

HISTORIC LANDMARK COMMISSION STAFF REPORT



Planning and Zoning Division
Department of Community and
Economic Development

Demolition of 1300 East Reservoir, Demolition & PLNHLC2009-00152 1319 East 100 South, Reservoir Park May 6, 2009

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 April 21, 2009
- Agenda posted on the Planning Division and Utah Public Meeting Notice websites April 21, 2009

Attachments:

- A. Public Utilities Summary of Project
- B. Historic Documentation
- C. Department Comments
- D. Public Comments
- E. Park Inventory

Request

Public Utilities requests consideration of demolishing the reservoir (not including the above ground wall) located at Reservoir Park. The reason for the demolition is because of safety issues and because of a unique money saving opportunity. The reservoir and tennis courts were taken out of service in the 1990s due to their deterioration and because of safety concerns. Demolition plans have been in place since 1997 but delayed due to lack of funding.

Potential Motions

Approval

I move to approve the application as presented based on the findings and facts of the staff report. The project meets the required minimum of six standards for demolition with the seventh standard not being applicable, at this time. As provided for in section 21A.340.20 O of the zoning ordinance, the Historic Landmark Commission requests archival photographs of the reservoir before it is filled in.

Denial

I move to deny the application based on . . . The project only meets one or two of the standards for demolition.

Table

I move to table the issue and request additional information and/or research including...

Defer

I move to defer the application for one year. The project only meets between three (3) and five (5) of the standards for demolition. During the one year deferral, the applicant must conduct a bona fide effort to preserve the site as outlined in section 21A.340.20 M of the ordinance.

VICINITY MAP



Background

Project Description

Public Utilities requests consideration of the removal of the remains of the below-ground portion and tennis court cover of the reservoir located at Reservoir Park. The reason for the removal is because of safety concerns 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	Creation of Reservoir
1914	Concrete wall
1929	Creation of Reservoir Park
1931	Art Barn constructed
1956	Lower Tennis Courts constructed
1990s	Tennis courts and reservoir taken out of service
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.

In securing the site with fill, Public Utilities also plans to provide proper drainage, installation of turf and watering system, removal of wall graffiti, restoration of the historic lights along the wall, signage and sidewalk and grading improvements completed at the northeast intersection of 100 South 1300 East Street

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.

Analysis

Options

Denial. To deny the project will mean the retention of a safety hazard. To deny, the Historic Landmark Commission must find that only one or two of the standards for demolition are met.

Approval. The above-ground wall and below-ground reservoir are together a significant element of Reservoir Park, a contributing landscape to the University Historic District. The portion of the reservoir that can be seen, the concrete wall, will remain while Public Utilities proposes to demolish the below-ground portions of the reservoir. To approve demolition, the Historic Landmark Commission must find that at least six (6) of the following standards are met. If approved, the historic landmark commission shall require the applicant to provide archival quality photographs, plans or elevation drawings, as available, necessary to record the portion of the reservoir being demolished. (Historic elevation drawings are already on file with the planning division.) Any changes to the site based on future uses, to be determined by the Public, will be brought to the Commission for design review.

Table. The Commission may table for additional information.

Defer. If the commission finds that between three (3) to five (5) of the following standards are met, the HLC shall defer a decision for up to one year during which the applicant must conduct a bona fide effort to preserve the site.

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;

C. 2. Criteria For Selection Of An H Historic Preservation Overlay District Or Landmark Site: The historic landmark commission shall evaluate each parcel of property within a proposed H historic preservation overlay district or the parcel of property associated with a landmark site. Individual parcels within a proposed district, the district as a whole, and landmark sites shall be evaluated according to the following:

b. Physical integrity in terms of location, design, setting, materials, workmanship, feeling and association as defined by the national park service for the National Register of Historic Places.

Finding: The interior portion of the reservoir cannot be seen and therefore does not fulfill the National Register’s definition of “feeling and association”. As a below-ground site “design, setting, materials and workmanship” cannot be appreciated. The project meets this standard.

b. The streetscape within the context of the H historic preservation overlay district would not be negatively affected;

Finding: Since the below-ground portion of the reservoir cannot be seen, demolition will not affect the historic character of the site or the streetscape. The project meets this standard.

c. The demolition would not adversely affect the H historic preservation overlay district due to the surrounding noncontributing structures;

Finding: Since the below-ground portion of the reservoir cannot be seen, demolition will not affect the historic character of the site. The project meets this standard.

d. The base zoning of the site is incompatible with reuse of the structure;

Finding: The base zoning of this site is compatible with the use of a park. The use of the site will not change. The project meets this standard.

e. The reuse plan is consistent with the standards outlined in subsection H of this section;

Finding: The use of the site will not change. Currently the site serves as a neighborhood park which is the planned use for the site. Public Services will conduct a public master plan process to determine in what way the park will serve the neighborhood. The project meets this standard.

f. The site has not suffered from wilful neglect, as evidenced by the following:

i. Wilful 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

Finding: Because the reservoir is no longer in use and demolition has been planned for some years, the below-ground portion of the reservoir has not been maintained. However, the site has been secured and the overall park itself has been regularly maintained. The project meets this standard.

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.

Finding: Information to prove economic hardship has not been submitted by the applicant. There is not enough information to apply this standard. If denied a certificate to demolish, applicant may apply for economic hardship.

ATTACHMENT A
Public Utilities, Summary of Project

Summary of Project from Public Utilities website



Summary. The historic water reservoir located in Reservoir Park at 1300 East 100 South is in a state of structural failure. Portions of the concrete roof and tennis court have collapsed, creating an unsafe and unsightly condition. The reservoir is no longer needed at this site for water storage. Salt Lake City Department of Public Utilities has begun the process to demolish the reservoir and restore the site. The historic wall which fronts 1300 East will be protected and maintained in place, with repair to the antique style lamp posts and improvement to the wall aesthetics (graffiti removal).

Since the roof collapsed in February 2009, Public Utilities has been soliciting project input from the public through meetings with surrounding Community Councils (Greater Avenues and East Central) in addition to coordinating with the University of Utah, City Arts, Parks, Transportation, Planning, and the Historic Landmark Commission.

Public Comment and Historic Landmark Commission Review

In addition to the informal public outreach conducted to date with the Greater Avenues and East Central Community Councils, the Public Utilities is soliciting public comment through the Historical Landmark Commission project review process. The primary historical planning element for the project is the wall located along 1300 East, which will be maintained and protected in place.

The Planning Division is requesting public input at an informal information session on the proposal. As part of the review regarding this petition, Planning is holding a public open house to describe the proposed changes and take public comment. Public comments will be analyzed by Planning staff and included in the Planning Department report to the Historic Landmark Commission. You are invited to the public open house to be held:

Public Open House
Thursday, April 23, 2009 (4:30 to 6:00 pm)
City & County Building

Historic Landmark Commission will hear the project petition on Wednesday, May 6, 2009. The agenda for this meeting, when available, may be accessed at www.slcgov.com/boards/HLC/hlc-agen.htm. The minutes from that meeting are available online at the same location.

Questions concerning the Historical Landmark application should be directed to Robin Zeigler at 801.535.7758, robin.zeigler@scjgov.com, or by mail to Salt Lake City Corporation, 451 South State Street, Room 406, Salt Lake City, Utah 84111. People with disabilities may make requests for reasonable accommodation no later than 48 hours in advance in order to attend this meeting. Accommodations may include alternate formats, interpreters, and other auxiliary aids. This is an accessible facility. For questions, requests, or additional information, please contact the Planning Division at 535-7757; TDD 535-6220.

Background & History. 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, the reservoir was taken out of service due its deterioration, and the tennis courts closed due to safety concerns. The current site elevation is not ideal for the City water system hydraulics, so the reservoir will not be replaced in kind. In 1997, Public Utilities created design plans to demolish the reservoir. The project was delayed due to funding. The Salt Lake City Arts Council office is located in the Art Barn 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. It is understood that City Transportation desires future improvements to the existing intersection at 100 South 1300 East, with the goal of improving pedestrian access and safety while maintaining appropriate vehicle traffic and improving driver line of sight and travel safety.

The Proposed Project. The proposed project has been divided into four phases. The first phase removes the safety hazard by demolishing the reservoir.

The second phase includes fill of the reservoir using dirt hauled from University of Utah project excavation sites. The coordination of the University and City projects reduces the amount of earth fill required to be hauled across the City to excavation pits on the north/west side, eliminating nearly 10,000 truck trips and associated fuel use, emissions, traffic and noise impacts to the community.

The third phase includes restoration of the site to public open space and park use. Public Utilities has been soliciting stakeholder and public input to guide final design development and work to be accomplished within the existing site restoration budget. Public Utilities site restoration budget includes sufficient funds to install topsoil, an efficient sprinkler irrigation, and turf for open space use by the community. Public and stakeholder input to date indicate a desire for the space to remain a neighborhood park with open space use. The final grading is planned to be relatively flat with appropriate drainage. The historic wall will be protected and maintained in place, and the existing lighting will be restored. An interpretive sign identifying the historic nature and use of the namesake "Reservoir Park" will be placed at the location, and the pedestrian traffic flow with a sidewalk and grading improvements completed at the northeast intersection of 100 South 1300 East Street.

Master Planning (Phase 4). The public has expressed interest to begin the master planning process to make sure the site restoration is consistent with long term master planning goals for public use of the site. Therefore, City Planning and Public Services Departments have committed to begin the master planning process during the initial design phase of the reservoir demolition to assure the finish grading and site restoration provides are consistent with the communities' range of possible vision and use for the site. The scoping and concept development during this reservoir demolition design phase will be used to initiate the fourth phase, which will be the City's formal master planning process for the site, with successive steps including professional planning, programming, funding and construction within the City's

established capital planning process.

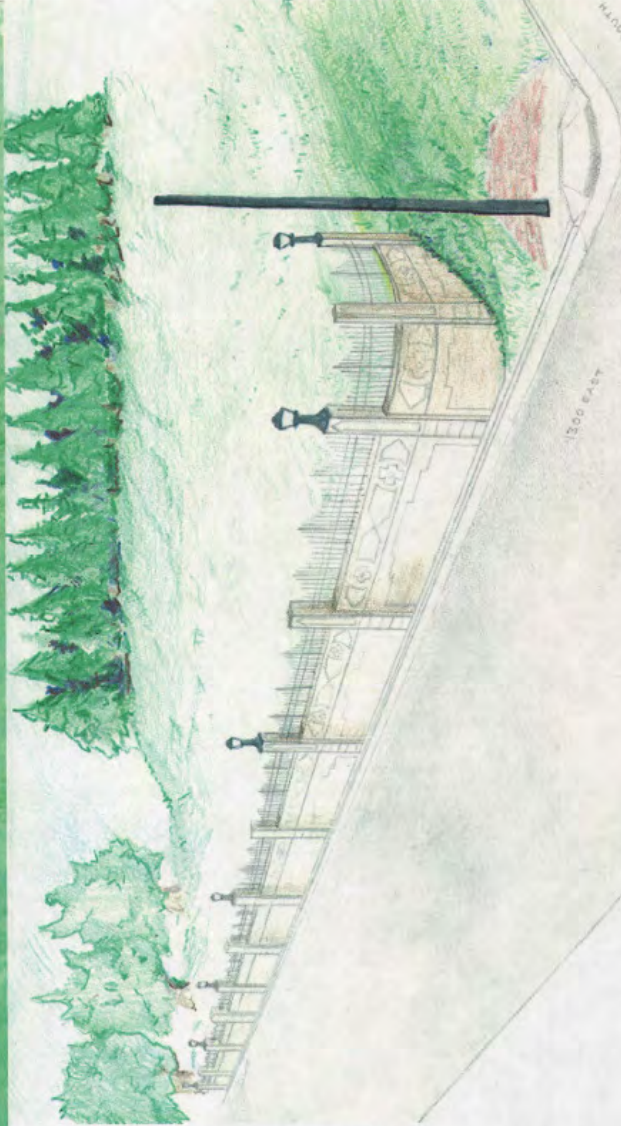
Schedule (Proposed):

Initial Public Outreach and Scope Development	February 2009
Historic Landmarks Committee (initial presentation)	March 4, 2009
Greater Avenues Community Council	March 4, 2009
East Central Community Council	April 9, 2009
Project Open House (City & County Building)	April 23, 2009 (4:30-6:00 pm)
Historic Landmarks Committee (final presentation)	May 6, 2009
Final Design	May, 2009
Bidding	June, 2009
Reservoir Demolition (Phase 1)	July, 2009
Fill from University of Utah Project (Phase 2)	August - October, 2009
Surface Restoration/Landscaping (Phase 3)	October 2009
Wall Lighting and Repair	October - November 2009
Master Planning & Programming (Phase 4)	2009 - 2012

Last update: 4/7/09

<http://www.ci.slc.ut.us/Utilities/1300EReservoir.htm>

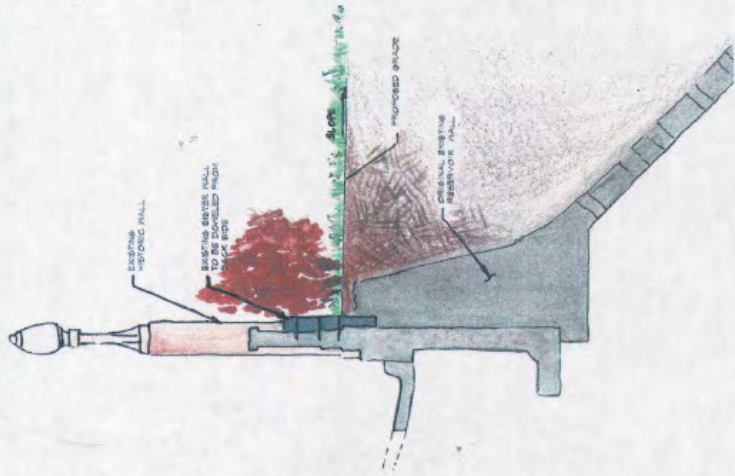
Reservoir Park 1300 East & 100 South



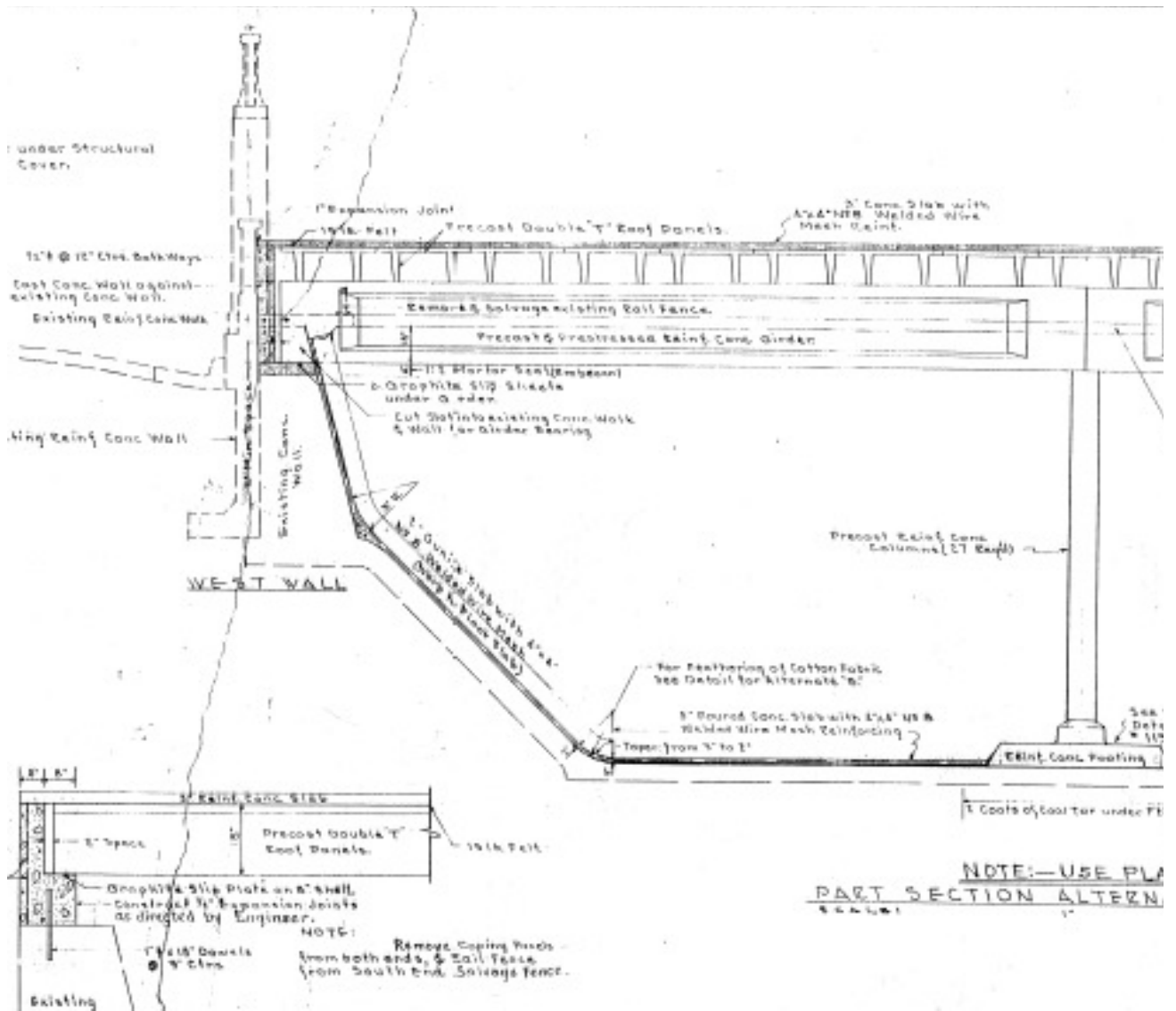
FORSYTH
Associates, Inc.



Salt Lake City
Department of Public Utilities
Serving Our Customers - Protecting Our Environment



ATTACHMENT B
Historic Documentation



1955 Plan

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 PRELIMINARY review to assist in the design of the complete site plan. A complete review of the site plan will take place upon submittal of the completed site plan to the Permits Counter.

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.

3/19/09, Robert J. Leni, email

Hello Bob,

My name is Robert Leni and my wife and I own Lenitech Snow & Skate on 13th East at the corner of 2nd South. We are one block from the 1300 East Reservoir. The reason I am contacting you is that we heard you are planning on removing the reservoir. I was wondering if there are already plans in place for that spot once the demolition is complete or if you are open to suggestions for uses? We have had a lot of people from the neighborhood tell us that they would love to see a skate park built there. If this is something that the City would consider we would love to be involved in some way.

4/17/09, Michael West, email

Mr.Sperling, I heard the news that the will be filling the 13 east reservoir with dirt in the coming months. Can you tell me if there are any other plans slated for the site. I'm a resident of the Arlington community. We have long wanted a skate park in our area. Children from the avenues, Federal Heights, and Arlington are forced to drive to 2100 S 700 E Fairmont Park or to 900 W 900 S to enjoy at city skate park. Most of the kids end up skating on campus which I know has presented some problems. Rather then consider a new tennis court which we have on the other side of our park I hope the city considers a skate park for children. Please let me know what we can do to help bring this to our neighborhood.

4/24/09, Ed Merrill, written comments from Open House

Thank you for planning the preservation of the character-rich wall and upgrading the lighting (existing fixtures/new luminaries). I think this will make the park even better and more of an amenity to the city. In the future, I wouldn't mind something that augmented the Art Barn functions, or even new tennis courts.

4/24/09, Esther Hunger, written comments from Open House

1. Restoration Plan. Grove of trees, green space, quiet forest with benches and paths
Neighborhood park vs. city/regional park. As such simple without a lot of programming. People will program on their own. (Bring picnics, art, reading on benches, etc.)
2. Historic representation of reservoir
3. Restore Paul Scarlet Hawthorne border on South Temple, 13th, University Street.

4/24/09, Willy Little, written comments from Open House

Save the wall. Save the park. Make it safe. As little development as possible.

4/24/09, Kathryn Fitzgerald, written comments from Open House

1. I would like to see the park remain a local neighborhood park. Filling in the reservoir with fill (not top soil, I hope) is fine; topping it with tennis courts or basketball courts is good. 2. I think the wall is ugly and see no reason for it to remain. 3. We need sidewalks all the way around the block.

4/24/09, Laurie Summers, written comments from Open House

I would like to see that portion of the park turned into a skate park (skate plaza). I'm glad something is being done to make the space useful. Skateboarding is the fastest growing sport in the nation. The Northeast corner of Salt Lake City does not have a skate park. This area could serve the University as well as East High and all of the youth in the neighborhood. Area needs a sidewalk.

NANCY BOSKOFF
DIRECTOR

SALT LAKE CITY CORPORATION
DEPARTMENT OF COMMUNITY AND ECONOMIC DEVELOPMENT
SALT LAKE CITY ARTS COUNCIL

RALPH BECKER
MAYOR

FRANK GRAY
DEPARTMENT DIRECTOR

April, 2009

RESERVOIR PARK OPEN HOUSE

TO: Historic Landmarks Commission/
Planning Division

FROM: Salt Lake City Arts Council

We are submitting these notes for the Reservoir Park Open House and appreciate the opportunity to do so. Housed as we are at the Art Barn in Reservoir Park, and generating half to two-thirds of the activity in the park, we have a unique perspective on the history, the value, the uses, and the neighborhood regard for Reservoir Park.

We recommend that the plan for Reservoir Park include:

A respect for the history of water development in the city and the reservoir in particular, neighborhood uses and concerns, programs hosted by the Arts Council, and the history of the Art Barn. The Art Barn opened its doors in 1931 as a community art center and has operated as a community art center ever since.

Signage that includes the multi-dimensional history of the park, from the perspective of the water system, the City's park system, neighborhood uses, and the Art Barn.

General signage in several locations that includes the name of the park and the Art Barn/Arts Council.

Artfully designed green space that invites a range of low-impact park activities.

Restoration of the historic wall and lighting along 1300 East.

Improvements to the corner at the intersection of 100 South and 1300 East.

Repair and/or replacement of the storage shed on 100 South.

Restoration of the railing along Finch Lane from University Street and down to the lower level entrance of the Art Barn.

A small, appropriately designed kiosk at the entrance of the Art Barn, to announce programs and activities in the building.

54 FINCH LANE, SALT LAKE CITY, UTAH 84102
TELEPHONE: 801-596-5000 FAX: 801-530-0547
WWW.SLCGOV.COM/ARTS

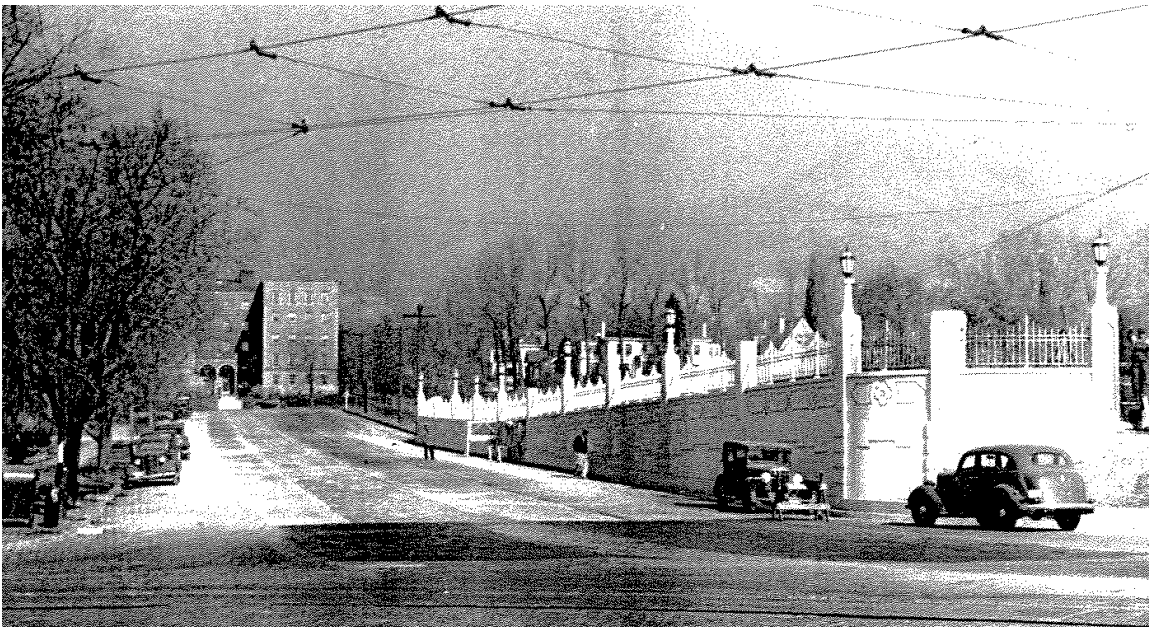


ATTACHMENT E
Park Inventory

Reservoir Park Inventory 2009



1902



1936



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

History

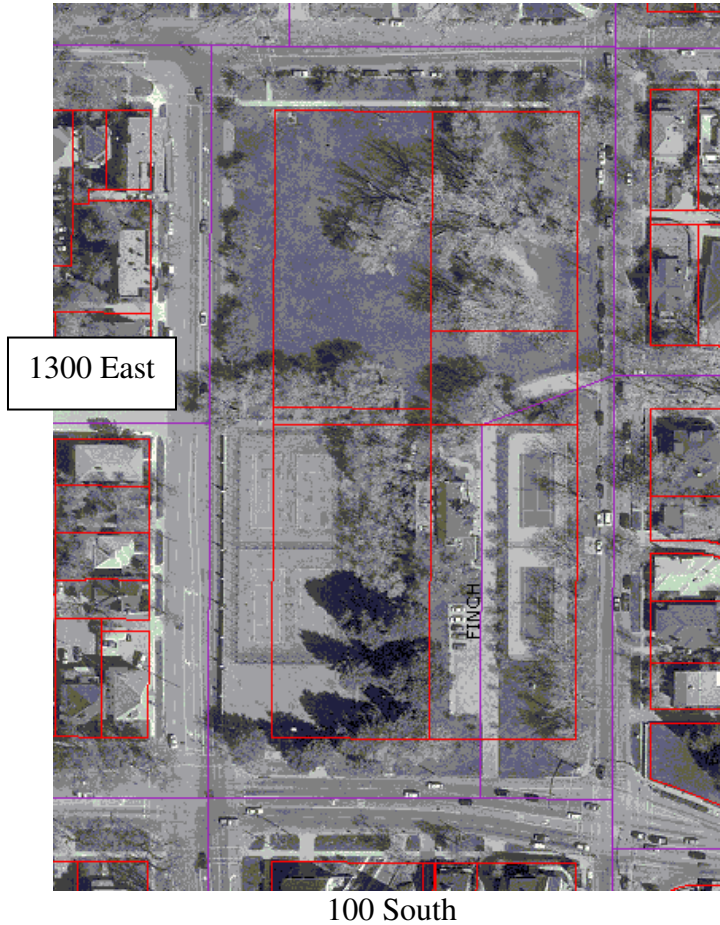
The reservoir at 1300 East and 100 South was created in 1901 and included a caretaker's house on the east end. The annual reports from 1914 state that a 500' wall was erected in 1914.

The City created Reservoir Park in 1929. The spot originally included two houses which were in a dilapidated state 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



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.

A 1997 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.



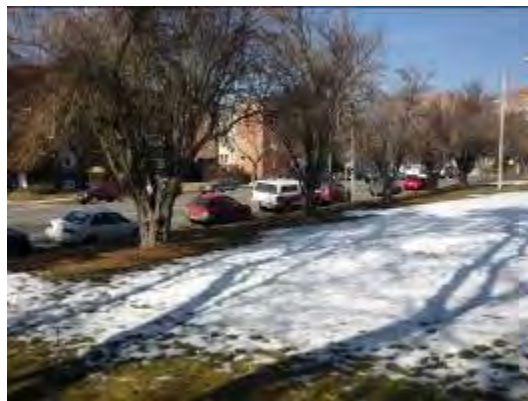
Garage

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 border 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.



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.

