



Memorandum

Planning Division
Community & Economic Development Department

To: Historic Landmark Commission

From: Carl Leith, Senior Historic Preservation Planner

Date: January 3, 2013

Re: Design Guidelines for Historic Apartments & Multi-Family Buildings

Purpose

This Memorandum introduces the development of design guidelines for historic apartment and other multi-family buildings. It marks the start of a process which will involve the Historic Landmark Commission and other agencies and players in detailed consultation, discussion and review of what is anticipated as two or more drafts of the new design guidelines for repair or alteration of existing buildings, and for the design of new multi-family buildings. The memo sets out initial thoughts on the need for the guidelines and anticipates some of the issues arising in connection with this building type. It is designed to open discussion and introduce some key considerations. At this point it does not purport to be a comprehensive summary of all of the subject matter nor all issues of relevance.

Background

The Historic Landmark Commission and Planning Staff have recently completed the major initiative of developing new design guidelines for signs and historic commercial buildings, and the thorough revision of the guidelines for historic residential properties using the basis of the adopted 1999 guidelines. This initiative commenced with early discussions in May 2011 and concluded with recommendations for adoption from the Commission in March 2012 and from Planning Commission in May 2012.

The provision of additional design guidelines, and the revision of the residential design guidelines, were objectives identified in the Draft City Historic Preservation Plan. The Plan, in revised form, has recently been adopted by City Council.

Development of the design guidelines for commercial buildings & signs involved a detailed reorganization, revision and refinement of a foundation of material commissioned from and prepared by consultants between 2009 and 2011. This commissioned foundation was based on an initial goal to match the form and structure of the 1999 residential design guidelines. In considering the revision of the residential design guidelines, however, it became clear that a comprehensive rewrite was

required, and it was also concluded that a new framework should be designed to provide a common structure for the three sets of design guidelines. Using this structure, each set of guidelines could share the common and complementary resources of introductory information, city and district historic architectural background, and additional information resources provided in the appendices. Future design guidelines could similarly be drafted to make use of the common structure and resources. The alignment of the design guidelines was identified as a priority of the Draft City Historic Preservation Plan.

The structure and format of the individual guidelines would also be revised and refined to reflect recent best practice, enhancing clarity and flexibility in application, and with improved and updated illustration. A further fundamental objective was to provide an information resource, effectively a preservation 'handbook', as a go-to resource in planning a project and in enhanced understanding of the character of a building and a district.

The design guidelines for signs, the design guidelines for historic commercial buildings, and the revised residential design guidelines and 'handbook' were reviewed by City Council in October and November, and adopted on December 11, 2012.

Design Guidelines for Multi-Family and Apartment Buildings

Apartment and multi-family structures are a significant architectural form in the urban character and identity of the downtown and the more historic neighborhoods of Salt Lake City. They represent the transition of the city from the initial more rural settlement pattern and density to a more concentrated urban form and identity. As well as a housing option of short term circumstance, apartments were very often a conscious choice for long term living.

These buildings characterize many streets in the greater inner city area, either designated as individual landmarks or as key structures within the city's historic districts. They vary in scale from the duplex to large multiple unit apartment buildings of several stories, with multi-story buildings in the downtown area. The combination of architectural character, building scale and stature, as well as location ensure that the majority of these larger buildings directly influence a much wider context than their immediate vicinity. They consequently merit special consideration and additional historic design guidelines tailored to their special character and role as a significant component of the cultural resources of the city.

Some reference to apartment and other multi-family buildings is included in the original residential design guidelines and has been transferred to the revised guidelines and handbook, but there are no specific guidelines for this type of building. This creates a reference vacuum in understanding this building type, providing design advice and in the review of applications for alterations or for new construction. The need to address this deficit has been recognized for some time, and has been raised periodically during the development and the Commission's recent review of the new design guidelines.

The recently adopted Salt Lake City Preservation Plan also identifies this as a priority action item.

Policy 3.3p Ensure the adopted design guidelines are clear, complete and adequate to help decision makers consistently interpret the Historic Preservation Overlay District standards and provide the public with easy to understand design advice to address various issues relating to alterations and new construction in local historic districts and to Landmark Sites.

Action 2: Develop Design Guidelines for various types of land uses and development types.
Develop design guidelines for land uses and development types that have not yet been addressed, including multi-family residential, institutional, industrial, parks and open space areas, relating to both renovation of existing structures in historic districts or Landmark Sites. This will enable decisions to be made for alterations and new construction of various types of buildings.

Apartment and multi-family buildings can be identified in two different contexts. Initially they need to be understood in the context of this building type and the spectrum of forms, as well as styles, that exist within this range. Equally important is their role in their spatial context, or contexts, as individual buildings and as a part of the pattern and sequence of buildings comprising a historic neighborhood or district. Their identity and importance needs to be understood in both contexts to evaluate their role and the impact of alterations upon the character of both building and setting. Their spatial context also needs to be better appreciated in providing the cues for new multi-family development that is able to respond sensitively to and build creatively upon this legacy.

Apartment and Multi-Family Buildings - Current Issues

Several design issues become apparent in any review of the city's older apartment and multi-family buildings. To a greater or lesser extent these issues tend to be those which detract from the character of the building and its contribution to its immediate setting and broader context. Given building scale, profile and presence such negative impact is often amplified, in the same way that these same characteristics will, or should, enhance a positive visual impact.

There are many instances of significant unsympathetic alterations which have occurred prior to the designation of the building or its inclusion within a local historic district. A better understanding of the importance and character of the building will help to enhance appreciation and also help to ensure that future alterations are more sympathetic, and indeed that restorative intervention in the future should be more likely.

Piecemeal alterations over time have in certain cases adversely affected the historic architectural character of several of these buildings. Some may be sufficiently minor to have slipped through the review system, or may have predated this, given the recent vintage of some district and landmark designations. The cumulative effect of such minor alterations can have a notably adverse effect upon building integrity and character.

The effects of deferred or minimal maintenance is one of the most prevalent issues apparent across this building spectrum. Heightening awareness of this issue should help to change this climate of tacit neglect or constructive degradation which can be identified in so many cases. It should also help to raise the debate on options for constructive support to tackle this issue.

A specific consequence of deferred maintenance is manifest in the condition of the windows in many of these buildings. In a number of cases the original windows survive but in an obviously neglected and increasingly vulnerable condition. The survival of some of these, given their current condition, is a testament to the durability of the original window frame construction and materials. In other instances the original windows have been lost to recent replacements, with an obviously deleterious effect upon the integrity and significance of the building.

Building materials, similarly, in many instances manifest a lack of maintenance or a need for repair. The scale of some of these buildings tends to ensure that such effects become obvious across a broader context. The importance of the palette of materials and finishes to the character of

particularly the more decorative architectural compositions is very apparent. The neglect or adverse alteration of the materials in simpler designs can be equally obvious.

Designing a new multi-family building for a historic context arises periodically as the attraction of the more central city neighborhoods and districts grows. While the City has recently adopted revised residential and commercial design guidelines for new construction, these guidelines are necessarily limited in their relevance for evaluating development proposals for multi-family buildings, and particularly for those of several stories in height. If the development evolution and economic vitality of the city are to continue to reflect the quality of the legacy of multi-family and apartment buildings from the earlier decades then it can be argued that a more informed evaluation of contextual character and of design quality and sensitivity might be required.

Design Guidelines for Apartment and Multi-Family Buildings - Structure

As introduced above, the design guidelines for apartment and multi-family buildings will be developed to reflect the recently adopted structure for the residential, commercial and sign guidelines, drawing upon the same common resources, and also using some of the residential design guidelines in particular. This will involve the revision of some of these common sections to reflect this building type. A cross comparison of the structure of the residential and the new multi-family design guidelines is provided as Attachment A to this memo. An initial Outline of the proposed design guidelines, identifying potential issues and characteristics under specific topic headings, forms Attachment B of this Memo. Again, as with the recently adopted guidelines, they will be designed as a series of individual sections or chapters which can be accessed on the website as specific reference material in PDF form.

Part I Preservation in Salt Lake City Within this common part of the guidelines it is anticipated that Section 1 'Why Preserve' and Section 4 'Historic Context and Architectural Styles' will be revised, the latter with a new sub-section for this building type.

Part II Design Guidelines – Rehabilitation, General Issues, New Construction

This part of the design guidelines, it is anticipated, will relatively closely echo the arrangement adopted in the Residential and Commercial Design Guidelines. The topics will be adapted as necessary to reflect the particular characteristics of this building type, e.g. building form, balconies and parapets.

The General Issues chapter will expand to cover subjects specific to the concentration of living units found in the larger buildings, and will include the potential of many apartment buildings to readily accommodate such new technology as solar arrays.

The New Construction chapter will echo the primary form of the recently adopted guidelines, with adaptation to accommodate the various issues of sensitive design in relation to the scale of the context.

Part III District Design Guidelines

This part is designed to provide district-specific information on spatial character and supplementary guidelines to enhance information and advice for designing within the particular district setting. These chapters will be revised to include sections on the historical development of multi-family structures in the neighborhood and specific guidelines as appropriate to address these characteristics.

Part IV Appendices

The appendices, with their emphasis on live links to additional references, are currently designed to provide a concentrated, common information resource arranged under a series of headings. These will be supplemented accordingly to account for this building type. Please refer to Attachment B to this memo.

Methodology and Schedule

The development of these guidelines will involve a spectrum of discussion and review in several contexts. There will be a Staff review process and panel as the material is written to ensure that information and advice is informed by varying planning perspectives. Staff will be working closely with and engaging the expertise of the commission throughout the development of the design guidelines. It is proposed that the Historic Landmark Commission identify a design guidelines review sub-committee, in much the same way as for the development of the residential and commercial guidelines, to enable more detailed review and discussion than would be possible in a regular full commission review.

It is also proposed that the draft of the guidelines will be reviewed by a focus group (primarily online) comprising a spectrum of practitioners from owners through developers, designers and contractors. Public consultation throughout will take the form of open house meetings, and neighborhood community council discussions, as well as the public hearings before the Historic Landmark Commission, Planning Commission and City Council.

A first draft of the multi-family design guidelines should be available by late February for Commission review at the March HLC meeting.

Attachments

- A. Apartment & Multi-Family & Residential Design Guidelines - Comparative Structure

- B. Apartment & Multi-family Design Guidelines - Outline

- C. The Format of a Design Guideline

- D. Photographs

Attachment A

Multi-Family & Residential Design Guidelines - Comparative Structure

NEW RESIDENTIAL DESIGN GUIDELINES

Part I Preservation in Salt Lake City

- S. 1 Why Preserve
- S. 2 Preservation Program in SLC
- S. 3 Design Guidelines
- S. 4 Historic Context & Architectural Style

Part II Design Guidelines – Rehabilitation/General Issues/New Construction

- Ch. 1 Site Features
- Ch.2 Building Materials & Finishes
- Ch. 3 Windows
- Ch. 4 Doors
- Ch. 5 Porches
- Ch. 6 Architectural Details
- Ch. 7 Roofs
- Ch. 8 Additions
- Ch. 9 Accessory Structures
- Ch.10 Seismic Retrofitting
- Ch. 11 General Issues
- Ch.12 New Construction

Part III District Design Guidelines

- Ch.13 The Avenues
- Ch.14 Capitol Hill
- Ch.15 Central City
- Ch.16 South Temple
- Ch.17 University
- Ch.18 Westmoreland Place

Part IV Appendices

- App. A SLC & Secretary of Interior Standards
 - 1. SLC
 - 2. Secretary of Interior
- App. B Information & Resources
 - 1. Arranged by Subject
 - 2. Arranged by Website
 - 3. NPS Preservation Briefs
- App. C Glossary of Terms

APARTMENT/MF DESIGN GUIDELINES

Part I Preservation in SLC – Multi-Family Buildings

- S. 1 Why Preserve A
- S. 2 Preservation Program in SLC
- S. 3 Design Guidelines
- S. 4 Historic Context & Architectural Style A

Part II Design Guidelines – Rehabilitation/General Issues/New Construction

- Ch. 1 Site Features & Streetscape
- Ch.2 Building Materials & Finishes
- Ch. 3 Windows
- Ch. 4 Doors & Entries
- Ch. 5 Porches & Balconies
- Ch. 6 Bldg Form, Façade Design, Arch Elements/Details
- Ch. 7 Roof Form & Parapets
- Ch. 8 Additions
- Ch. 9 Accessory Structures
- Ch.10 Seismic Retrofitting
- Ch. 11 General Issues
- Ch. 12 New Construction

Part III District Design Guidelines

- Ch.13 The Avenues A
- Ch.14 Capitol Hill A
- Ch.15 Central City A
- Ch.16 South Temple A
- Ch.17 University A
- Ch.18 Westmoreland Place A

Part IV Appendices

- App. A SLC & Secretary of Interior Standards
 - 1. SLC
 - 2. Secretary of Interior
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 - 3. NPS Preservation Briefs
- App. C Glossary of Terms A

* A = Common Sections Amended

* Common Sections retained or amended

Attachment B

Apartment & Multi-Family Design Guidelines - OUTLINE

APARTMENT & MULT-FAMILY DESIGN GUIDELINES - Outline

PART I PRESERVATION IN SALT LAKE CITY

The introductory ‘Preservation in Salt Lake City’ serves as a resource for all of the design guidelines. Developing guidelines for apartment and multi-family buildings will involve some additional reference in Section 1 ‘Why Preserve?’ and supplementing Section 4 ‘Historic Context and Architectural Style’ with a further sub-section addressing these building types and styles.

Section 1

Why Preserve?

This section will be supplemented by additional context and rationale for the preservation of apartment & multi-family buildings.

Section 2

The Preservation Program in Salt Lake City – Defining and Managing Historic Buildings and Districts

No revision of this section is anticipated

Section 3

The Design Guidelines

No revision of this section is anticipated

Section 4

Historic Context & Architectural Style

Existing limited information on apartments/MF will be expanded to cover the realm of apartment & multi-family buildings. Proposed structure will follow the classification defined and used by Carter & Goss in their Utah’s Historic Architecture 1847-1940 (online at the State Historic Preservation Office)

- Double House: A, B & C
- Four-Unit Block
- Row House
- Apartment Block A - Vertical or horizontal, often with multiple entries if oriented parallel to the street
- Apartment Block B - Narrow deeper lot with orientation perpendicular to the street, usually with one principal street entry. On wider site may be two parallel buildings.
- Apartment Block C - Relatively square site, two or more stories with a vertical emphasis, frequently a central entry.
- “L” & “T” Apartment Blocks - Apartment Plan forms usually built on corner lots, with the “T” plan form common on sites away from the corner.
- “C” Apartment Block - Two shallow side wings with central recessed section, entries may be on the wings or multiple entries to the rear

- “U” Apartment Block - A deep court and side wings oriented to the street, and may have one central recessed entry or multiple entries, ranging from one to several stories in height.
- Hotel Court - Two or three wings linked by continuous first floor level.
- “H” Apartment Block - May be similar to a “U” building and may have a second court to the rear creating an “H” configuration.

PART II DESIGN GUIDELINES – REHABILITATION, GENERAL ISSUES, NEW CONSTRUCTION

There are a range of issues and specific characteristics which are important to the architectural character and integrity of multi-family and apartment buildings, their stewardship, sensitive alteration and addition. New multi-family and apartment construction also presents unique considerations in sensitive infill and contextual design. This outline begins to identify a number of these issues and design criteria.

Rehabilitation

Ch. 1 Site Features & Streetscape

- Building & Setting Impact: greater or lesser impact, and may be out of step with context
- Streetscape Continuity & Coherence: reduced role in creation & definition of this
- Building Approach & Setting: frequently greater formal role in complementing the building
- Public Role & Status: usually more public than single family – implications for walls & fences
- Composition & Symmetry: often reinforcing that of the of the primary design
- Parking Area: location & form – usually to the rear with wider driveway impact
- Garage Buildings or other Accessory Structures: original or early – scale & contribution
- Site Lighting: enhanced street impact & integration with street lighting

Ch.2 Building Materials & Finishes

- Characteristic Materials: common themes & palettes for types & periods
- Role & Importance: enhancing & enhanced by building scale & design composition
- Architectural Character: integrity much relies on retention & common design approach
- Entrance: emphasis through placement, scale & combination of materials
- Balconies: often a significant feature of primary & maybe secondary composition of facades
- Columns: critical to the composition where employed & relying on materials & finishes
- Roofline & Cornice Line: materials & finish critical to the completion of composition
- Maintenance & Repair: individual units critical to retention of character of the whole building

Ch. 3 Windows

- Fenestration Pattern: a key element of the façade composition – relying on relationship
- Facades: contrast in design between front façade/s & side & rear
- Rear Addition: original/early addition in wood with contrasting fenestration & detailing
- Window Composition: often a notable element in design of front façade/s especially
- Maintenance & Repair: orientation, scale, height & exposure all play a role

Ch. 4 Doors & Entries

- Primary Entrance or Entrances: one, or more, with enhanced scale & architectural importance

- Balcony Doors: composition again relies on repeating pattern, materials, finish & color
- Service Doors: usually to the side or the rear but may have a street role
- Doorway & Door: frequently a significant character-defining element in façade composition
- Door & Doorway Composition: portico, hood, transom & side light/s, paneling, glasswork

Ch. 5 Porches & Balconies (Porches in RDGs)

- Occurrence: common to earlier types & styles, less common later, with exceptions
- Front Façade: balcony form, arrangement & sequence
- Façade/s Composition: frequently a strong symmetry, reinforced by balcony pattern
- Balcony Detail: support (columns/brackets), floor profile, railings, materials

Ch. 6 Building Form, Façade Design, Architectural Elements & Details

- Recognition of how the building form equates with often the symmetry of design
- Spectrum: varying from significant embellishment to limited and subtle – defining age & style
- Design Composition: styles including exuberant use of classical design & giant order, gothic revival, & arts & crafts prairie forms
- Façade Composition: perhaps the single most important governing design & character-defining framework
- Type: masonry palette, wood frame & siding, balconies, window frames, sills & lintels, doors
- Brickwork: variation in pattern & texture

Ch. 7 Roof Forms & Parapets

- Roof type: evident role in some styles or types
- Parapet type: characteristic of all flat roofed buildings, key element in composition
- Scale & Number of Units: Often more evident at smaller scale
- Form: single or multiple
- Pitch
- Materials

Ch. 8 Additions

- Existing Rear Addition: original wood additions a considerable characteristic of the building
- Proposed Addition: consider building form & palette of materials
- Location & Form: avoid above, keep to rear

Ch. 9 Accessory Structures (Garages, Carports, Ancillary Structures)

- Contributing Structures: retention & adaptation if feasible, or remodel & reuse in part
- Non-contributing Structures: original arrangement & siting might inform planning of replacement

Ch.10 Seismic Retrofitting

- Current advice

General Issues

Ch. 11 General Issues

- Access: accessibility measures
- Service & Parking Areas: trash arrangements & facilities to the rear, group & screen

- Mechanical Equipment: air conditioning, ventilation, exhaust flues, dishes, antennae, solar arrays – sited & designed as common facilities away from public view
- Landscaping: retain original plantings & (early) structures
- Fire Escapes & External Stairs: location (ideally internal), form, materials
- Color

New Construction

Ch.12 New Construction

- Site Design: street & block patterns, placement & orientation
- Scale: massing, height, width, solid to void
- Building Form: modulation, form, proportion & emphasis, fenestration
- Materials & Detail: materials, windows, elements & details

PART III DISTRICT DESIGN GUIDELINES

Ch.13 The Avenues

- Historical summary of development of the type in the Avenues
- Apartment & MF building role in Avenues: tighter street pattern & heightened impact
- Range of type & scale & form & style – characteristic of the Avenues
- Range of materials

Ch.14 Capitol Hill

- Historical summary of development – examples of range
- Topography
- Irregular Street Pattern
- Range of scale & form
- Range of materials

Ch.15 Central City

- Historical summary of development – some of the more substantial & most modest
- Spanning South Temple to Liberty Park the range reflects the change in character
- Scale of context – residential & commercial
- Range of scale of buildings
- Range of materials

Ch.16 South Temple

- Historical summary of development – prestigious developments & commercial reuse
- Key role in boulevard character
- Response to influence of University
- Range of scale of buildings
- Range of materials

Ch.17 University

- Historical summary of development – influence of University housing needs
- Topographic influence

- Range & pattern of scale & form of buildings
- Range of materials

Ch.18 Westmoreland Place

- Historical summary of development - a few examples of modest scale

PART IV APPENDICES

Appendices will be supplemented with additional information & links which specifically address multifamily & apartment buildings. Currently organization is:

Appendix A **Salt Lake City Ordinance Standards & Secretary of the Interior's Standards for the Treatment of Historic Properties**

1. Salt Lake City Standards
2. Secretary of Interior Standards

Appendix B **Information & Resources**

1. Arranged by Subject
2. Arranged by Website
3. National Park Service Technical Preservation Services - Preservation Briefs

Appendix C **Glossary of Terms**

Attachment C

The Format of a Design Guideline

The clarity and coherence of the format of each design guideline was improved in the recent revisions to the residential, commercial and sign design guidelines. The character definition and design objectives material for all of the following design guidelines formed the first part of each section or chapter. The subsequent guidelines were thus separated from the design policy and reasoning upon which they and their application relied. This created apparent duplication, and required reference back to earlier material to understand the character and design objectives for each guideline. The character and design objective/s discussion was restructured and in many cases rewritten to immediately precede the design guideline/s to which they related, enabling a direct reference between them.

The format of each design guideline was also improved. Each guideline was rewritten to address one design criterion only, with the following explanatory supporting text taking the form of specific guideline application points (in bullet point form), to support and enhance reasoning and clarity in review. The accompanying illustration/s were also revised to be a complementary and explanatory aid to the appropriate application of the guideline in relation to the individual circumstances of the proposal.

The methodology is that each guideline should operate as a hierarchy of guidance and advice, working from the description of the importance of that topic area in defining the character to be retained, the resulting design objective/s to ensure the maintenance of that character criterion, specific design guidance in the form of the guideline itself, and supporting information application points and illustrations which help to define the most appropriate review in the circumstances of the case in hand. Thus, where the specific design guideline and its supporting points may not seem to directly address the individual circumstances of that case, then the design objective and character definition should provide an appropriate direction for decision making. These complementary levels of review guidance provide a framework which is designed to be flexible and adaptable to a variety of circumstances and variables, recognizing that no two cases will be the same, and that each will require design review tailored to the individuality of both the property and the proposal.

A sample design guideline format is attached to help to illustrate this reasoning and these points.

The following example serves to illustrate the components of this framework:

The Format of a Guideline

The intent of this format and structure is to establish a hierarchical framework which provides detailed design advice and options where they relate to the circumstances of the site or building. Where the relationship is less obvious the design objective and character definition sections provide general direction on the design intent.

Each design guideline in the document typically will have five components:

- i. Character Definition.** This describes the elements of the character of the building and/or its setting that it is important to retain. These provide the foundation for the design objective.
- ii. Design Objective.** The design objective describes the desired state or condition of the design element or elements under discussion.
- iii. Design Guideline.** The design guideline is typically performance-oriented, and describes a desired design treatment.
- iv. Guideline Application Points.** Additional application points may provide expanded explanation of the guideline, suggestions on how to meet the objective, or additional applications to consider. This information is listed in bullet form.
- v. Guideline Illustrations.** Illustration is provided to clarify the intent of the guideline.

11.0 Open Space

i. Character Definition

→ Open space has several roles, in the context of rural or semi-rural development. It defines the relationship between a building and its site boundaries or the public way, and often defines the relationship between a group of buildings.

ii. Design Objective

→ **Open space associated with the traditional settlement patterns should be respected and retained in a site planning or development project. It should also be considered as the focus of a new development building cluster, if this is located within the sphere of influence of a traditional building group.**

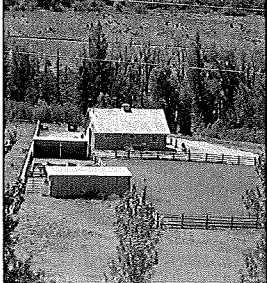
iii. Design Guideline

→ **11.1 Respect and retain traditional forms and areas of open space when considering a site planning project or an addition to an existing building.**

iv. Guideline Application Point(s)

→ • Avoid encroachment into traditional front garden or farmyard open space when planning an addition.

v. Guideline Illustration



The working yard, displayed here, is an integral part of the open space arrangement of the site and should be preserved.

Example design guideline format.

Attachment D

Photographs

