HISTORIC LANDMARK COMMISSION STAFF REPORT

Demolition of 1300 East Reservoir, Demolition & PLNHLC2009-00152 1319 East 100 South, Reservoir Park March 4, 2009



Planning and Zoning Division
Department of Community and
Economic Development

Applicant: Salt Lake City Department of Public Utilities

Staff: Robin Zeigler, 801-535-7758, robin.zeigler@sclgov.com

Tax ID: 16-05-229-003

Current Zone: OS: Open Space

Master Plan Designation: Central Community Master Plan, Open Space.

Council District: District 4,
Council Member Luke Garrott

Lot Size: 1.25 acres

Current Use: Park

Applicable Land Use Regulations:

• 21A.34.020 H

Notification

- Notice mailed on February 17, 2009
- Agenda posted on the Planning Division and Utah Public Meeting Notice websites February 17, 2009

Attachments:

- A. Public Utilities Memo
- B. Historic Documentation
- C. Department Comments
- D. Public Comments
- E. Additional Information

Request

Public Utilities requests consideration of the removal of the remains of the reservoir located at Reservoir Park which includes a covered reservoir and concrete wall. The reason for the proposed demolition is because of structural concerns, traffic safety concerns, and graffiti problems and because of a unique money saving opportunity. The reservoir and tennis courts were taken out of service in the 1990s due to its deterioration and because of safety concerns. Demolition plans have been in place since 1997 but delayed due to lack of funding.

No final decision will be made by the HLC at this meeting. The purposed of this discussion is to allow the Public Utilities Department to present the proposed project and to gain feedback and direction from the HLC. This item is listed on the agenda as a discussion, not a public hearing, so it is the HLC's decision on whether or not to take public comment.

Potential Motions

A decision will not be made at this meeting. This staff report is to provide information for discussion.

VICINITY MAP



Background

Project Description

Public Utilities requests consideration of the removal of the remains of the reservoir located at Reservoir Park which include the holding area with a tennis court cover and a concrete wall. The reason for the removal is because of structural concerns, traffic safety concerns, and graffiti problems and because of a unique opportunity to save money. The reservoir and tennis courts were taken out of service in the 1990s due to its deterioration and because of safety concerns. Demolition plans have been in place since 1997 but delayed due to lack of funding.

Brief History of Park:

1901				
1914				
1929	Creation of Reservoir Park			
1931	Art Barn constructed			
1956 Lower Tennis Courts constructed				
1990s Tennis courts and reservoir taken out of serv				
1997 Plans begin to remove reservoir				

Plans to demolish the reservoir began in 1997, but did not take place due to lack of funding. Recently the tennis courts which serve as a roof over the reservoir opening has collapsed, creating a hazard. Public Utilities now has the opportunity to fill-in the reservoir with dirt from University projects. The partnership between the University of Utah and Public Utilities would save more than \$300,000 in dirt hauling costs and reduce traffic impacts, fuel use, and emissions. They propose to cover the area with turf and sprinklers and to work with the community on potential uses for the site.

The proposal also includes the removal of the wall so that grading of the site can take place. In addition, the wall may obstruct traffic site lines and prevents the installation of a street-level sidewalk or pedestrian refuge from traffic.

Comments

Public Comments

This type of project is not required to be presented to Community Councils. One member has expressed concern over the loss of the historic fabric of this park and another is concerned about the potential use of the site. Please see attachment D.

Department Comments

This project has not been routed because the Historic Landmark Commission is only reviewing the architectural design of the project. Relevant city departments will provide comments during the building permit review process. Please see attachment C.

Analysis

Options

Since the reservoir holding area is not a character defining feature of the park or the district, staff proposes that filling in the reservoir will not negatively impact the district and will meet the standards of section 21A.34.020 of the Salt Lake City Zoning Ordinance. Assuming approval of this portion of the project, the options which follow are for the historic wall only.

Denial of Project. To deny the project will mean the retention of a traffic safety issue at this intersection and may require funding to stabilize the wall once the holding area is filled in.

Approval of Demolition of Wall. To approve demolition of the wall will mean the removal of a significant feature of the historic park. If demolition is approved, applicant will need to fulfill the recordation requirements and post-demolition requirements as outlined subsections O and P of section 21A.34.020 of the Salt Lake City Zoning Ordinance. In this scenario, it is the recommendation of staff that the reservoir be interpreted somewhere on the site through signage, within the creation of a new sidewalk or by some other means.

If demolition is proposed, the Historic Landmark Commission will be required to apply the following standards to the project.

- L. Standards For Certificate Of Appropriateness For Demolition Of A Contributing Structure In An H Historic Preservation Overlay District: In considering an application for a certificate of appropriateness for demolition of a contributing structure, the historic landmark commission shall determine whether the project substantially complies with the following standards:
 - 1. Standards For Approval Of A Certificate Of Appropriateness For Demolition:
 - a. The physical integrity of the site as defined in subsection C2b of this section is no longer evident;
 - b. The streetscape within the context of the H historic preservation overlay district would not be negatively affected;
 - c. The demolition would not adversely affect the H historic preservation overlay district due to the surrounding noncontributing structures;
 - d. The base zoning of the site is incompatible with reuse of the structure;
 - e. The reuse plan is consistent with the standards outlined in subsection H of this section;
 - H. Standards For Certificate Of Appropriateness Involving New Construction Or Alteration Of A Noncontributing Structure: In considering an application for a certificate of appropriateness involving new construction, or alterations of noncontributing structures, the historic landmark commission, or planning director when the application involves the alteration of a noncontributing structure, shall determine whether the project substantially complies with all of the following standards that pertain to the application, is visually compatible with surrounding structures and streetscape as illustrated in any design standards adopted by the historic landmark commission and city council and is in the best interest of the city:

1. Scale And Form:

- a. Height And Width: The proposed height and width shall be visually compatible with surrounding structures and streetscape;
- b. Proportion Of Principal Facades: The relationship of the width to the height of the principal elevations shall be in scale with surrounding structures and streetscape;
- c. Roof Shape: The roof shape of a structure shall be visually compatible with the surrounding structures and streetscape; and
- d. Scale Of A Structure: The size and mass of the structures shall be visually compatible with t he size and mass of surrounding structure and streetscape.

2. Composition Of Principal Facades:

- a. Proportion Of Openings: The relationship of the width to the height of windows and doors of the structure shall be visually compatible with surrounding structures and streetscape;
- b. Rhythm Of Solids To Voids In Facades: The relationship of solids to voids in the facade of the structure shall be visually compatible with surrounding structures and streetscape;
- c. Rhythm Of Entrance Porch And Other Projections: The relationship of entrances and other projections to sidewalks shall be visually compatible with surrounding structures and streetscape; and
- d. Relationship Of Materials: The relationship of the color and texture of materials (other than paint color) of the facade shall be visually compatible with the predominant materials used in surrounding structures and streetscape.

3. Relationship To Street:

- a. Walls Of Continuity: Facades and site structures, such as walls, fences and landscape masses, shall, when it is characteristic of the area, form continuity along a street to ensure visual compatibility with the structures, public ways and places to which such elements are visually related;
- b. Rhythm Of Spacing And Structures On Streets: The relationship of a structure or object to the open space between it and adjoining structures or objects shall be visually compatible with the structures, objects, public ways and places to which it is visually related;
- c. Directional Expression Of Principal Elevation: A structure shall be visually compatible with the structures, public ways and places to which it is visually related in its orientation toward the street; and
- d. Streetscape/Pedestrian Improvements: Streetscape and pedestrian improvements and any change in its appearance shall be compatible to the historic character of the landmark site or H historic preservation overlay district.
- 4. Subdivision Of Lots: The planning director shall review subdivision plats proposed for property within an H historic preservation overlay district or of a landmark site and may require changes to ensure the proposed subdivision will be compatible with the historic character of the district and/or site(s).

- f. The site has not suffered from willful neglect, as evidenced by the following:
 - I. Willful or negligent acts by the owner that deteriorates the structure,
 - ii. Failure to perform normal maintenance and repairs,
 - iii. Failure to diligently solicit and retain tenants, and
 - iv. Failure to secure and board the structure if vacant; and
- g. The denial of a certificate of appropriateness for demolition would cause an economic hardship as defined and determined pursuant to the provisions of subsection K of this section.

Approval of Moving Wall. A potential option in lieu of demolition would be to relocate the wall elsewhere on the site. For the commission to fully review this option, additional information is needed such as the feasibility of moving the feature without destroying it and where on the site the feature will be located. If this option were chosen, staff recommends that the original location and the history of the reservoir be interpreted somewhere on the site.

Following are the standards the Commission will use if relocation is requested by the applicant.

- I. Standards For Certificate Of Appropriateness For Relocation Of Landmark Site Or Contributing Structure: In considering an application for a certificate of appropriateness for relocation of a landmark site or a contributing structure, the historic landmark commission shall find that the project substantially complies with the following standards:
 - 1. The proposed relocation will abate demolition of the structure;
 - 2. The proposed relocation will not diminish the overall physical integrity of the district or diminish the historical associations used to define the boundaries of the district;
 - 3. The proposed relocation will not diminish the historical or architectural significance of the structure;
 - 4. The proposed relocation will not have a detrimental effect on the structural soundness of the building or structure;
 - 5. A professional building mover will move the building and protect it while being stored; and
 - 6. A financial guarantee to ensure the rehabilitation of the structure once the relocation has occurred is provided to the city. The financial guarantee shall be in a form approved by the city attorney, in an amount determined by the planning director sufficient to cover the estimated cost to rehabilitate the structure as approved by the historic landmark commission and restore the grade and landscape the property from which the structure was removed in the event the land is to be left vacant once the relocation of the structure occurs

Approval of Reconstructing the Wall at a Different Location. Since the exact dimensions, design and materials of the wall are known and can be recreated, reconstruction might be an option. However, reconstruction, in this case, will also require relocation so subsection I of section 21A.34.020 of the Salt Lake City Zoning Ordinance will apply. (See above.)

The Secretary of Interior Standards from the National Park Service, on which the design guidelines are based, state that reconstruction is an option in the following case:

- a. Needed to understand and interpret a property's historic value;
- b. No other property with the same associative value has survived; and
- c. Sufficient historical documentation exists to ensure an accurate reproduction.

The National Park Service states that "this treatment can be justified only rarely and, thus, is the least frequently undertaken. Documentation requirements prior to and following work are very stringent." It provides the following standards for reconstruction:

- 1. Reconstruction will be used to depict vanished or non-surviving portions of a property when documentary and physical evidence is available to permit accurate reconstruction with minimal conjecture, and such reconstruction is essential to the public understanding of the property.
- 2. Reconstruction of a landscape, building, structure, or object in its historic location will be preceded by a thorough archeological investigation to identify and evaluate those features and artifacts which are essential to an accurate reconstruction. If such resources must be disturbed, mitigation measures will be undertaken.
- 3. Reconstruction will include measures to preserve any remaining historic materials, features, and spatial relationships.
- 4. Reconstruction will be based on the accurate duplication of historic features and elements substantiated by documentary or physical evidence rather than on conjectural designs or the availability of different features from other historic properties. A reconstructed property will recreate the appearance of the non-surviving historic property in materials, design, color, and texture.
- 5. A reconstruction will be clearly identified as a contemporary re-creation.
- 6. Designs that were never executed historically will not be constructed.

If this option was chosen, staff recommends that the reservoir be interpreted somewhere on the site and that the wall be clearly marked as a reconstruction.

Defer Decision to Building Official. Subsection Q states that the "A hazardous structure shall be exempt from the provisions governing demolition if the building official determines, in writing, that the building currently is an imminent hazard to public safety." The applicant has made claims that the wall is structurally unsound and the Transportation Division has expressed concern over site lines. The Commission may choose to request the building official investigate the hazard to public safety and defer the decision to the building official.

If this option was chosen, staff recommends that the reservoir be interpreted somewhere on the site.

ATTACHMENT A Public Utilities Memorandum

MEMORANDUM

SALT LAKE CITY PUBLIC UTILITIES

TO: Mayor Ralph Becker

David Everitt, Administration

Frank Gray, Community and Economic Development

Rick Graham, Public Services Val Pope, Parks Department Dell Cook, Public Services Nancy Boskoff, Arts Council Tim Harpst, Transportation

Robin Zeigler, Historic Landmarks Commission Eric Jergensen, Council Member, District 3 Luke Garrott, Council Member, District 4 J.T. Martin, Council Member, District 6

FROM: Tom Ward, Deputy Director

DATE: February 5, 2008

SUBJECT: Demolition of 1300 East Reservoir,

Project Design Development

Summary. Public Utilities would like to demolish the 1300 East Reservoir which has structural concerns and has not been in use for 15 years. With the new development taking place at the University of Utah, we have the opportunity to receive dirt necessary to fill the reservoir site. This will save the City over \$300,000 in material and hauling costs. It also eliminates over 10,000 truck trips through the City including the University hauling dirt from its development and Public Utilities bringing dirt to fill the Reservoir. Public Utilities will install an irrigation system then place turf on the site before turning it over the Parks Department.

Background and Need. The 1300 East Reservoir was constructed in 1901. In 1956, the reservoir was covered and tennis courts were constructed on the roof. In the 1990's,

Reservoir Park

the reservoir was taken out of service due its deterioration, and the tennis courts closed due to safety concerns. Although thought was given to replacing the reservoir directly to the north, this idea was abandoned since the elevation of the site does not suit current water system hydraulics.

In 1997, Public Utilities had design plans completed to demolish the reservoir. The project has been delayed since that time due to funding concerns. Public Utilities has been coordinating with the University of Utah who has several large projects which require disposal of dirt. We have identified a

mutually beneficial opportunity to save the University and City over \$300,000 each in dirt haul costs by allowing the University to haul dirt spoils from their site to the reservoir for fill. This will also reduce traffic impacts, fuel use, and emissions for both projects which would otherwise be required to haul dirt through the City. Based upon this opportunity and structural concerns for the reservoir, Public Utilities plans to demolish the reservoir in the summer of 2009.

Stakeholders Interests. The reservoir occupies approximately one acre at the southwest corner of Reservoir Park at 1300 East and 100 South (see map). The Salt Lake City Arts Council office ("Art Barn") is located on the Park site immediately east of the reservoir (54 Finch Lane). Based upon initial discussion, the Arts Council does not require additional facilities at the reservoir site, but desire input into the final design. The Parks Division, as well as Public Utilities, desires public input



regarding final surface restoration and any improvements once the reservoir is removed. It is understood that City Transportation desires future improvements to the existing intersection at 100 South 1300 East. In addition to possible improvements to grading and traffic lanes, the historic wall of the reservoir along 1300 East abuts traffic immediately above the curb (see photo view of reservoir wall from intersection of 1300 East 100 South). This wall obstructs the line of sight around the corner, and does not allow room for a sidewalk or pedestrians. The site is in a historical district,

and the Historic Landmark Commission will be consulted regarding the final disposition of the wall and proposed improvements for the site.

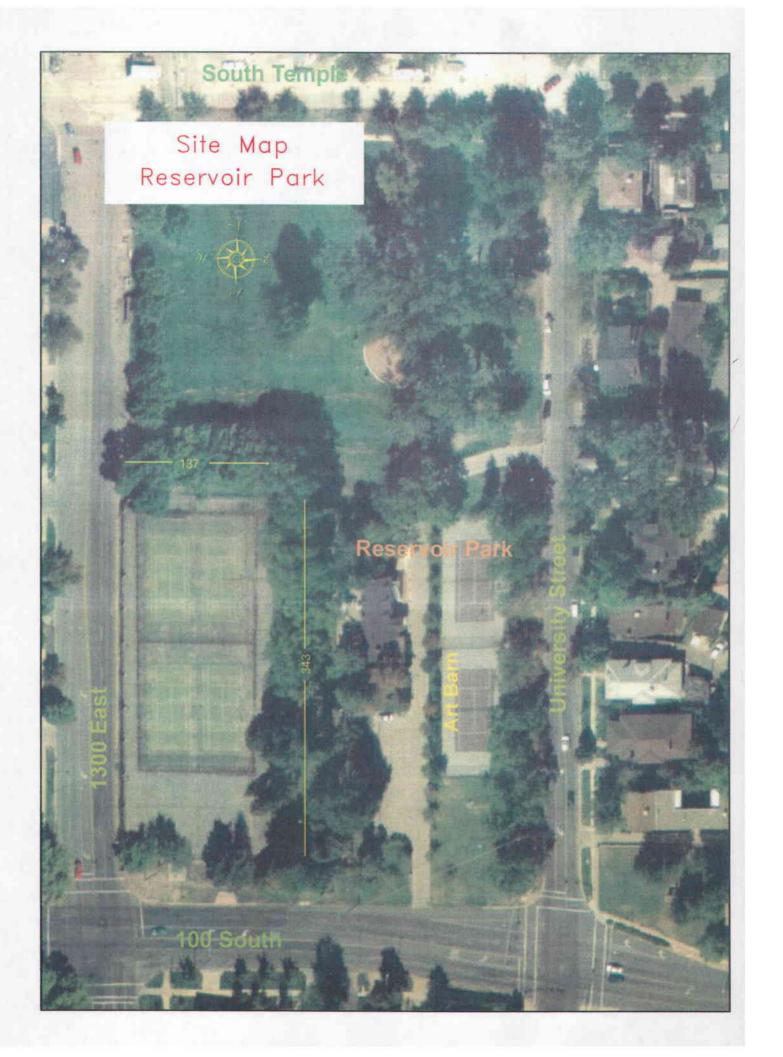
Proposed Scope. The current plans include demolition of the reservoir, filling it with dirt, and grading to blend with the existing park. Utility work includes capping four water main lines outside the walls of the reservoir, and extension of water service for any landscape improvements. Final surface restoration plans have not been developed. The 1997 plans included preservation of the historic wall which fronts 1300 East, but final disposition of the wall will be determined during the final design development coordination this spring. Public Utilities' current budget includes funds to install turf and sprinkler irrigation for the park, but these funds could be used to contribute to other improvements determined through final design development with stakeholder and public input.

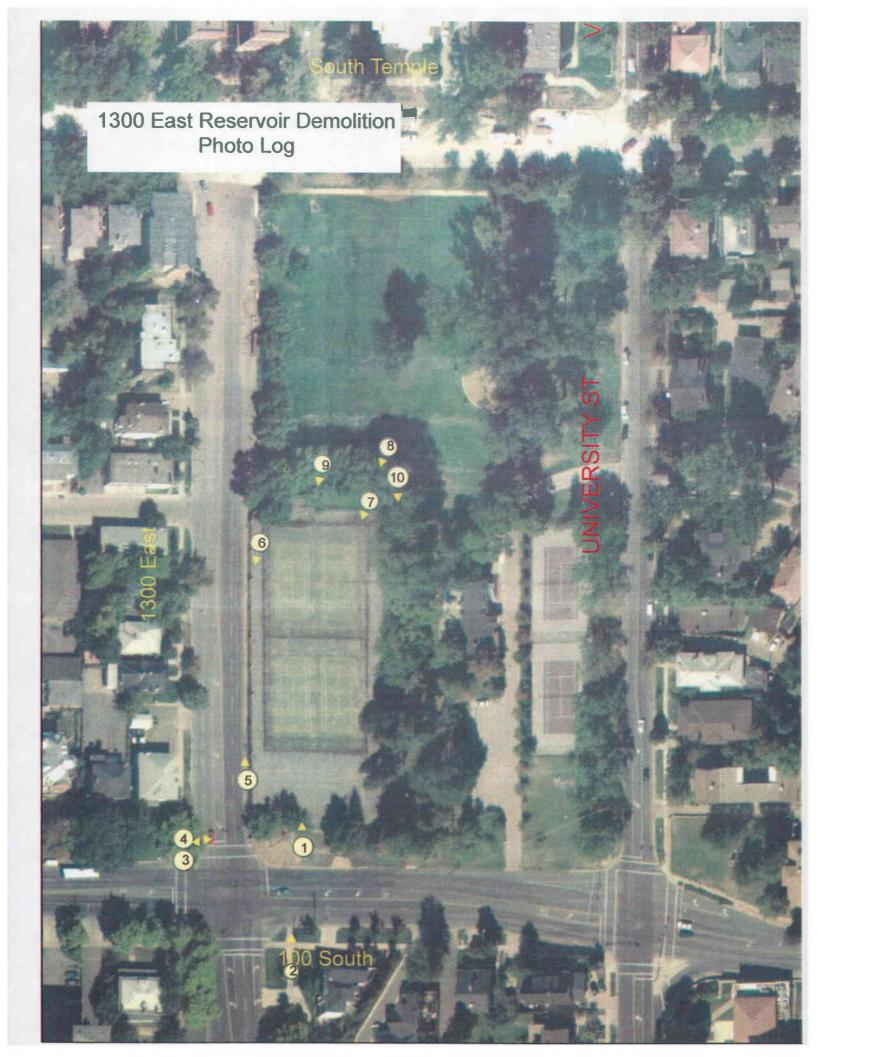
Public Outreach. In addition to coordinating with the University of Utah, City Arts, Parks, Transportation, Historic Landmark Commission and the Development Review Team; Public Utilities will share project information and solicit input from the public through meetings with surrounding Community Councils (Greater Avenues and East Central).

Schedule (Draft):

City Staff Scope Development
Historic Landmarks Committee
Greater Avenues Community Council
East Central Community Council
Final Design Surface Improvements
Permits and Final Approvals
Bidding
Staging & Reservoir Demolition
Fill from University of Utah Project
Surface Restoration/Landscaping

February, 2009 March 4, 2009 March 4, 2009 March 12, 2009 April, 2009 May, 2009 May-June, 2009 July, 2009 August, 2009 Sept – Oct, 2009

























SALT LAKE CITY CORPORATION REAL PROPERTY MANAGEMENT DIVISION

DATE OF ALIENATION : 00/00/0000

DATE PRINTED: 01/19/87 REAL PROPERTY REPORT PAGE NO: 44

INVENTORY SURVEY CODE : C SURVEY KEY : F 033 003

NUMBER BOOK/PAGE/ENTRY : / / SIDWELL PARCEL#:

R BOOK/PAGE/ENTRY: / / SIDWELL PARCEL#:
LOCATION: FUND CLASS: 10 FUND: 00100 AGENCY: 05

49A : ACREAGE : 5.00

GRANTOR : TAKO CO., RUTH FOX ET AL GRANTEE : SALT LAKE CITY CORP

ENCUMBRANCES :

RESTRICTIONS :

USAGE : PRKS : RESERVOIR PARK/THE ART BARN

 PURCHASE PRICE : \$ 39,418.75
 DATE OF DOCUMENT : 00/00/0000

 PURCHASE COMMENTS : DATE OF RECORD : 00/00/0000
 : 00/00/0000

 SALE PRICE : \$.00
 DATE OF ACQUISITION : 03/06/1889

SALE COMMENTS : SALE GRANTEE :

BUILDINGS: (1) TOTAL: 0

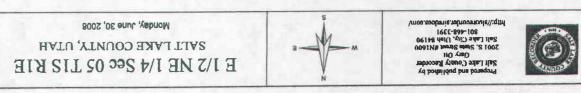
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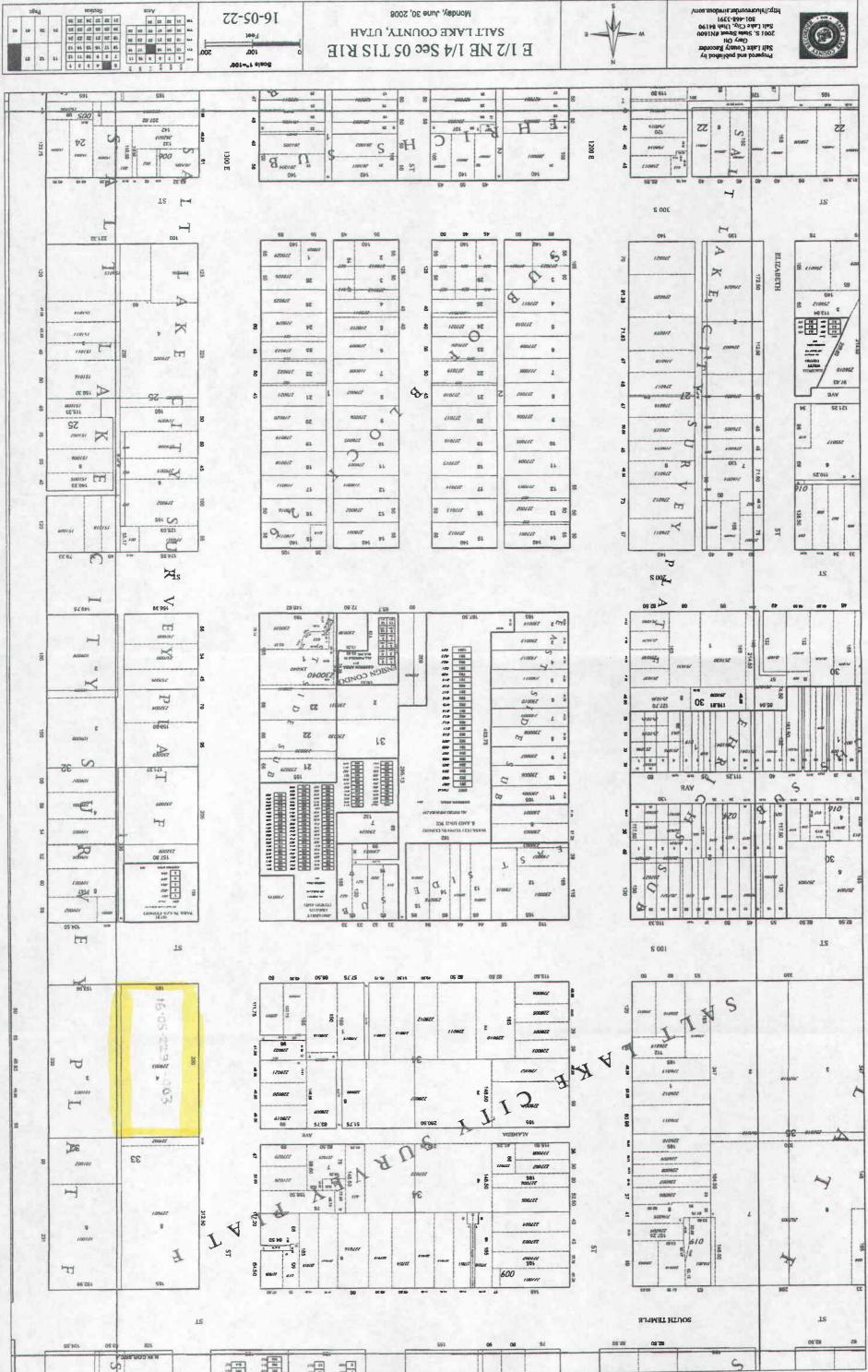
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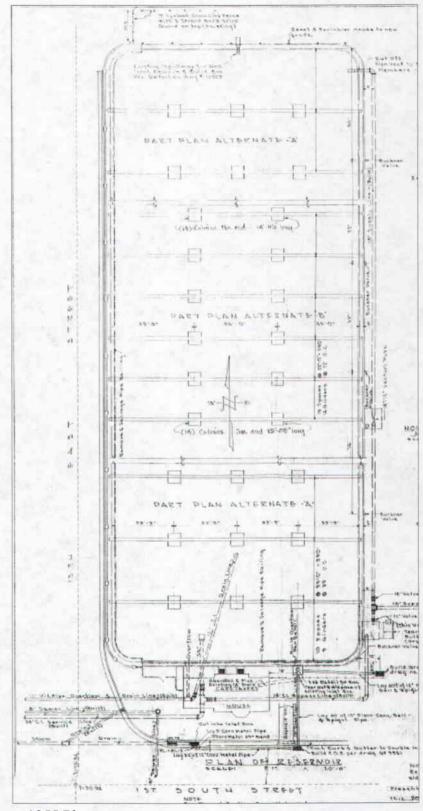




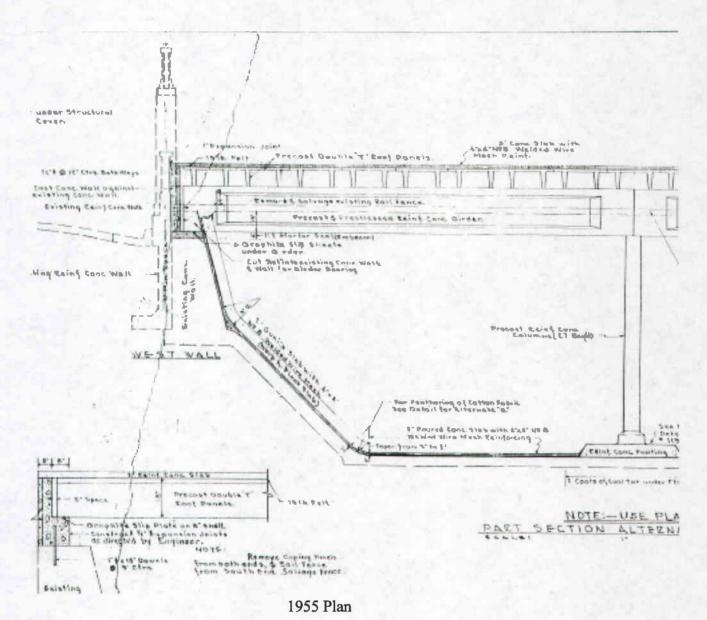
16-05-22

100,

ATTACHMENT B Historic Documentation



1955 Plan



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ATTACHMENT C Department Comments

Address: 1319 East 100 South

Project Name: Reservoir Park-Remove tennis court "roof", and fill in old reservoir.

Contact: Robert Sperling 483-6888

Date Reviewed: February 3, 2009

Zone: OS

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

Ken Brown/Zoning:

Intend to collapse the existing walls in place and fill in the reservoir with dirt from a University of Utah project. Will need to discuss leaving concrete on the site, further, leaving demolished structures on site and covering them is generally not acceptable. Landmarks approval is required for this proposal. Landmarks may also address the grade changes. New development of this site would require compliance to the OS zoning setback requirements. Suggest combining the parcels together with the park properties, creating one parcel to eliminate some setback issues. Also suggest that a portion of the public way be vacated to back of future sidewalk to allow more options for development of the site.

Barry Walsh/Transportation:

Transportation proposal is for removal and updating the public way with curb & gutter in alignment with the east side of 1300 E. to provide curbside parking along with pedestrian corridor to install sidewalk and park strip. Need review of existing R.O.W. for possible vacation from public road R.O.W. to public parks property to one foot minimum behind new walk. Wall to remain? Historic evaluation, and structural review. Need coordination with Parks for future development and incorporation of pedestrian walks.

Ted Itchon/Fire:

No issues.

Brad Stewart/Public Utilities:

Issues: Burying concrete in place. Attend Landmarks staff preliminary hearing. Work with Dell Cook/Parks on end-use. Transportation prefers losing wall, installing curb & gutter, and sidewalk. Landmarks issues: Railing, wall stays/goes, fill depth, setback OS 30 feet. May want to vacate part of excessive R.O.W.

Randy Drummond/Engineering:

Site plan is required. As per SLC Transportation request, install curb & gutter, sidewalk, and asphalt pavement (as per APWA 2007 plans & specifications). Both frontages are required. Street improvement plans to be submitted for review & approval. Public Way Permit required for project completion. Licensed, bonded and insured Contractor to obtain permit to install or repair required street improvements.

ATTACHMENT D
Public Comments

2/17/09, Casey O'Brien McDonough, email

Dear HLC Board Members / Salt Lake City Public Utilities Representative,

I wanted to relay my comments about Salt Lake City Public Utilities proposal to demolish Reservoir Park at 1319 East 100 South.

It is understandable that because of structural concerns, made painfully obvious by the partially collapsed reservoir roof deck, something needs to be done with this unused reservoir.

However, I believe that the reservoir should remain as much intact and in place regardless of what work is done to it. The patterned concrete walls, the ornamental fence and the metal lighting are all very significant parts of the historic neighborhood and the historic district. I also believe that all these parts should remain in their original location and should be maintained as much in tact and complete as possible.

It will be a great addition to the existing park and neighborhood to have more open space to enjoy where now only the unused tennis courts exist. It would also be wonderful to also have one or two new tennis courts in the same area where they historically existed and would surely be used again.

Thank you for your consideration of my input on this issue and thank you also for your time and service to our city and its historic fabric.

2/19/09, Terry Becker, email

Robin,

I will be unable to attend the Commission meeting on March 4th, but am curious about the Reservoir Park property on the agenda. How can the City demolish that property and re-landscape without a plan in place for its future? Will it be added to the park property? Is the City planning to sell the property to the University for its future masterplan? And does the City have to replace the property's use as "open space" for PUBLIC use? I've been concerned the University has looked at property like this to expand its parking needs.

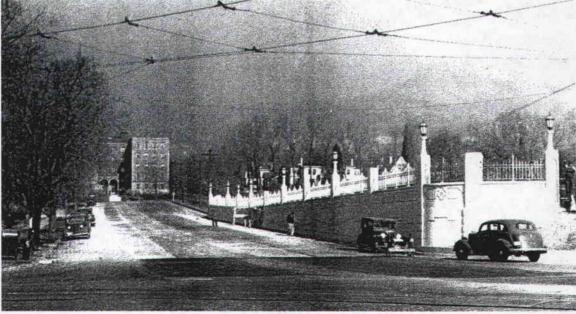
Thank you for any information you can provide.

ATTACHMENT E Additional Information

Reservoir Park Inventory 2009



1902



1936



1300 East to Virginia Street, Reservoir Park, 1976 or 1977, University of Utah, College of Architecture + Planning

History

The reservoir at 1300 East and 100 South was created in 1901 and included a caretaker's house on the east end. The annual reports from 1914 state that a 500' wall was erected in 1914.

The City created Reservoir Park in 1929. The spot originally included two houses which were in a dilapidated stated by 1929. The Park was created with an auto sprinkling system, large lawn, trees in an irregular natural planting, tennis courts, and the rose encompassed reservoir.

The Art Barn was added in 1931. The Art Barn was conceived as a "bohemian" cultural center in a design described as "a low, rambling 'cozy' type of architecture, with a porch extending west from the gallery and overlooking the reflecting pool of the reservoir."

The Lower Tennis Courts were constructed over the reservoir in the 1956. In the 1990s, the reservoir and tennis courts were taken out of service.

Current Conditions



100 South

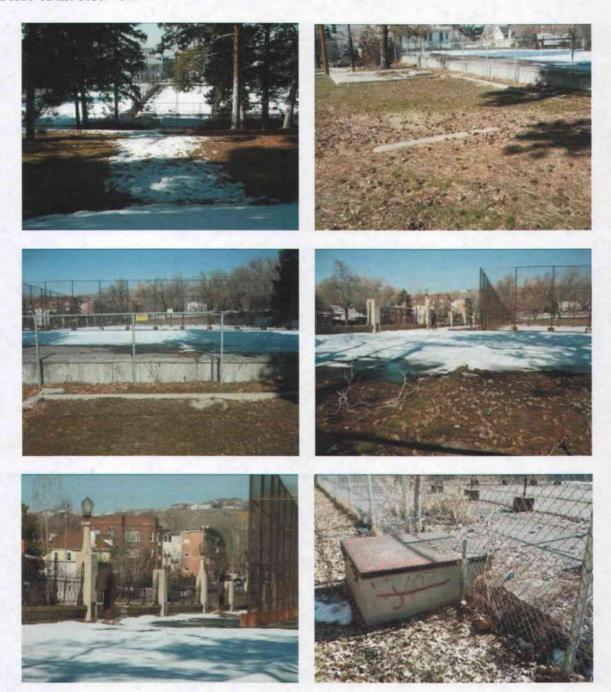
Today the park is roughly divided into four quadrants with the Art Barn (facing Finch Lane) and Upper Tennis courts in the southeast corner, a garage and reservoir in the southwest corner, a grassy lawn in the northwest corner and a playground in the northeast corner.

A1997 engineers report stated that the concrete wall was in good condition. The wall needs some minor repairs and more appropriate methods of graffiti removal/coverage. The lighting needs to be repaired. The tennis court cover is in poor condition and is collapsing.

2009 Features of the Park

Reservoir and Lower Tennis Courts

The Lower Tennis Courts are located on top of the reservoir. The southwest corner of the reservoir is surrounded by a 1914 wall with acorn lights. Some foundation remains of the caretaker's house can be seen on the south side of the reservoir.







Fencing and Street Furniture

There is little fencing. What exists is mostly chain link. There is stone retaining wall behind the Art Barn and a low concrete block retaining wall on the north side of the Upper Tennis Courts. There is no street furniture.





Art Barn

The frame art barn has a concrete drive (Finch Lane)with natural elements stamped into terracotta colored squares.











Garage

A frame one-car garage is located on the east of the park, just below the Art Barn.





Trees/ Natural Elements

The park has a steep grade which rises east from 1300 East. Trees are found throughout but a line of trees boarder the lawn area.



Playground

A contemporary playground is located to the west of the Art Barn and connected to the Art Barn by a concrete path.





PLNHLC2009-00152, Demolition of 1300 East Reservoir

Lighting

Lighting at the park includes concrete pole and acorn lights located along the reservoir wall and around the Art Barn as well as a cobra head light in the center of the park.



Upper Tennis Courts

The upper tennis courts are located on the western border of the park. At the entrance there is a cut stone and concrete drinking fountain, similar in design to the Artesian drinking fountain located at Liberty Park.



