



Staff Report

PLANNING DIVISION
COMMUNITY & NEIGHBORHOODS

To: Salt Lake City Historic Landmark Commission

From: Nelson Knight, Senior Planner
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Date: July 15, 2021

Re: **HLC Review of Elks Block Redevelopment Proposal**

**ELKS BLOCK REDEVELOPMENT
DEMOLITION OF A CONTRIBUTING BUILDING
MAJOR ALTERATION & SPECIAL EXCEPTIONS
NEW CONSTRUCTION & SPECIAL EXCEPTIONS**

PROPERTY ADDRESSES:

120 E 1st Avenue (Building Proposed for Demolition)
139 E. South Temple (Elks Building);
Approx. 151 E. South Temple (New Residential Building);

PARCEL IDs: 09-31-380-020-0000, 09-31-380-021-0000, 09-31-380-003-0000

HISTORIC DISTRICT: Avenues

MASTER PLAN: Avenues Master Plan

ZONING DISTRICTS:

South Temple Properties: R-MU (Residential Mixed Use)
Properties on 1st Avenue: RMF-75 (High-Density Multifamily Residential District)

DESIGN GUIDELINES: Residential Design Guidelines, Multifamily Residential Design Guidelines, Commercial Design Guidelines. Specific Applicable Design Guidelines are noted in the discussion of each item below.

REQUEST: David Davis, of Dale Gardon Design, representing Property Reserve, Inc, has submitted applications to the city for a project centered around the former Elks Club Building located at approximately 139 E South Temple. This type of project requires demolition, new construction, special exception, and certificate of appropriateness review by the Historic Landmark Commission. The properties along South Temple are zoned R-MU (Residential Mixed Use) and the homes on 1st Avenue are zoned RMF-75 (High-Density Multifamily Residential District). The properties are within the Avenues Local Historic District, and within Council District #3, represented by Chris Wharton.

ITEM A: Demolition of a contributing building at approximately 120 E 1st Avenue, in order to provide access to the other buildings within the project. (Case number PLNHLC2020-00915)

ITEM B: Major alterations of the Elks Building at approximately 139 S. Temple, including removal and replacement of the existing entrance, removal of incompatible additions to the building's exterior and construction of a new rooftop addition on the building. A special exception would also be required for an additional three feet of height for the addition. (Case number PLNHLC2020-00816 & PLNHLC2021-00672)

ITEM C: New Construction of an eight-story residential building at approximately 151 E. South Temple where an existing parking lot is located. The applicant is requesting a special exception for approximately 25 feet of additional building height on portions of this building beyond the 75 feet allowed in the R-MU zone, for a total height of approximately 99 feet. (Case number PLNHLC2020-00916 & PLNHLC2021-00673)

RECOMMENDATION: As outlined in the analysis and findings in this Staff Report, Planning Staff makes the following recommendations:

ITEM A: Demolition of a contributing building at approximately 120 E 1st Avenue: The proposal substantially complies with the standards outlined in the zoning ordinance for demolition of a contributing structure in a local historic district, and the demolition is in the best interest of the city. Staff recommends approval of the demolition subject to all other city requirements.

ITEM B: Major alterations to the Elks Building at approximately 139 S. Temple and associated special exceptions: The proposal substantially meets all applicable standards of approval. Staff recommends that the Historic Landmark Commission approve this application for a Certificate of Appropriateness and associated special exception request for additional height with the following conditions:

- 1.** The existing stone tunnel entry, including the tunnel entry, wall, and columns as detailed on the applicant's proposal, will be repaired and retained in place during construction and will not be dismantled and reconstructed, in order to preserve its remaining integrity;
- 2.** The stone balusters and the base of the stairs on either side of the entry will be repaired and placed back in their original locations;
- 3.** Remaining original/historic windows on the south (front) facade will be preserved and repaired;
- 4.** Approval of all final design details, including specific direction expressed by the Commission, shall be delegated to Planning Staff.

ITEM C: New Construction of an eight-story residential building at approximately 151 E. South Temple and associated special exceptions: The proposal substantially meets all applicable standards of approval. Staff recommends that the Historic Landmark Commission approve this application for a Certificate of Appropriateness and associated special exception request for additional height with the following conditions:

1. The front facade of the building shall be set back from the property line so it will not encroach upon the existing public way and to provide landscaping as shown on the building renderings.
2. The applicant will work with Planning Staff to ensure that all required landscaping standards are met in the final design.
3. The applicants will work with Planning Staff on a lighting plan with additional detail that shows the lighting will meet the intent of standards for new construction and related design guidelines;
4. A portion of the proposed balconies will project from the front wall of the building. The balconies will be at least five feet in depth to provide sufficient room for their use;
5. Approval of all final design details, including specific direction expressed by the Commission, shall be delegated to Planning Staff.

ATTACHMENTS:

- A. [Site and Context Maps](#)
- B. [Applicant Information – Project Narratives, Supporting Materials and Drawings](#)
 1. [Overall Project](#)
 2. [120 1st Avenue](#)
 3. [Elks Building](#)
 4. [South Temple Residential Building](#)
- C. [Current Site Photographs](#)
- D. [Avenues Historic Survey Information, Historic Photos and Site Forms](#)
- E. [HLC Work Session Minutes – March 4, 2021 and April 1, 2021](#)
- F. [Analysis of Standards for R-MU Zoning District](#)
- G. [Analysis of Standards for Special Exception Requests](#)
- H. [Analysis of Standards for Demolition of a Contributing Building](#)
- I. [Analysis of Standards for New Construction in a Historic District and Design Guidelines](#)
- J. [Analysis of Standards for Major Alterations in a Historic District](#)
- K. [Applicable Design Guidelines](#)
- L. [Public Process and Comments](#)

SUMMARY OF OVERALL PROJECT PROPOSAL:

The applicant’s proposal is fully outlined in their submittal documents. Attachment B1 provides an overview of the entire project, and the HLC has seen more on each aspect of the overall project during their two previous work sessions with the applicants. By ordinance, demolition of a contributing primary structure and new construction of a principal building in a historic district requires review and approval by the full commission in a public hearing. The Planning Staff referred the Elks Building proposal to the commission due to the extent of the proposed alterations and a high level of public interest in the project.

In addition, the project incorporates other elements which were also discussed in the Commission’s work sessions; Commissioners generally agreed that this work could be approved administratively by Staff. These items include:

- Elks Building Garage (Minor Alterations to a Non-Contributing Structure and Special Exception for Additional Height)
- Renovation of six residential buildings on 1st Avenue (All Minor Alterations to Contributing Structures):
 - 122/124 E. 1st Avenue

- 126 E. 1st Avenue
- 128 E. 1st Avenue
- 130/132 E. 1st Avenue
- 134 E. 1st Avenue
- 136 E. 1st Avenue

If Staff determines that any work is beyond the scope of administrative approval as the project goes forward, that work would be referred to the full Commission for review.

Finally, the project will require minor lot line adjustments on the existing interior property lines. This is a routine administrative process.

PREVIOUS WORK SESSIONS:

The HLC held two work sessions with the applicants to discuss various aspects of the project. The first was held on March 4, 2021 and the second was held on April 1, 2021.

Summaries of the comments provided by the Commission are included in the discussion of Items A, B, and C below. Staff Memos, Meeting minutes and the YouTube recordings of the discussion during these meetings are available at the following links:

March 4, 2021: [Staff Memo](#) – [Minutes](#) – [YouTube](#) (links directly to 55:16 in the video)

April 1, 2021: [Staff Memo](#) – [Minutes](#) – [YouTube](#) (links directly to 49:18 in the video)

Copies of the minutes from the meetings are included in Attachment E in this report.

Post Work Session Design Revisions

Revisions to the project design since the work sessions have primarily focused on the entrance to the Elks Building. The applicants have also supplied significantly more detail on the proposed roof addition and new windows on the Elks Building. Staff also received more detail on the details and materials of the new building proposed for South Temple. The applicants also expanded their narrative to address the approval standards listed in the ordinance. In addition, the applicants submitted more information on the history of the 120 1st Avenue house.

EXISTING SITE CONDITIONS:

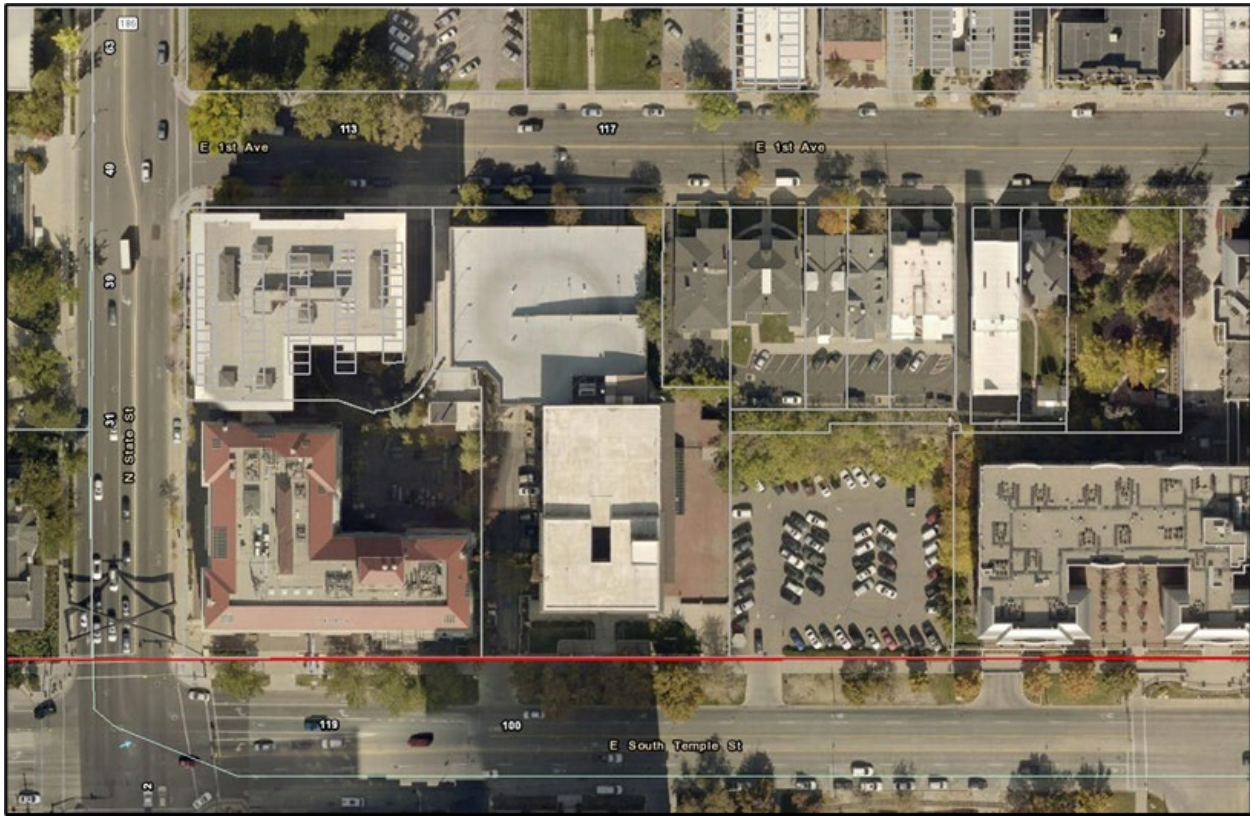


Figure 1 Existing Aerial View of Site and Portion of Surrounding Block

The subject site comprises nine individual properties along South Temple Street and 1st Avenue, totaling 2.93 acres in area, all of which lie within the Avenues Local Historic District. The lot is roughly T-shaped, with 340 feet of street frontage on South Temple and 464 feet on 1st Avenue. It is 334 feet deep from its south property line at South Temple to 1st Avenue. The grade change from 1st Avenue to South Temple ranges from 27 to 43 vertical feet. The site is owned by Property Reserve, Inc (PRI) which also owns several adjoining properties such as the Eagle Gate and Gateway Apartments on State Street, which are the adjacent properties to the south, and the Brigham Street Apartments immediately east of the site on South Temple.

The Elks Club and parking garage property and vacant lot on South Temple are zoned R-MU, Residential Mixed-Use, while the properties on 1st Avenue are zoned RMF-75, High Density Multi Family Residential. These designations reflect decades of envisioning high-density residential buildings in the southwest corner of the Avenues neighborhood. In many cases this has led to demolition of multiple historic buildings as developers have seen the potential for high density development. The scale of that sort of development is one of many reasons the Avenues neighborhood organized to create a local historic district. A strong benefit of this proposal is that six small scale, historically contributing homes on 1st Avenue would be preserved in a zoning district that could potentially allow much larger buildings on a consolidated lot. Though some of these buildings were intended to house a single family, most were intended for multiple families, and previous examination of historic records show that they quickly became a version of the “missing middle” housing type that the city is now trying to re-establish.

Conversely, a dense housing pattern on these blocks have a strong historic precedent with the Covey, Kensington and similar apartments that are now over 100 years old and are in high demand. A recent study by the Planning Division’s team of apprentices found that the blocks surrounding the project site stand out significantly as one of the city’s densest neighborhoods of housing units.

The project site was one of the earliest developed portions of the city when members of the Church of Jesus Christ of Latter-day Saints (LDS, or Mormon Church) arrived in 1847. The site was a portion of LDS Church President Brigham Young’s large holdings, and later became home to several of the many large homes built by non-Mormon families whose wealth came from mining, ranching, or commercial ventures. The site continued to evolve in the years before and after construction of the Elks Club building in 1923. The block rapidly commercialized, with former mansions either demolished or converted into offices (and later demolished). Two homes were demolished in order to construct the Elks Club building in 1923. Members of the Alta Club later bought another former mansion site for parking.

Two large scale projects adjacent to the subject properties were completed during the 1980s and 1990s. The first project was the Eagle Gate and Gateway Apartment complex immediately adjacent to the west of the subject properties, completed in 1986. These buildings replaced highly significant historic apartment complexes after a contentious debate over their demolition. In contrast, the 1998 Brigham Apartments located just east of the project site were reviewed and approved by the city’s Historic Landmarks Committee. They replaced a large surface parking lot that had been vacant since the 1960s.

The sale of the former Alta Club parking lot property to PRI provides an important opportunity for continued evolution of this site, particularly when combined with the rehabilitation of adjacent historic properties under its ownership and proposals for new multi-family housing on a vacant parking lot along S. Temple.



Figure 2 Aerial View of Proposed Project

ITEM A: DEMOLITION OF A PRINCIPAL CONTRIBUTING BUILDING AT 120 E 1ST AVENUE:

Review Standards

[21A.34.020.K](#) Standards For Certificate Of Appropriateness For Demolition Of A Contributing Principal Building In An H Historic Preservation Overlay District

Applicable Design Guidelines

Not applicable for a demolition.

BACKGROUND AND PROPOSAL

Recent research on this house provided by the applicants has fleshed out the background and history of this house and lot. The applicants' research is found in Attachment B2, Appendix B.



Figure 3 - Tax Photo of the former house on this site, demolished and replaced in 1950.

Records indicate that the "original" structure on this property was built in the 1890s and demolished in 1949. The original structure owner was Herbert Snow. The current structure at 120 E. 1st Avenue was built in 1950. A building permit was issued to Charles D. Armstrong. Mr. Armstrong had the "Snow" house torn down to the foundation and had it rebuilt as a triplex.

The current structure was built as a rental building and has remained a rental building to this day. Mr. Armstrong is listed as an officer in the Sara M. Mining Company in Utah County in the early 1900s. He is listed as a Vice President. He never lived at this address.

The current "Armstrong" house is a one-story brick and concrete building with a basement under a portion of the main level. It is built of red/brown striated brick with lighter cream mortar joints. The mortar joints have a shallow concave profile. The building is built on the north portion of the lot and its main level is raised higher than the street elevation by more than 10'. Two sets of exterior stairs connect the front entry to the sidewalk along the street.

Evidence indicates that the 1950s home was built as a multiple-family residence with as many as 3 units when it was originally constructed. Over the years, there are notations in city records that the building was a duplex and a triplex. It is currently being used as a legal triplex rental building with 2 units on the main level and 1 unit in the basement.

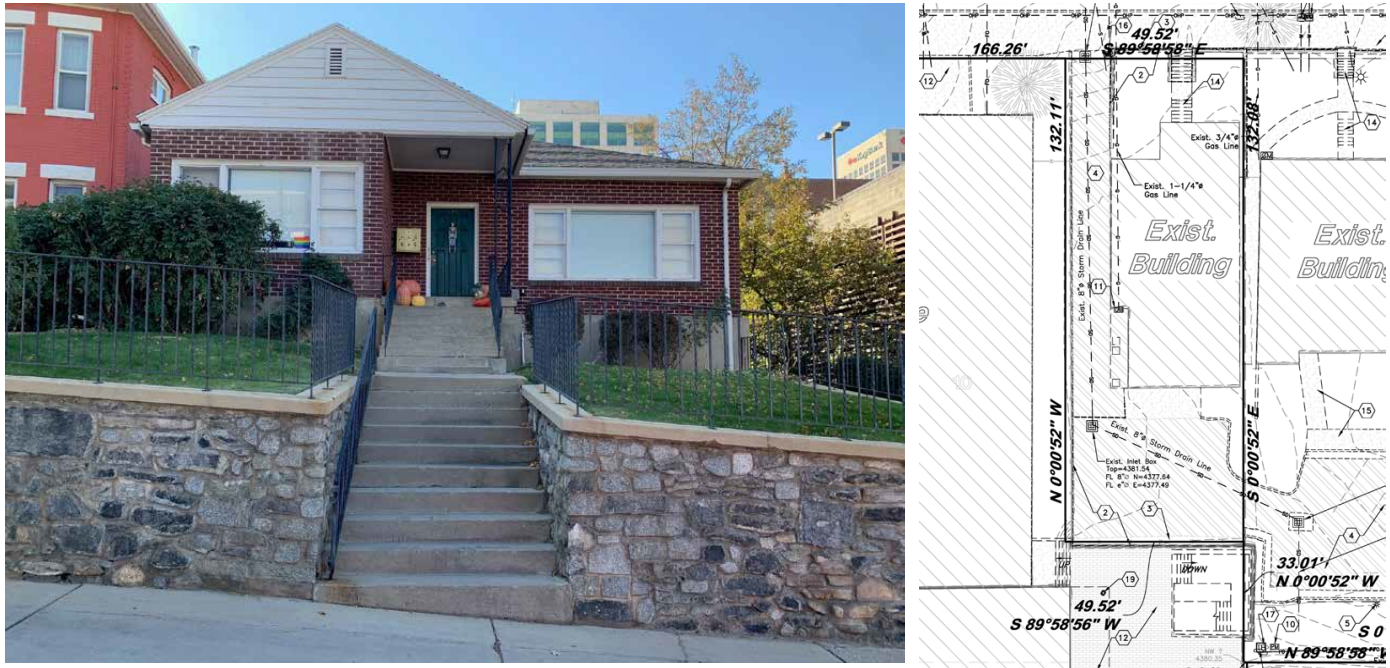


Figure 4 - 120 1st Avenue – front facade and existing site plan

SUMMARY OF WORK SESSION DISCUSSION

- Informal straw poll by the chair was favorable toward demolition, with some reservations
- Were other options fully considered? Supply more information on structure and history for an informed decision.
- Access from South Temple is less desirable option in terms of design, but 1st Avenue is a residential street and not necessarily great for constant in and out of vehicles.
- Avenues district is diverse architecturally and this house is part of that – fully consider other options.
- Suggestion to salvage materials as much as possible
- “A minor loss for a major gain.”

KEY CONSIDERATIONS:

Explanation of Contributing Status:

The current house at c.1949 120 E 1st Avenue is a contributing property within the Avenues Historic District, though this has not always been the case, because it was less than 50 years old at the time the Avenues became a local historic district in 1978.

The status of the building from “out of period” to “contributing” changed following the completion of the 2007-2008 Avenues Reconnaissance Level Survey (RLS) Update. In the final

report of the survey, the consultant stated “A significant number of properties originally evaluated as non-contributing in the late 1970s were evaluated as contributing in the survey primarily due to age.” Other than appearing in the general survey (See Attachment D) this building is not specifically addressed in the survey findings. Staff assumes that the change in status was because the building was now over 50 years old and remains substantially unaltered from its 1950 date of construction.

Site Access for Other Buildings in the Development

A key part of the design of this building hinges upon access to the site from 1st Avenue, which as proposed requires demolition of 120 1st Avenue. The applicants have detailed several reasons why this is necessary for the success of this project, including:

- The topography of the site creates limited means of service access to the center of this block. Factors include the steep south to north slope and the unique length of this block from State Street to A Street due to the change to smaller Avenues blocks.
- The demolition of the building will allow a new drive providing service access (trash, maintenance, move-ins, etc.) and off-street parking for the other historic contributing buildings on the site, as well as the new South Temple residential building.
- The new drive will likewise provide additional fire department access for the other historic and new buildings on the site. It should be noted that the city’s ordinance regarding fire access has been recently updated, and this fire access is no longer required if alternative measures such as high-volume fire sprinklers are installed in the buildings.

Without a point of entry from 1st Avenue, service access would likely have to be moved to South Temple. In particular, the opportunity to provide parking access from the rear of the building is a key element of the new building’s design. Additional curb cuts on South Temple block entry and exit from the apartments as cars back up along South Temple daily during commute times. It also makes access to the crosswalks at 300 East and South Temple difficult for pedestrians.

Although there are a host of standards the HLC needs to consider with this project design, in Staff’s opinion, it is difficult to make findings that the design for the new construction meets the standards for new design in terms of a consistent street wall, rhythm of openings along the face of the building, size and massing without access from 1st Avenue.

Standards for Demolition of a Contributing Principal Structure

The bar for approving demolition of a contributing principal building is intentionally set high in the city’s historic districts for clear reasons. Since 1995, when denial of demolition became an option under the ordinance, the HLC has approved demolition of contributing buildings in several cases, for reasons including the successful rehabilitation of other historic buildings, or as part of a larger project that meets broader city goals.



When considering a request for approval of a certificate of appropriateness for demolition of a contributing principal building, the Historic Landmark Commission shall determine whether the request substantially complies with the standards outlined in 21A.34.020.K.1 of the zoning ordinance. Attachment H contains Staff’s full analysis of those standards. The following is a summary of Staff’s findings:

Summary of Findings	
Standard A: “The physical integrity of the site as defined in subsection C15b of this section is no longer evident,”	Does Not Comply
Standard B: “The streetscape within the context of the H historic preservation overlay district would not be negatively affected if the contributing principal building were to be demolished,”	Complies
Standard C: “The demolition would not create a material adverse effect on the concentration of historic resources used to define the boundaries or maintain the integrity of the district,”	Complies
Standard D: “The base zoning of the site does not permit land uses that would allow the adaptive reuse of the contributing principal building.”	Does Not Comply
Standard E: “The contributing principal building has not suffered from willful neglect...”	Complies

There is no set number of standards a proposed demolition must meet; the ordinance requires that the HLC determine whether the request “substantially complies” with those standards.

In Staff’s opinion, Standards A, B, and C are the most relevant standards in this case.

- While the 1950 building retains its integrity, it is located at the edge of the Avenues Historic District. There are a non-contributing parking garage and a non-contributing apartment building .
- On the other side are six other historic houses, which would be retained on this streetscape rehabbed as part of this project, maintaining the streetscape and a significant concentration of historic resources for the conceivable future.
- Of the seven historic buildings on 1st Avenue that are within the project site, this one is the most recent and is the only building not considered a contributing structure when the Avenues Local Historic District was created in 1978, and its construction date is the only building that falls outside the district's original 1849-1930s period of significance.

When considered within the overall scope of this project, the applicants' stated importance of the demolition as key to its success, and the potential gains to the city with rehabilitating seven contributing buildings and creating an additional 87 new housing units on the site of an existing surface parking lot, the Commission may find that the proposed demolition substantially complies with the standards.

ITEM B: MAJOR ALTERATIONS TO THE ELKS BUILDING AT APPROXIMATELY 139 S. TEMPLE AND ASSOCIATED SPECIAL EXCEPTIONS:



Existing Elks Building and Site



Proposed Elks Building and Site

Review Standards

[21A.34.020.G](#) Standards For Certificate Of Appropriateness For Alteration Of A Landmark Site Or Contributing Structure Including New Construction Of An Accessory Structure

[21A.52.060](#) General Standards and Considerations for Special Exceptions

Design Guidelines

[Design Guidelines for Historic Commercial Properties & Districts in Salt Lake City](#)

Chapters 1-13, Chapter 18 – South Temple

[South Temple District Guidelines](#) from Residential Design Guidelines

BACKGROUND AND PROPOSAL



Background Information

The Elks Building is a contributing building in the Salt Lake City Avenues Local Historic District. It is also a contributing structure located in the South Temple National Register Historic District. The Salt Lake City Avenues and South Temple districts were created separately from their National Register district counterparts and have different boundaries.

The \$300,000 Elks Building dates from 1923 and is the work of architectural firm Scott &

Welch. It was, and remains, the largest clubhouse constructed for a civic/social organization in the state. The building housed meeting space for Lodge No.85 of the Benevolent and Protective Order of Elks (BPOE), as well as accommodations for Elks members visiting the city. It had a large auditorium, a gymnasium, dining facilities, billiards and card rooms, offices, and 56 guest rooms on six floors. See Attachment B3 and Attachment D for more on the history and architecture of the building.

When the Elks sold the property in the 1970s, the new owners renovated the building c.1977. Some original interior elements remain intact although much of the building was renovated for office use. Prominent elements of the renovation include a rooftop addition and additions to the east side of the building for a restaurant and movie theaters. In the mid-1970s, a 5-level parking structure was added to the north end of the building. The parking structure's primary street frontage is on 1st Avenue. Access to the garage is on the northeast and southwest corners. In recent years the building has housed a variety of short-term tenants and is currently vacant.

The applicant has provided an additional narrative detailing how they believe the proposed changes to the Elks Building meet the standards and the associated design guidelines. (Attachment B3)

SUMMARY OF MARCH AND APRIL WORK SESSION DISCUSSION

Building Entrance Changes

- Reservations over reconfiguring the entrance and removing entrance stairs and tunnel.
- Strongly consider other approaches.
- Look at other successful examples of subterranean reuse – National Gallery basement, Washington DC, Louvre
- Plaza above South Temple could be semi private space.
- Acknowledgement of drawbacks of current design, e.g. security and street appeal.
- Consider approach that doesn't go all the way back to the front facade.

- Very difficult situation to work through but respect for the work of the designers and their examination of other options.

Rooftop Addition

- Strong support for removal of 1970s addition and new rooftop design.
- “Spectacular” roof treatment
- Consider a green roof here and on new residential building.

Elks Building Other Items

- Favorable toward removal of 1970s additions, including west fire stairs
- Generally favorable toward dismantling existing east side elevator core and relocating it to the middle.
- Bricks from the stair tower and new openings could be reused.
- Favorable toward new or reopened window openings on secondary facades.

KEY CONSIDERATIONS:

In addition to considering the applicants’ goals and constraints and how the proposed alterations to the Elks Building generally conform to the Standards for Alteration of a Contributing Structure and the Design Guidelines for Historic Commercial Properties and Districts in SLC, Planning Staff has identified the following key considerations for review of the proposed alterations to this building.

Grade Changes



Figure 5 - Elks Building site prior to construction c.1920, looking east.

At the time of its construction in 1923, the base and finish grade of the Elks Building was set above the sidewalk, with access to the front doors by a set of stone steps flanking a roman-arched tunnel entrance to the basement of the building. (See Attachment D for historic photos)

The design was integrated into the prevailing streetscape pattern, in which other buildings on the north side of South Temple rose a story or

more above the sidewalk, a setting that historian of South Temple Bim Oliver has referred to as “akin to a topographic podium.” This effect is still evident in the finished grade of some remaining historic buildings along South Temple such as the Covey Apts and Cathedral of the Madeline. However, the streetscape evident in historic photos is no longer typical, specifically between State Street and the Brigham Apartments, because so many historic buildings were demolished, the former sites were leveled, and many retaining walls were removed or replaced over time.



Figure 6 - Current Streetscape from west of the Elks Building, looking east



Figure 7 - Current Streetscape from East of Elks Building, looking west

In 1993, the HLC reviewed the design for the Brigham Apartments, now located east of the project site. At the time, the site was an empty lot also used for parking. For these new apartments, the designers attempted to reestablish the building's front facade above the sidewalk. According to the HLC staff report and minutes of the meeting, this was done both to echo the historic pattern of the streetscape as well as to accommodate the underground parking access from South Temple. The intent was for this to be an active space, but it is largely unused by building residents.

The wall, stairs, podium, and tunnel entry remain a part of the Elks site. The carved stone elk skull installed above the tunnel entry evokes the ritual and imagery associated with the BPOE. The tunnel entrance was a functional element in the Elks ritual. Members entered through the entrance for certain meetings and had to prove their membership to the club officer at the end of the tunnel.

The main entrance accessed by the stairs was used by visitors, members' guests, and members when they weren't participating in lodge rituals. When the Elks moved out of the building and the building was renovated in the '70s, the main entrance remained at its current location. The entrance was used for access to the offices as well as the restaurant/private club located on the first floor. The movie theaters in the building required a new entrance on the east side of the building. The tunnel entrance remained in use for another restaurant that was located in the basement. Use of each entry has changed over time due to changes in tenants and their requirements.

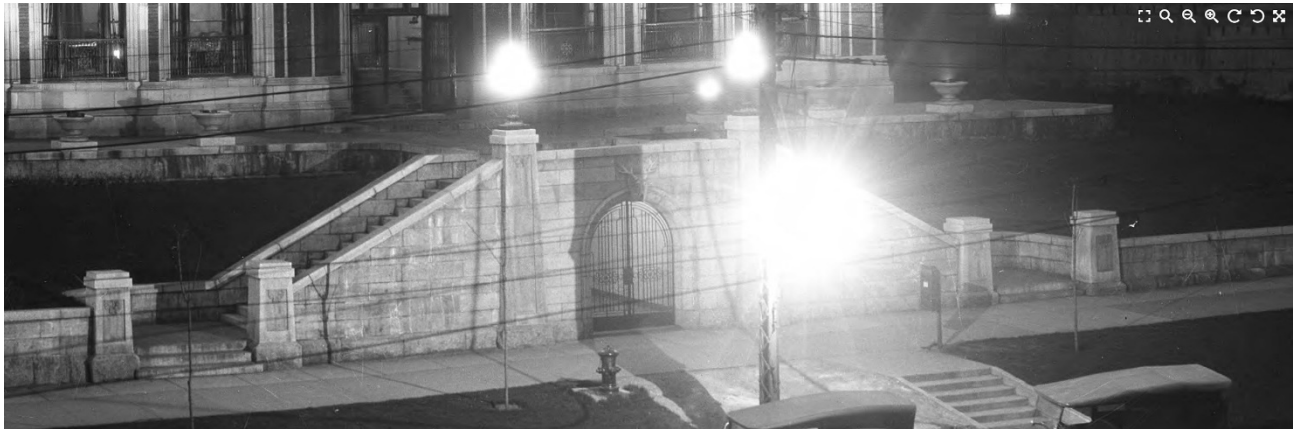


Figure 8 - Detail of front entrance stairs and tunnel, c.1923

As discussed at length in the HLC's work sessions for this project, the elements composing the front (south) entrance – the existing grade change from the sidewalk to the building entry, the wall at the sidewalk, stairs, podium, tunnel entrance, and decorative features - are original and historic elements of the building's design and construction. The applicant has emphasized that they are also an insurmountable challenge in terms of security, accessibility, and maintenance.



Figure 9 – Current tunnel building entry and stairs to main entrance.

Numerous ways to address this issue have been discussed over the past twenty years. Previous design solutions have been informally reviewed by Planning Staff during that time.

How to address the design of the entry was the primary discussion item in the HLC's work sessions for this project. The final proposal has been significantly revised from the initial proposal and a subsequent proposal seen by the HLC in the work session discussions.

The following description is taken from the applicants' submittal:

The most viable redevelopment option that justifies a major reinvestment into the Elks Building is an option that solves the front entry and arrival function for a commercial office use tenant(s).

The redevelopment proposal is to preserve the tunnel entry wall, columns, and lights and remove the remaining tunnel and stair assembly and replace it with a quasi-public plaza space at the front of the building that is directly accessible from the public sidewalk. The new plaza space will be made from new and re-used materials from the original site elements. Tapered columns, low retaining walls and caps, and light fixtures will be salvaged and reused with new materials to create space for socializing, working, and individual contemplation. The new plaza space will have in-paving lighting, lighted artwork, movable bistro-type tables and chairs, hi-top work tables, and platform seating that reuses granite blocks as a base.

The removal of the berm exposes the front of the basement facade which will get a new storefront elevation complementary of the original building using terra cotta and brick surfaces and storefront glass to create a high level of transparency into and out of the

building. The new entry to the building will be at the plaza elevation and the building arrival will have one single entry door. The arrival space on the interior of the building will be a two-story volume for added grandeur.

The proposed front entry redesign of the Elks Building will contribute positively to the neighborhood and Downtown in the following ways:

- 1. The Elks Building will have a stronger and more positive street presence on South Temple. The historical facade will be fully exposed to the street with an entry and public plaza space visible from the street and sidewalk.*
- 2. The public plaza space will help activate the street scene with people activities on the "front porch" to the building.*
- 3. The Elks Building can be rehabilitated as a fully functioning commercial office use and contribute to the City with commerce and social activities*



Figure 10 - Revised Design Proposal



Figure 11 - Revised Design Proposal

In Staff's opinion, the proposal is not an ideal historic preservation solution, but addresses important design inadequacies and safety issues such as providing one entrance accessible to both abled and disabled individuals. Such trade-offs are inherent in an adaptive reuse project.

The design retains a low retaining wall made from the existing wall materials and the historic light posts, repurposing of other historic materials, a linking structure from the restored entrance arch to the building among several design nods to the former tunnel, and new trees. The plaza would also include moveable tables and chairs. As a condition of approval, Staff recommends that the HLC require the applicant to retain and repair the tunnel entry in place, so that the remaining integrity is not compromised. The balusters at the base of the steps on the front wall also have important decorative elements and should be retained. Placing them in their current locations also preserves the proportions and spacing of the existing front wall.

Additional detail on the proposal is included on Attachment B3, Appendix A of the applicant's submittal.

Rooftop Addition

The applicant is proposing to remove an inappropriate c.1977 rooftop addition and construct a new steel and glass rooftop addition and terrace. The new terrace would extend to the north end of the building.



Figure 12 - Existing and Proposed Rooftop Addition Designs

The terrace and roof would be set back from the original parapet wall approximately 15 feet in front, creating an open-air terrace that will restore the historic cornice line which was visually obscured by the 1977 addition. The addition would also extend to the back of the building creating office space, lighting and ventilation reflective of current standards of office demand. Unlike the 1977 addition, the proposed design would also be set back approximately 18 inches from the side and rear parapet walls.

The city's design guidelines state that "a rooftop addition should not adversely affect the architectural proportions of the building." (Commercial Design Guidelines – 8.7) It is Staff's finding that the proposed addition meets the guideline. This design replaces a minimally compatible addition from 1977 that created an adverse, top-heavy effect on the architectural proportions of the building. Its design and materials will be visually lighter than the current addition and differentiate the addition from the original building. Most of the mass of the addition is located at the back of the building, while the most visible portions from the street will be a canopy.

The Commission members expressed support for the addition during their work session discussion. Since then, the applicants have provided additional detail on the proposed design and materials. There is no additional information that would create issues with the design.

Special Exception for Additional Building Height – Rooftop Addition

The applicant is requesting modification to maximum building height for the Elks Building rooftop addition. The existing building is approximately 93 feet high, of which approximately 12 feet is the 1977 rooftop addition. The maximum building height in the R-MU zone for a nonresidential building is 45 feet. The applicant is requesting a special exception to allow the new rooftop addition approximately 3 feet higher than the existing rooftop addition (approx. 96 feet). Approximately 9 additional feet is needed to accommodate rooftop equipment, for a total building height of approximately 105 feet to the top of the equipment parapet above the roof.

Staff has found that the proposed special exception is similar to other special exceptions granted by the HLC and the Planning Commission (which reviews special exceptions outside the historic

districts) and recommends approving the request. Staff's full analysis and findings are found in Attachment J.



Figure 14 - Existing Front (South) Window



Figure 13 - Detail of window that has clearly been replaced.

Windows

As originally constructed, the Elks building was fitted with rolled steel, multilight windows in fixed and operable sash configurations, as well as wood sash windows in various configurations. The original glazing was single frame glass. Many windows have been changed over time, including most examples of the steel windows pictured above. Replacement windows are

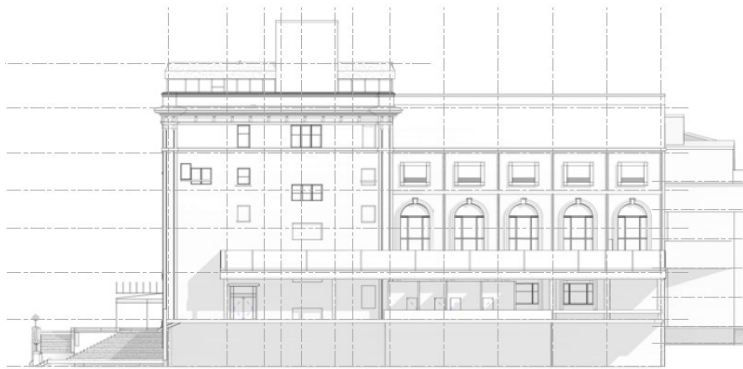


Figure 15 - Detail of first floor arched windows on front facade.

generally aluminum window systems, such as the large arched windows on the sides of the building. Although the window materials have been changed, the style, character, and mullion patterns closely resemble the original design, particularly on the decorative replacement windows on the sides of the building.

Closer examination of the windows indicates that several original windows remain, including most of the windows on the front facade. The applicants have proposed replacing all existing windows with new metal-clad wood windows with insulated glass. If the HLC finds it appropriate, Staff recommends that the applicant shall retain the remaining original/historic windows on the south (front) facade. They may be retrofitted with double-paned glass and fitted with weatherstripping or other measures employed to seal any leaks. This includes the arched decorative windows on the front facade as well as the metal-framed windows above the arched windows.

The windows that have clearly been replaced on the sides of the building, as well as new windows going into reopened or new windows openings, are proposed to be metal clad wood, as well. Staff's opinion is that there is more flexibility in the materials and design used on these windows. A simple profile that does not duplicate the exact original profiles could be appropriate at these locations.



Existing East Facade with windows openings filled or altered by 1977 renovation.



Proposed East Facade with primary area of new windows highlighted in orange.

New or Reopened Window Openings on East and West Facades The plans submitted by the applicant show a number of new window openings, primarily on the east and west sides of the building. In some cases, these are reopening windows bricked in as part of the c.1977 renovation or reversing changes to the fenestration pattern made to the building after its construction. In some locations, the window openings proposed are new (See Attachment B3 for a diagram of the windows proposed for restoration, replacement, and new window locations). In those cases, the applicant's intent is to make the building more suitable for modern office configurations. The ratio of solid-to void on these secondary facades would change, but Staff finds that the additional windows would not change the overall defining character of the building and would bring more light into the open interior floor plan.

Most of these new openings are on the upper floors of the first two bays of the east and west facades of the building. Scott & Welch's original design located the main stairs, elevators and service areas on the east side, resulting in a dearth of windows. The elevator core would be relocated as part of this proposal – a change that Staff finds appropriate.

The proposed new tripartite windows reflect reworking of the interior and the preferences of the current market for rental space. The city's design guidelines note that altering the composition of windows in a key facade by adding new window openings is inappropriate. (Commercial

Design Guideline 4.1) However, the sides of the building, while readily visible, have less of an effect on the overall character of the Elks building than on other buildings. In addition, the current condition isn't the result of a character-defining design decision in the building's past, and Staff finds that a change in fenestration pattern is appropriate in the context of the building's new use and viability. In work session discussions, Commissioners generally agreed with this finding.

After the work session discussions and working with staff, the applicants have supplied additional information and details on the windows proposed for restoration and replacement, as well as details on the proposed windows for new or restored openings. That information is found in Attachment B3; Staff's Analysis is found in Attachment J. With the exception of windows on the front facade as discussed above, Staff finds that the proposed new windows are generally compatible with the existing historic windows and recommends that the HLC approve these changes and delegate approval of a final window selection to Staff.

ITEM C: SOUTH TEMPLE RESIDENTIAL BUILDING (NEW CONSTRUCTION AND SPECIAL EXCEPTIONS):

Review Standards

[21A.34.020.H](#) Standards For Certificate Of Appropriateness Involving New Construction Or Alteration Of A Noncontributing Structure

[21A.52.060](#) General Standards and Considerations for Special Exceptions

Design Guidelines

[Design Guidelines for Historic Apartments and Multifamily Buildings in Salt Lake City](#)

Chapters 1-12, Chapter 16 – South Temple,

[Design Principles & Guidelines For Sustainable Development](#)

[South Temple District Guidelines](#) from Residential Design Guidelines

BACKGROUND AND PROPOSAL

See Attachment B4 for the applicant’s detailed description of the residential building proposal.



Figure 16 - Existing Site

The site of the proposed new residential building on South Temple is approximately .82 acres of the total 2.93 acre project site, with approximately 178 feet of street frontage along South Temple. On the north side of the lot, a 25’-30’ sloped escarpment separates the lots along 1st Avenue from the lots along South Temple. To the east, an 8-story residential pair of buildings (The Brigham Apartments) date from 1998. The 97-year-old, 6-story, Elks Building is directly to the west.

While it's important to consider both sides of the block face along South Temple, the Avenues Local Historic District only includes the north side of the street; thus, more focus has been placed on reviewing the project's overall compatibility with development along the north side of South Temple. The site is zoned R-MU - Residential Mixed Use, which allows residential buildings up to 75 feet. The applicants have requested a special exception for additional height, which is discussed below.



Figure 17 - View of Site looking Southeast

This site was a parking lot for members and guests of the Alta Club (100 E South Temple) from c.1950 to c.2012, when the club moved their parking across South Temple. The popular perception of South Temple as a street of stately mansions completely disappeared from this block face by 1960, when the last of seven large homes along the block was demolished. The 1998 Brigham Apartments replaced a surface parking lot that was much larger than the Alta Club's former parking.

The following project description is taken from the applicants' submittal (Attachment B3):

The proposed development is for the creation of an 87 unit residential building with structured parking on the site currently used for surface parking. The residential building will have a full amenity deck on the podium above the garage structure as well as amenities within the building. A fitness and wellness building is proposed on the pool amenity level and will be available for use to residents living in the 1st Avenue homes and to the tenants within the Elks office space.

Recognizing that South Temple is an important boulevard street within the City, the proposed design provides residential units and common area uses to front the street at the lowest levels of the building. The parking structure is purposely held back off the street to allow for civic benefit to occur. At the street level, a lobby and common area spaces are provided for residents. Above the common area, 2-story townhomes are provided as a "liner" building on the south side of the garage. Additionally, a conference room is located above the lobby and overlooks the street. Above the townhomes is the podium deck level. Above the podium is a 5-level "L" shaped residential building with a central corridor and units facing out towards the City.

The sidewalk along South Temple will be rebuilt in its same location. A drop off lane and associated bank of stairs will be provided for short term pick-up and drop off people and deliveries.

The building will be designated has an "high-rise" structure and will be built with concrete and steel above and below the podium. Fire assess is provided from the north and south streets and driveways. Trash valet and pickup will occur in a new compactor system in the 1st Avenue Garage structure.

Conceptual drawings, including site and floor plans, elevations, and renderings have been submitted for review. In addition, streetscape drawings have been submitted to provide a sense of scale between the proposed new construction and surrounding development.

The applicant has provided an additional narrative detailing how they believe the design of the proposed new construction meets the standards and the associated design guidelines. (All are found in Attachments B1 and B3).

SUMMARY OF WORK SESSION DISCUSSION

Comments on the building design were mostly general and mostly positive.

KEY CONSIDERATIONS:

Design Contingent on Approval of Other Requests

Staff's opinion is that there are many positive aspects of the proposed building design that are contingent upon the Commission's approval of other significant aspects of the project. These include the changes to the grade on the front facade of the Elks Building and the demolition of 120 1st Avenue. More specifically, these include access to the new building from 1st Avenue, instead of providing the main parking, maintenance and potential fire access from South Temple in a routinely congested portion of the street.

In addition, the proposed design provides two story townhomes along South Temple. The townhome housing type is rare along South Temple and downtown and creates an additional housing choice suitable for residents not served by current housing construction trends. There is an opportunity for a lively ground level for the building and “eyes on the street.” This will require reconfiguration if the HLC concludes that the proposed regrading of the front of the Elks Building and extension of the front wall to sidewalk level is not appropriate. Building



Building Form, Scale and Character

The proposed building is described by the applicants in this design vision:

This new residential building is designed in a "Classic" character that is refined in its level of detailing to raise the level of elegance that will create a distinctive street presence along South Temple boulevard. The exterior design has traditional sensibilities with regards to the rhythm and balance of windows openings, balconies, and the symmetry at the centerline of the building facade.

Along the existing streetscape, the current buildings along the boulevard are dominated by brick and precast materials. The palettes are good for the properties they occupy, and they provide us with a perfect opportunity to accent the existing characters with a classic look that does not stand as abrupt contrast, but as a complementary contribution to the street.

The middle of the building has a very subtle arc in the facade. This is an accent move seen at times in great buildings in Europe. The clean lines in horizontal and vertical formats is a slightly modern approach to building design that is intentional and helps create the distinction from other more traditional neighboring buildings.

A combination of smooth stucco for the main body, accent stone or precast in the middle of the building, and accent fluted precast at some column lines add a level of refinement that produces a visual interest along the facade.

The building height is consistent with neighboring buildings as well. The proposed building scale will not overwhelm or underwhelm the street environment.

Form

In form, the building is a podium base with an L-shaped stack of apartments along double-loaded corridors aligned with the east and south (primary South Temple) facades. The base and cornice are evident on the South Temple facade, with a three-story base and five levels of apartments above. Bays of windows and balconies are aligned symmetrically flanking the bowed center of the building. The orientation toward South Temple and steep grading of the site provide a buffer between the scale of this building and the existing buildings on 1st Avenue. This is similar to the pattern established by the existing buildings along this portion of South Temple.

Renderings show a small landscaped front yard along South Temple, though plans show the building face extends up to the front property line. The building should be set back enough from the property line to allow planter boxes or a similar landscaping element to coordinate with the existing planter boxes on the Brigham Apartments and maintain a landscaped front as outlined in the design guidelines for South Temple.

Height

The height of the project reflects the character of the historic context and block face. If the proposed additional height is approved by the HLC as a special exception, the height will be roughly commensurate with the adjacent Elks and Brigham buildings. The significant grade change also helps to soften the additional height/massing from lower density residential uses to the north.

The building's base is three stories and is differentiated from the upper stories on the primary block face by use of stone and cast stone elements.

The top floor is defined through variation height and materials along the front face, as well as a greater setback of the front wall plane on the top floor.

There is a general sense of an architectural hierarchy in the design of the front facade, though it could be more strongly expressed through additional variations along the front facade or a more apparent change in the colors of the materials. The renderings do not show the varied materials proposed by the applicants and create a monolithic appearance which will be less apparent on the constructed building.

Width

The width and massing of the building is modulated through variation of the front wall plane and changes to the fenestration pattern along the primary block face, as well as a bilaterally symmetrical design. The width of these variations is greater than many historic buildings in the district, but is proportionate to the 165 foot wide street face.

Building Materials, Elements and Detailing



The applicant's proposed material palette is outlined in Attachment B1. Building materials include precast concrete wall materials and details, cement stucco, aluminum-clad wood windows in several different configurations with a factory applied black finish, metal storefront entrance doors, black clad wood/glass balcony doors, a black metal canopy over the building's main entrance and black metal railings on upper story balconies.

Building facades incorporate no less than 80% durable material. Historic buildings on the block face show more variation in materials, both in composition, finish and color, though the proposed materials don't vary drastically in terms of scale and character.

Special Exception for Additional Building Height

The applicant is requesting modification to maximum building height in the R-MU zone, which for residential buildings is 75 feet. The applicant is requesting a special exception to allow approximately between 22 feet and 24 feet of additional building height on the south and west sides of the new building. The total height would average approximately 98 feet along South Temple, with an elevator and service core at the southwest corner of the building rising approximately 102 feet total. This is comparable to the existing height of the Brigham Apartments to the east and slightly taller than the Elks Building. Other buildings along this block face are similar in height and scale to the proposed new building. The streetscape on the



south side of South Temple is not within a local historic district but is dominated by high-rise University Club Building and the parking garage located one half block south of South Temple. Another six to eight-story building is proposed for the current site of the Carlton Hotel and Annex.

HLC and the Planning Commission (which reviews special exceptions outside the historic districts) have approved similar height exceptions when they reflect the historic character of the surrounding buildings and streetscape and the other standards for special exceptions. The significant grade change also helps to soften the additional height/massing from lower density residential uses to the north. Staff sees no issue with the approval of the special exception as currently designed – a full analysis and findings may be found in Attachment G.

NEXT STEPS:

If the requests for a COA for Major Alterations and associated Special Exceptions are granted by the HLC, Planning Staff will work with the applicants to review final details and issue a COA. From there, the applicant may proceed with the project as represented in this Staff Report, and will be required to obtain all necessary approvals and permits for the proposed addition.

If the Commission disagrees with Staff's recommendation and any of the several petitions required for approval of this project are denied, the applicants would not receive a COA for that petition. A new proposal addressing the denied application would require a new submittal. If other requests that are part of the project are approved, the applicants could receive a CoA for that portion of the project. In such a case, the applicants would have to assess the feasibility of the overall project considering the portion that was denied.