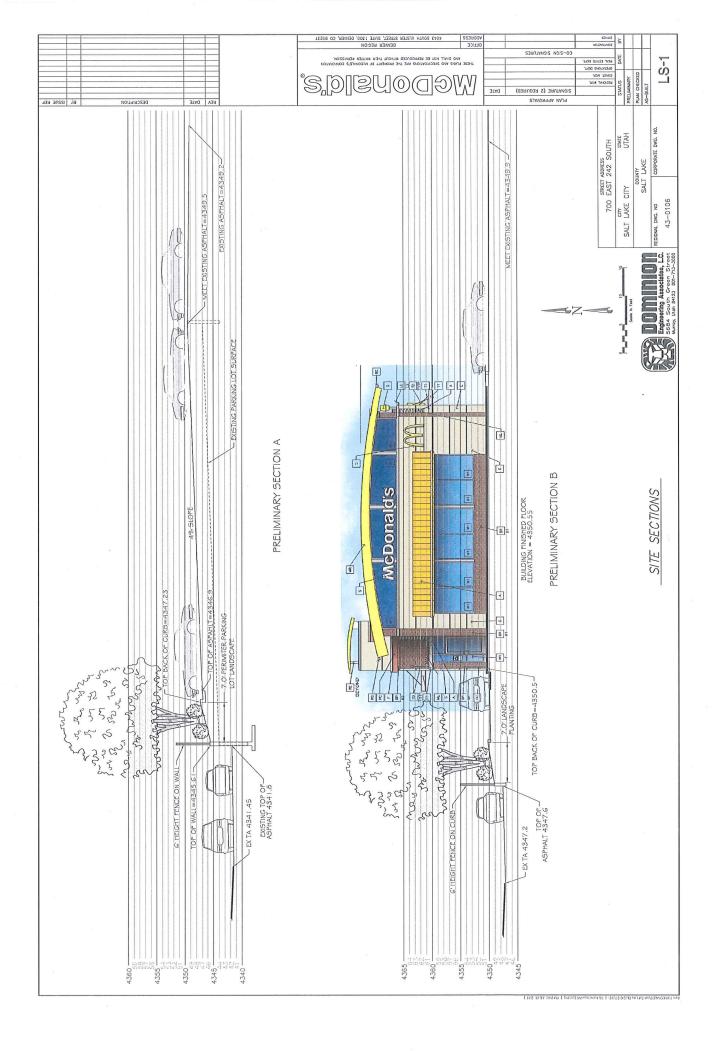
PLNHLC2013-00499, McDonald's

# Attachment A Site Plan/Elevations









# Attachment B DRT Comments



## Work Flow History Report 242 S 700 E DRT2013-00198

Project: McDonalds

Project Description: 3:00PM, Total rebuild of the existing McDonalds building & site.

The Development Review Team (DRT) is designed to provide PRELIMINARY review to assist in the design of the complete site plan. A complete review of the site plan will take place upon submittal of the completed site plan to the Permits Counter.

Date		Task/Inspection	Status/Result	Action By	Comments
5/16/2013	C	Engineering Review	Comments	Ott, George	Site Plan Review – Required If a Public Way Permit is required for project completion, a Licensed, bonded and insured Contractor shall obtain permit to install or repair required street improvements.
5/16/2013	d	Fire Review	Comments	Itchon, Edward	Fire hydrants shall be within 400' of all exterior walls of the first floor. Fire department connections shall be located on the address side of the building and within 100' of a fire hydrant. building shall be provided with automatic fire detection system in the apartments and building notification system that is interconnect to a remote station. Restraints with an occupant load of 100 or more will require an automatic fire sprinkler system. If the cooking equipment produces grease vapors or is a smoker than it shall be protected with a class I hood and Duct extinguishing system. When a fire sprinkler system or a hood and duct extinguishing system is installed then the building shall be provided with occupant notification system that is interconnected to an approved remote station.
5/16/2013		Public Utilities Review	Comments	Stewart, Brad	regrading site for drainage, trying to get to 700 East. only 6 inch water main, may need to upsized to meet fire flow needs. Will need grease interceptor. will need civil site plans showing existing and proposed utility connections and grading and drainage. Need cross drainage easement for both piped and sheet flow. combining parcels, still under 1 acre, detention not required, but will need drainage plans with bmp's for storm water quality.

5/16/201:	3	Zoning Review	Comments	Brown, Ken	CB Zone / Historic District - Total rebuild of restaurant & site which includes two separate lots. Combining of the lots will need to be discussed with the Planning Desk in Room #215 at 451 S. State St. This property is located in a historic district and will require review by the Historic Landmarks Commission. Application can be made at the Planning Desk in Room #215 at 451 S. State St. and it is suggested that a presubmittal meeting with the Planning Dept. be scheduled at the Planning Dept. be scheduled at the Planning Dept. be scheduled at the Planning Desk to discuss any historic issues. Will need to obtain a separate demolition permit for the removal of the existing building. This demolition process will also need to be presented for historic review. A Pre-Demolition Application may be picked up in Room #215 to initiate the demolition process. Will need to obtain a new Certified Address from the Engineering Dept. for use in the plan review and permit issuance process. Development of this site as proposed will require documentation of recorded combined property description, cross access and cross drainage easements for each property (to address movement of vehicles, maintenance responsibilities, and responsibilities in regards to surface drainage and snow removal), a 7' landscape buffer and fencing pursuant to 212.48.080 (site is separated from the residential zoned area to the south by only a private right of way) and Special Exception review and approval of any grade changes greater than 4' in height in the 10' rear yard area. Any Special Exception request may be discussed with the Planning Desk in Room #215. Minimum and maximum front yard setback shall be designed pursuant to 21A.26.030F, parking pursuant to 16' to 8' in height and entrance and visual access elements pursuant to 21A.26.030I. Any trash dumpsters planned will need to be screened with solid/opaque material 6' t
•					properties. Parking and bicycle parking calculations are to be provided on the site plan.
5/17/2013	. 1		Emailed Notes to Applicant	Robinson, DeeDee	·

ADA and the 5% bike stall compliance. Show on site plan parking layout per city standards and bike rack location and details. Provide cross access agreement documentation between parcels as needed for proposed circulation.
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