

## Memorandum

Planning Division Community & Economic Development Department

To: Historic Landmark Commission

From: Robin Zeigler, Senior Planner

Date: May 27, 2009

Re: PLNHLC2009-00152, Reservoir Park

The Salt Lake City Historic Landmark Commission originally heard case number PLNHLC2009-00152 for partial demolition of the reservoir at Reservoir Park on May 6, 2009 and made a decision to approve the request with conditions. Demolition of the reservoir was approved; however, Public Utilities must return to the commission with a final design before bringing in fill and landscaping. In addition, all trees should be preserved unless otherwise recommended by the Urban Forester, there should be features to tie the park into one unit, and the design should involve the Police Department and Urban Forester.

Attached is the final landscape plan as required in the May approval.

The University Neighborhood Council requested that the memo submitted at the beginning of the May meeting be resubmitted along with a two-page executive summary. These comments are attached also. An additional comment was received via email on May 18<sup>th</sup> from Laith Shedadeh, which reads:

Hi my name is laith and I love to skate. I think it would be awesome to build a skate park over the reservoir and I would really appreciate it if you could. It would be much better then just regular skating at the avenues. Thanks a lot for the consideration.

The policy of the design guidelines in terms of site features is that "historic landscape features that survive should be preserved when feasible. In addition, new landscape features should be compatible with the historic context." Specifically:

- 1.8 Preserve the historic grading design of the site. Altering the overall appearance of the historic grading is inappropriate. While some changes may be considered, these should remain subordinate and the overall historic grading character shall be preserved.
- 1.9 Preserve historically significant planting designs. For example if a row of street trees is an established historic feature, this should be preserved. Existing trees in such a setting that are in good condition should be maintained. If removal of a tree is necessary, replacing with a species that is similar in character to that used historically should be considered. Retaining historic planting beds, landscape features and walkways also is encouraged.

The site does not have existing historic landscaping and the majority of existing plant life is proposed to remain. The grading will only change slightly.

Since the project has been approved and the landscape plan meets the design guidelines, staff recommends issuance of a Certificate of Appropriateness for the complete project.

### ATTACHMENTS:

Landscape Plan University Neighborhood comments 1.9 Preserve historically significant planting designs. For example if a row of street trees is an established historic feature, this should be preserved. Existing trees in such a setting that are in good condition should be maintained. If removal of a tree is necessary, replacing with a species that is similar in character to that used historically should be considered. Retaining historic planting beds, landscape features and walkways also is encouraged.

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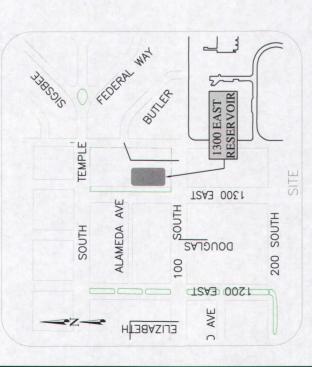
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### ATTACHMENTS:

Landscape Plan University Neighborhood comments

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PUBLIC UTILITIES DEPARTMENT



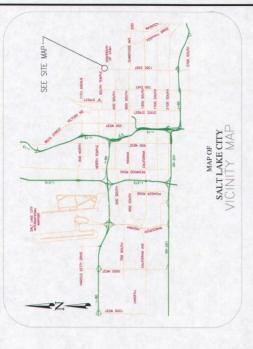


CONSTRUCTION PLANS FOR:

RESERVOIR DEMOLITION JOB NO. 5090041 1300 EAST

INDEX OF DRAWINGS

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LUKE GARROTT RALPH BECKER - MAYOR CARLTON J. CHRISTENSEN VAN TURNER

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K. ERIC JERGENSEN

SØREN D. SIMONSEN

JEFFRY T. NIERMEYER, P.E. DIEFFRY T. NIERMEYER, P.E.

CHARLES H. CALL JR., P.E.

DEPARTMENT of PUBLIC UTILITIES SALT LAKE CITY CORPORATION 1530 SOUTH WEST TEMPLE SALT LAKE CITY, UTAH 84115

REVISIONS 1300 EAST 100 SOUTH COVER SHEET

5090041

DESIGNED BY

FORSGREN
370 EAST 500 SOUTH, #200
SALT LAKE CITY, UTAH 84111

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IRRIGATION LINE

FIRE HYDRANT

SPOT ELEVATION

WATER LINE GAS LINE

CONTOUR LINE BANK SLOPES

WRE FENCE

EASEMENT LINE

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# GENERAL NOTES

LEGEND

- 1. PROJECT CONSTRUCTION WILL USE APWA STANDARD SPECIFICATIONS AND DRAWINGS, SPECIAL PROVISIONS LISTED IN BID PACKAGE, AND DETAILS SHOWN IN PLAN SET.
- CONTRACTOR TO NOTIFY THE FOLLOWING 48 HOURS PRIOR TO DEMOLITION:
  A THE SALL LAKE DIT EXPERIMENT OF POBLIC UTLITIS @ 801-483-6764 TO SCHEDULE
  INSPECTION OF PROJECT.
  B THE UTAH TRANST ALTHORITY FOR REROUTING SERVICE @ 801-282-5826, FOR REROUTING INFORMATION CALL "BUS-INFO".
  C. SALT LUKE DITY PARKS DEPARTMENT 801-972-7800

■ TB OSS OSO

- CONTRACTOR TO OBTAIN ALL NECESSARY PERMIT(S) AND COMPLY WITH ALL REQUIREMENTS
- NO CHANGE IN DESIGN LOCATION OR GRADE WILL BE MADE BY THE CONTRACTOR WITHOUT PHOW WITH APPROVAL OF THE SALT LAKE CITY DEPARTMENT OF PUBLIC UTLITIES CHEFS CHONERS.
- ALL UTLIY LOCATIONS ARE APPROXIMATE; CONTRACTOR WILL BE RESPONSIBLE FOR LOCATING AND ANDOING ALL UTLILIES AND SERVICE LATERALS (WHETHER OR NOT SHOWN ON HE PANS). AND FOR REPAIRING ALL DAMAGE THAT OCCURS TO THE UTLILES DURING CONSTRUCTOR.
- ALL SALT LAKE CITY DEPARTMENT OF PUBLIC UTILITIES SURVEY STAKES AND MARKERS WILL BE PROTECTED AND LEFT IN PLACE UNTIL FINAL MEASUREMENTS ARE COMPLETED.
- CONTRACTOR WILL PROVIDE A CONSTRUCTION SCHEDULE IN ACCORDANCE WITH CITY REGULATIONS FOR WORKING IN THE PUBLIC WAY.
- CONTRACTOR WILL BE RESPONSIBLE FOR DUST CONTROL ACCORDING TO GOVERNING AGENTS STANDARDS: WET DOWN DRY MATERIALS AND RUBBISH TO PREYENT BLOWING
- CONTRACTOR WILL BE RESPONSIBLE FOR ANY DAMAGE TO AND REPAIR OF ADJACENT SURFACE IMPROVEMENTS DURING CONSTRUCTION.
- CONTRACTOR WILL BE RESPONSIBLE FOR CORRECTING ANY SETTLEMENT OF OR DAMAGE TO EXISTING STORM DRAINS.
- 11. CONTRACTOR IS RESPONSIBLE TO FURNISH ALL MATERIALS NECESSARY TO COMPLETE THE PROJECT.
- 12. TRAFFIC CONTROL TO CONFORM TO THE CURRENT CITY TRAFFIC BARRICADE MANUAL
- 13. CONTRACTOR WILL VERRY DETINE SOF UILLIES IN THE TELD FOR POT HOUNG A MANAMAN OF 200 TEET MEAD OF PRETINE OVERSTORED PRETINE GRADE. AND ALMOMENT IF A CONTRICT MESSE RESULTING THOS THE REQUESTION OF THE WASTER RESULTING THOS THE REQUESTION OF RESULTING THOSE MESSEN REQUESTION OF RESULTING THOSE MESSEN THE CONTRACT OF THE CONTRACT MITCH MITCH ADMINISTRAL PLAN CANNET THE CONTRACT WITHOUT ADMINISTRAL COST OR CANN TO THE GWART.

14. AL CONSTRUCTION WILL CONFORM WITH UTAH PUBLIC WORKS GENERAL CONDITIONS AND STANDARD SPECIFICATIONS FOR CONSTRUCTION (19 EDITION) AND STANDARD PLANK FOR PUBLIC FACULITIES CONSTRUCTION, SAIT LAKE (DITION), AND THE ABOVE DOCUMENTS AS FOLLOWS.
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WOSTURE AN HORIZONTAL 8" DEEP LAKES. COMPACT TO 96% ASTAL 0598 DRY DENSITY WITH NO DENSITY TEST LESS THAN 92%.

CURB & GUTTER

CLEAN OUT BOX

WATER METER

CATCH BASIN

POLE & ANCHOR

STREET LIGHT

STRUCTURE SIDEWALK

- 5. ALL ELEVATIONS ARE U.S.G.S. DATUM
- 16. CONTRACTOR SHALL INSTALL INVERT COVERS IN ALL SEWER MANHOLES IN THE PROJECT AREA.
- CONTRACTOR TO NOTIFY UTILITY COMPANIES 2 WEEKS IN ADMANCE OF UTILITY CONFLICTS REQUIRING RELOCATION OF MAININES, II WEEK IN ADMANCE OF CONFLICTS REQUIRING RECOURNING

# 370 EAST 500 SOUTH SUITE 200 SALT LAKE CITY, UTAH 84111 FORSGREN Lea

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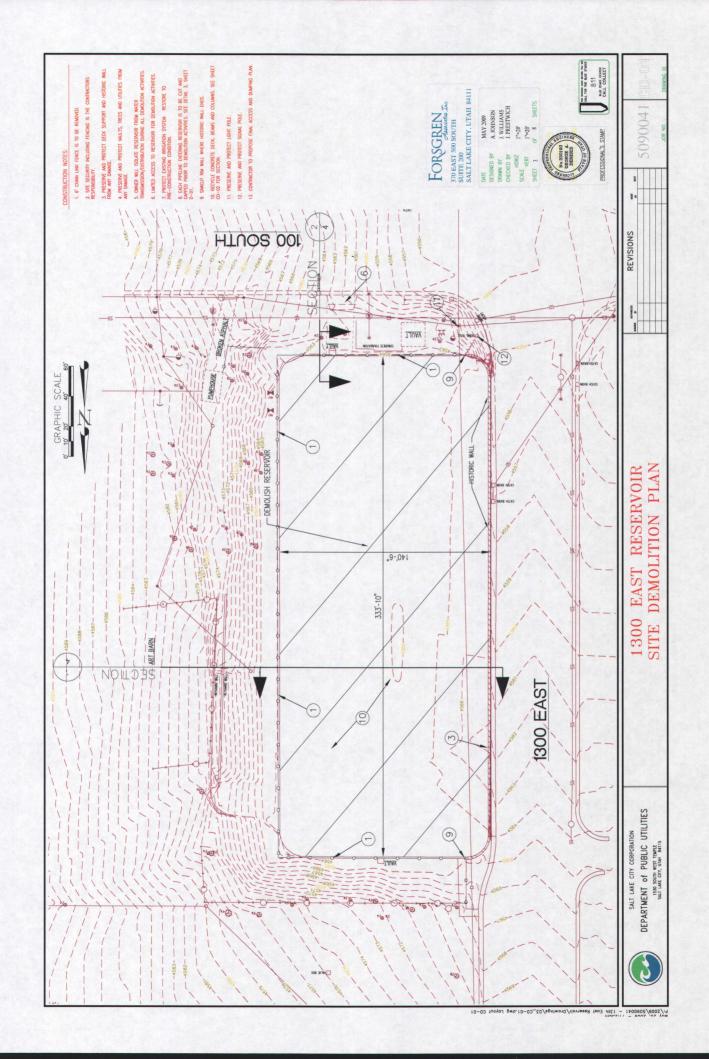


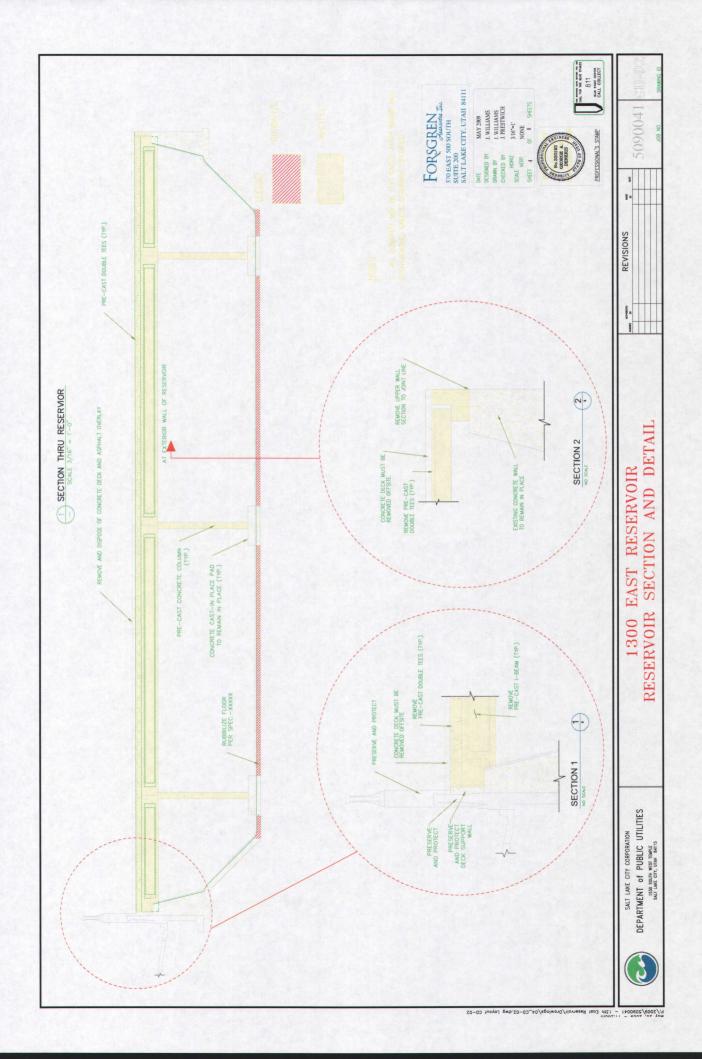
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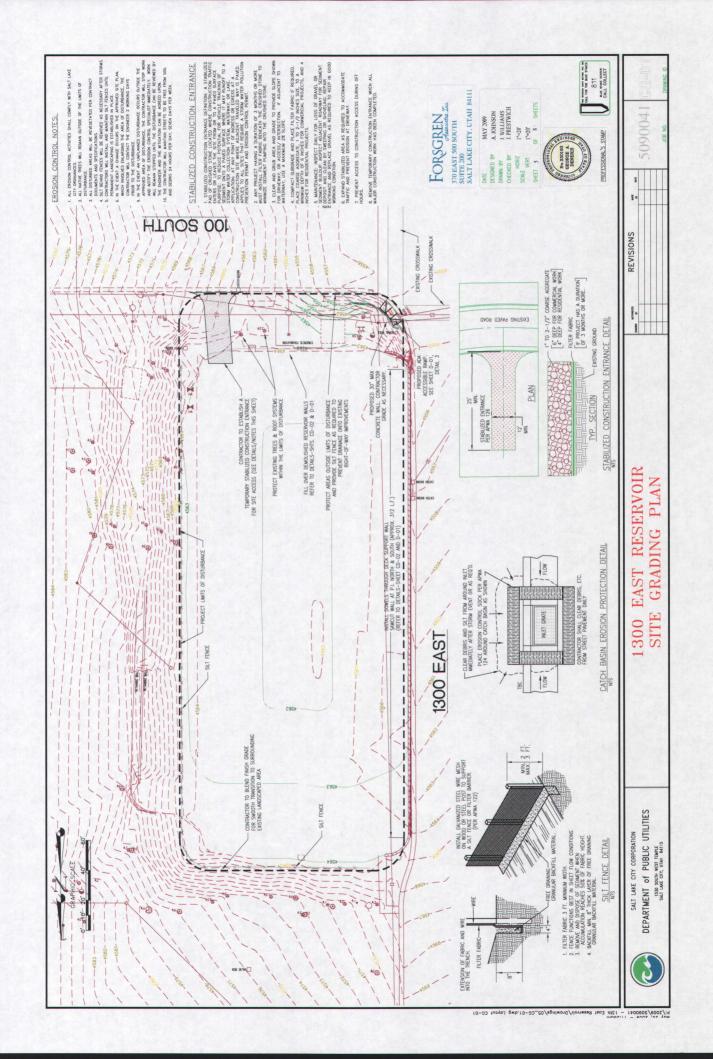
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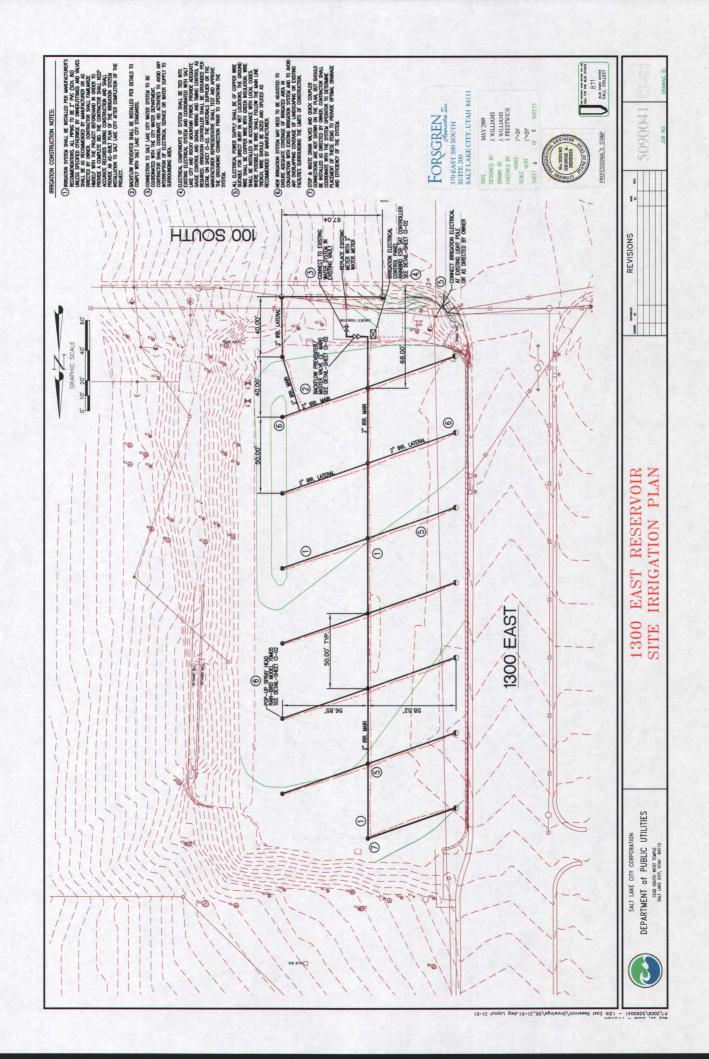
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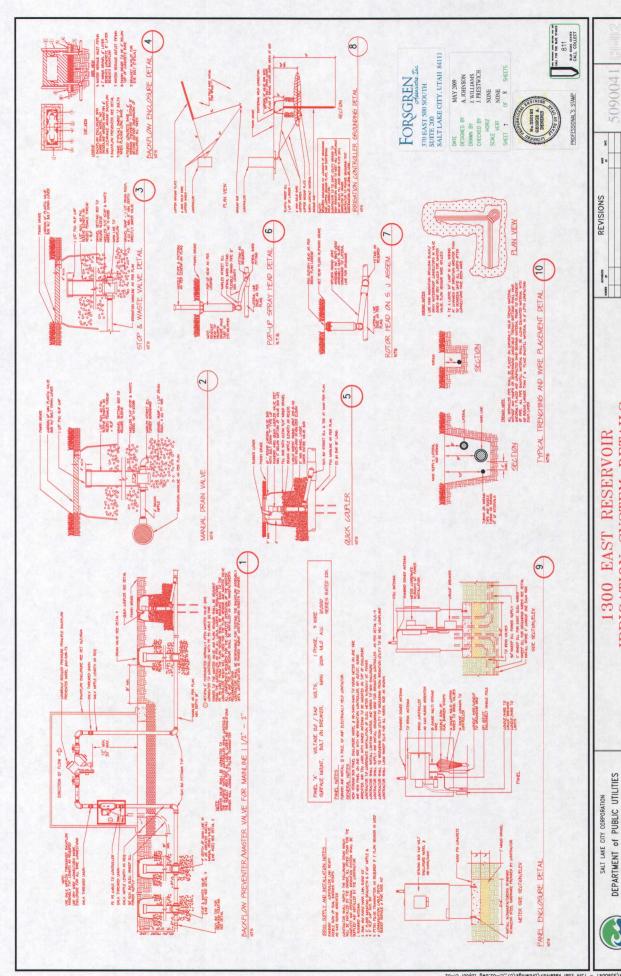
1300 EAST RESERVOIR GENERAL NOTES





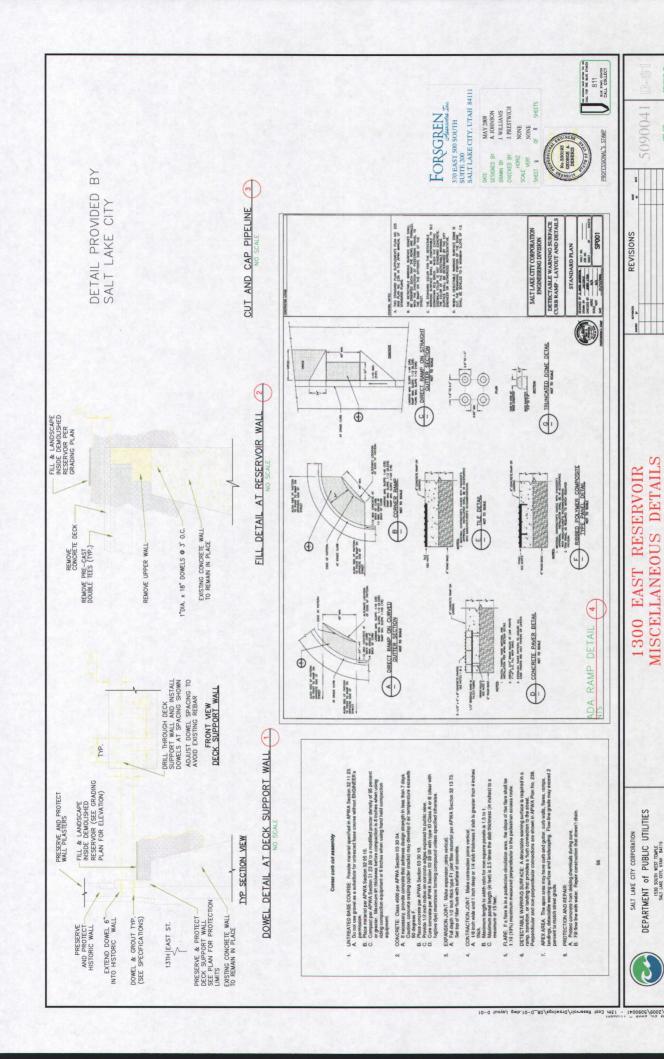






IRRIGATION SYSTEM DETAILS

1530 SOUTH WEST TEMPLE SALT LAKE CITY, UTAH 84115



### Reservoir Park - Executive Summary

While the case before the HLC is for the consideration of Reservoir Park, it begins to develop HLC policy of how historic landscapes, gardens, parks, islands, and plant material may be approached.

Reservoir Park is a neighborhood park in the University Neighborhood Council area and abutting the Greater Avenues Community Council.

It is in two city historic districts and faces a third and as such the purview for development and preservation in the park lies with the HLC.

The park as a whole, not just the reservoir, is contributory and significant as a historic resource due to its sustainable development pattern and function, architecture, history and design as a park to name but a few.

There are many defining features that make the park contributory and significant. The list of significant features may include the Art Barn, the trees and Hawthorn tree border, the old tennis courts, the reservoir, the open space, plant material, the sustainable development pattern that uses underground to provide a city utility and establish a park above ground, etc. All significant elements need to be determined so that by preserving one feature unintended consequences are not inflicted on another feature.

An umbrella treatment approach for the park needs to be defined and selected by the HLC to provide the guiding principles for work and development in the park in order to preserve the park and its significant elements. "The Secretary of the Interior's Guidelines for the Treatment of Cultural Landscapes" recommends four potential treatments approaches that are:

- 1. **Preservation** standards require retention of the greatest amount of historic fabric, including the landscape's historic form, features, and details as they have evolved over time.
- 2. **Rehabilitation** standards acknowledge the need to alter or add to a cultural landscape to meet continuing or new uses while retaining the landscape's historic character.
- 3. **Restoration** standards allow for the depiction of a landscape at a particular time in its history by preserving materials from the period of significance and removing materials from other periods.
- *4. Reconstruction* standards establish a framework for re-creating a vanished or non-surviving landscape with new materials, primarily for interpretive purposes.

Once the best treatment approach has been selected, the appropriate planning effort can take place. Given that this is a neighborhood park, the planning effort needed may be far less expensive and time consuming than a full master plan. Other options might include a restoration plan or a small area plan depending on the HLC's determination.

To further landscape policy development, HLC may want to consider directing staff to include a recommended treatment approach for historic landscapes for all applications that come to the HLC, as appropriate.

UNC has completed a neighborhood survey regarding park use and development interests by adjoining neighbors. The results are attached.

May 5, 2009
Historic Landmark Commission
Salt Lake City Corporation
451 South State Street
Salt Lake City, Utah

Regarding:

Reservoir Park

**Neighborhood Historical Park** 

### **Dear Honorable Commission**;

Reservoir Park (which to us includes the entire site; the reservoir, the tennis courts, the streetscape, the trees, the Art Barn, the open space, etc.) offers a defining and significant historical contribution not only to the University Historic District but also the South Temple Historic District and the Avenues Historic District.

Like historic buildings and structures, this special place in history and time (including the open air tennis courts above the reservoir, the rich pink border of Paul Scarlett Hawthorns, the lush green open space, the creative resources of the Art Barn) all reveal aspects of Salt Lake City's origin and development through form and features and in the way the park has been utilized. Today best practices in energy and sustainability planning around the globe place utilities underground with the space above is used for enhancing the public experience. Like Anaheim today with a substation below ground and a park above, Salt Lake City in its early planning years , was ahead of its time in smart land use choices by placing this utility underground while providing a park and tennis courts above.

Like any other historical property, Salt Lake City's historic parks are subject to serious loss and change through inappropriate uses, insensitive development, vandalism, and natural forces. Such loss of historical fabric and character is just as often caused by the cumulative effect of a series of smaller sequential actions.

To emphasize the need for preserving landscapes and parks, in 1992, the Secretary of the Interior's guidelines for preservation was modified to include these important resources. At the same time they also issued <u>"The Guidelines for the Treatment of Cultural Landscapes".</u>

Secretary of the Interior's Standards for Rehabilitation (1990 edition) Identifying, retaining and preserving buildings and streetscape and landscape features which are important in defining the overall character of the district or neighborhood. Such features can include streets, alleys, paving, walkways, streetlights, signs, benches, parks and gardens and trees. Protecting and maintaining the historic masonry, wood, and architectural metals which comprise buildings and streetscape features

**University Neighborhood Council** 

through appropriate.....and protecting and maintaining landscape features, including plant material."

Until such time as Salt Lake City has the time and resources to more specifically inventory, define and amend the historic guidelines to add serious protection to historic landscape, plant materials, islands and historic parks, this portion of our heritage counts on your guidance and protection.

H Historic Preservation Overlay District: A geographically or thematically definable area which contains **buildings**, **structures**, **sites**, objects, **landscape features**, archeological sites and works of art, **or a combination thereof**, that contributes to the historic preservation goals of Salt Lake City.

### **UNC Recommendations and survey results for your consideration:**

- Support and uphold the finding that the entire park is the historic site(including the landscape features) rather than just considering a component in isolation, such as the reservoir as the only defining feature or structure.
- Support the parks border feature of Paul Scarlett Hawthorn trees. This includes replacement (where disrupted), protection and a maintenance plan. Consider this feature along 13th East.
- Support this historic resource by staying involved and asking that any changes to the plan, progress on the project or any future projects be under the guidance of the HLC.
- The UNC and the GACC have formed a special task force concerning this park and its
  development. UNC conducted a UNC area survey to understand the hoped for use above the
  current reservoir. This survey (attached) was conducted in person by UNC block captains, 4
  blocks surrounding this neighborhood park. The main findings of the survey were:

Reservoir Park's day to day use is from the immediate neighborhood. Reservoir Park, as a whole, holds historical significance and special reference (beyond just a park) to those surveyed.

Preferred consideration for the ground space (above the reservoir) is:

- 1. Green/open space ("a continuation of what is there now") combined with some groves of trees, benches and a wandering pathway.
- 2. Tennis courts
- 3. Restoration and continuation of the tree border.
- 4. Restoration and protection of the wall and lighting
- 5. Support towards narrowing 13th to provide for a pedestrian sidewalk and a bike lane.

 We support HLC's over site of the park and in the consideration and use of the four treatments options recommended in "The Secretary of the Interior's Guidelines for the Treatment of Cultural Landscapes" in considering this and all alterations to Reservoir Park.

Preservation standards require retention of the greatest amount of historic fabric, including the landscape's historic form, features, and details as they have evolved over time.

Rehabilitation standards acknowledge the need to alter or add to a cultural landscape to meet continuing or new uses while retaining the landscape's historic character.

Restoration standards allow for the depiction of a landscape at a particular time in its history by preserving materials from the period of significance and removing materials from other periods.

Reconstruction standards establish a framework for re-creating a vanished or non-surviving landscape with new materials, primarily for interpretive purposes.

(Please note: Most all of those surveyed supported the need for a skating park somewhere in this quadrant of the city, but only 3 of 116 supported this location. UNC supports our local business interest of this type of development somewhere in the general area but not at this location. Several alternative options were suggested.)

### The Larger Issue

This application is a specific example of a broader issue that needs to be addressed by the commission. The ordinance currently does not yet provide specific and detailed guidance for historic parks, islands, plant material, landscape and gardens associated with all historic applications. Almost every historical property has a landscape component. Until such time as new definitions and guidelines can be developed, we encourage the commission and staff to include consideration of these important features in your analysis and findings for all applications.

As always, we appreciate the excellent work and service you provide to our City.

Warmest regards,

Esther E. Hunter

Chair, University Neighborhood Council

(UNC Board Approval May 4, 2009)

### **Reservoir Park Restoration Plan**

Phase 1 (July, 2009) - Demolition

Phase 2 (August-October, 2009) - Import Fill

Phase 3 (October-November, 2009) - Restoration Plan

Phase 4 (Future) - Master Plan

### Phase 3 - Restoration Plan - UNC Neighborhood Survey - (230/116)

- Please list how often you go to Reservoir Park.
   Average 2-3 times per week including pass through.
- Please list what types of things you like to do while in the park.
   Walk, children's play ground, tennis when nots are up, Frisbee, baseball, art, sit/rest/relax, walk my dog, Art Barn/classes, photography.
- 3. What would you like to see developed in the reservoir space?

  Leave as Open (green) Space, groves of trees, benches, tennis courts, underground art museum with park on top, quiet sanctuary in the city, art space, skate park, not programmed-not so much cement.
- Please tell us your favorite memory about this park.
   Marriage (4), tennis match, discovered my creativity, softball tournaments,
- 5. Please rank the following potential uses for the reservoir space?

  (Distribution to 4 blocks in UNC that surround the park, and UNC general meeting.

  Distribution to full neighborhood council pending date for design workship.)
  - \_\_3\_ Skate Park
  - \_\_\_48\_ Green space
  - \_\_17\_ Groves of trees
  - \_\_5\_\_ Dog Park
  - \_\_19\_ Tennis Courts
  - \_\_2\_ Parking
  - \_\_\_\_\_\_ Sculptor Garden
  - \_\_13\_Art Park
  - \_\_\_4\_\_Other, please explain

(Drinking fountains, community garden, demonstration garden, art museum and shop)

6. Please tell us anything else we should know.

**Benche**S

**Hawthorne Trees** 

Meandering paths

Add seclusion

Worried about graffiti, and construction process

Save existing trees in the center, utilize permeable concrete (where possible) or other sustainable practices.