HISTORIC LANDMARK COMMISSION STAFF REPORT

Park Strip Raised Garden Beds

PLNHLC2014-00334 584 E 3rd Avenue Meeting Date: August 7, 2014



Planning Division
Department of Community
and Economic Development

Applicant: Heidi Keilbaugh, property owner

<u>Staff:</u> Amy Thompson <u>amy.thompson@slcgov.com</u> (801)535-7281

Tax ID: 09-32-351-003

Current Zone: SR-1A

Master Plan Designation:

Low Density

Council District:

District 3 – Stan Penfold

Lot Size:

4,356 square feet

Current Use:

Single Family Residential

Applicable Land Use Regulations:

• 21A.34.020(G)

Notification:

- Notice mailed 07/23/2014
- Sign posted 07/23/2014
- Posted to the Planning Division & Utah Public Meeting Notice websites 07/23/2014

Attachments:

- A. Site Plan
- B. Photographs
- C. Related Diagram
- D. Public Comments
- E. Departmental Comments

Request

This is a request by Heidi Keilbaugh, the property owner, to allow seven (7) existing raised planter beds in the park strip, and construct four (4) additional raised planter beds in the park strip, at approximately 584 E 3rd Avenue.

Staff Recommendation

Based on the analysis and findings of the staff report, it is the Planning Staff's opinion that overall the project generally does not meet the applicable standards and therefore, recommends the Historic Landmark Commission deny the request.

Potential Motions

Consistent with Staff Recommendation: Based on the findings listed in the staff report, testimony and plans presented, I move that the Historic Landmark Commission to deny the request for a Certificate of Appropriateness for Raised Planter Beds in the Park Strip at 584 E 3rd Avenue as requested.

Furthermore, I recommend that the Historic Landmark Commission pass a motion that raised garden beds in the park strip are not appropriate in local historic districts.

Not Consistent with Staff Recommendation: Based on the testimony, plans presented and the following findings, I move that the Historic Landmark Commission grant the request for a Certificate of Appropriateness to allow Raised Planter Beds in the Park Strip at584 E 3rd Avenue as requested based on the following findings (Commissioner then states findings based on the Standards 1-11, as listed on the following page, to support the motion).

Furthermore, I recommend that the Historic Landmark Commission pass a motion that directs the Planning Staff to develop design guidelines for raised garden beds in the park strip of properties located in local historic districts to be submitted to the Historic Landmark Commission for adoption.

- 1. A property shall be used for its historic purpose or be used for a purpose that requires minimal change to the defining characteristics of the building and its site and environment;
- 2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided:
- 3. All sites, structures and objects shall be recognized as products of their own time. Alterations that have no historical basis and which seek to create a false sense of history or architecture are not allowed;
- 4. Alterations or additions that have acquired historic significance in their own right shall be retained and preserved;
- 5. Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved;
- 6. Deteriorated architectural features shall be repaired rather than replaced wherever feasible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, texture and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historic, physical or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other structures or objects;
- 7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible;
- 8. Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant cultural, historical, architectural or archaeological material, and such design is compatible with the size, scale, color, material and character of the property, neighborhood or environment;
- 9. Additions or alterations to structures and objects shall be done in such a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired. The new work shall be differentiated from the old and shall be compatible in massing, size, scale and architectural features to protect the

historic integrity of the property and its environment; 10. Certain building materials are prohibited including the following: a. Aluminum, asbestos, or vinyl cladding when applied directly to an original or historic material. 11. Any new sign and any change in the appearance of any existing sign located on a landmark site or within the H historic preservation overlay district, which is visible from any public way or open space shall be consistent with the historic character of the landmark site or H historic preservation overlay district and shall comply with the standards outlined in chapter 21A.46 of this title.

BACKGROUND

Context

The subject property is situated on the south side of 3rd Avenue and the site forms the corner with the west side of I Street. The site is on a slope that drops in elevation from the north to the south. Access to the driveway of the subject property is to the south of the property, on I Street. The neighboring property's driveway is accessed west of the site, on 3rd Avenue.

The house is a one-story Victorian cottage built in 1901, and identified as the George H. Wallace house. The subject property is a contributing structure according to the 2007 reconnaissance level survey of the Avenues Historic District. The landscape of the Avenues Historic District is dominated by mature street trees along the park strip which provide a rhythm along the block as well as shade for pedestrians. With a few exceptions, front side and back yards in the Avenues are minimal.





View of the subject property from 3rd Avenue looking South.

Project Description

The applicant is requesting a certificate of appropriateness for eleven (11) raised garden beds in the public right-of-way utilizing both park strips located adjacent to the property. The applicant is requesting authorization to allow seven (7) existing raised planter beds in the park strip to the east of the property adjacent to I Street, and is requesting permission to construct (4) additional raised beds—two (2) additional 3'X7'raised beds in the east parking strip on I Street, and two (2) additional 3'X8' raised beds on the parking strip north of the subject property on 3rd Avenue. The purpose of the raised beds is for growing flowers and vegetables with heights up to twenty four inches (24"). The proposed raised planter beds would be twelve inches (12") in height and constructed of wood.

The park strip located east of the property on I Street contains two (2) mature street trees. A fire hydrant is located in the north portion of the park strip located adjacent to I Street. The parking strip on 3rd Avenue contains a water meter that is accessed by public utilities. There is a bus stop located on the west corner of the neighboring property's driveway. Both park strips are adjacent to an intersection with a 4-way stop.

Current Status

A Certificate of Appropriateness was not issued for the seven (7) existing raised planter boxes. An enforcement case was opened on the matter (Case #HAZ2014-01255). Additional approval requires obtaining a revocable permit for construction within the public right-of-way. At the time of this report, issuance of the revocable permit is pending the outcome of Certificate of Appropriateness approval.

COMMENTS

Public Comment

The initial construction was drawn to the City's attention by an anonymous source, resulting in the existing enforcement case.

Phone Calls:

Staff received four phone calls regarding this petition as of the publication of this staff report. All public comments expressed disapproval of the request.

Email:

As of the publication of this staff report, one email was received expressing disapproval regarding this petition (See Attachment D).

Key Themes from Public Comment:

- Issues with maintenance of the raised garden beds and the park strip
- The raised garden beds are not keeping with the character of the surrounding properties and Avenues Historic District.

Comments from Other Departments

Fire:

The Fire Department Fire is requiring a three foot clearance around the fire hydrant, as well as nothing blocking the outlet ports of the fire hydrant. A reprint of the sections from the International Fire Code (IFC) are provided below:

507.5.4 Obstruction.

Unobstructed access to fire hydrants shall be maintained at all times. The fire department shall not be deterred or hindered from gaining immediate access to fire protection equipment or fire hydrants.

507.5.5 Clear space around hydrants.

A 3-foot (914 mm) clear space shall be maintained around the circumference of fire hydrants, except as otherwise required or approved.

Transportation:

The proposed planters are located such that they do not pose a barrier between the roadside parking and the public sidewalk, and maintain the required 2 foot set-back from the curb. The planters and vegetation need to comply with the required 10'x10' clear sight zone height restriction of 30 inches maximum height in order to provide a safe visible zone on each side of all driveways crossing the public sidewalk (See Diagram in Attachment C).

Engineering:

Engineering has no objection to the proposed planter boxes in the public park strips. If they are installed by hand (no heavy equipment) there is no need to obtain a permit to work in the public way.

Public Utilities:

There are old 6 inch (6") cast iron water mains located under the park strip on I Street, and under the curb in 3rd Avenue. The owner must understand that in the case of a utility emergency, city maintenance crews will need to access the utility mains which would likely disturb the area depending on the situation. This would happen without notice or compensation for any loss within the public right-of-way. Maintenance crews typically restore sod, concrete and asphalt, but will not reconstruct a planter box if it needs to be removed in order to access and/or repair an underground utility. Any repair or replacement, in the case that the raised garden planters are removed, would need to be done at the property owners time and expense.

Project Review

Zoning Ordinance Considerations

21A.48.060 Park Strip Landscaping: The intent of these requirements is to maintain the appearance of park strips, protect the users of park strips by prohibiting the use of materials that may cause harm or injury to pedestrians or vehicles, provide for safe and convenient access across park strips to and from vehicles that may park at the curb, expand landscape design flexibility while not unreasonably inhibiting access for repair and maintenance of public utilities, encourage water conservation through the use of water conserving plants and generally to improve environmental conditions along the city's streets.

21A.48.060(E)(7) Prohibited Materials

d. Retaining Walls, Fences, Steps, and Other Similar Structural Encroachments: Retaining walls, fences, steps, and other similar structural encroachments in park strips are prohibited unless they are specifically approved through the city revocable permit and review process (not an automatic approval). These structural encroachments are generally prohibited because they limit access from the street to sidewalks and create

obstructions to, and increase the cost of, performing maintenance of public improvements and utilities within the park strip.

Analysis: Staff has reviewed the zoning requirements for park strip landscaping as they relate to this application. The raised garden beds introduce a new structural encroachment into the park strip which is prohibited without a revocable permit. The revocable permit is pending historic approval of the application. Annual and perennial plants are permitted not to exceed eighteen inches (18") in height at maturity when located within sight distance areas at street intersections, alleys, or driveways (see diagram in attachment 3). Once planted with vegetation up to twenty four inches (24") in height, the proposed twelve inch (12") raised garden beds located in the park strip adjacent to 3rd Avenue, will have combined heights greater than eighteen inches (18"). As proposed, the raised garden beds adjacent to 3rd Avenue do not meet sight distance triangle requirements.

Plants up to 36 inches in height may be used as individual specimens or accent plants when not located within sight distance areas. The proposed raised beds and plantings must not be spaced in a way that results in a solid mass, creating a visual barrier between the street and sidewalk.

Finding: For the reasons outlined in the analysis, the proposal does not meet the standards of the Park Strip Landscaping ordinance. The proposed raised garden beds adjacent to 3rd Avenue do not me the sight distance triangle requirements. The raised garden beds are a structural encroachment that limits access and from the street to the sidewalk. Structural encroachments are prohibited unless they are approved through the city's revocable permit and review process. Revocable permit approval for this project is pending the outcome of Certificate of Appropriateness approval of the raised garden beds.

ANALYSIS AND FINDINGS

Standards of Review

21A.34.020.G Historic Preservation Overlay District: Standards for Certificate of Appropriateness for Altering of a Landmark Site or Contributing Structure: In considering an application for a Certificate of Appropriateness for alteration of a landmark site or contributing structure, the Historic Landmark Commission shall find that the project substantially complies with all of the general standards that pertain to the application and that the decision is in the best interest of the City.

Standard 1: A property shall be used for its historic purpose or be used for a purpose that requires minimal change to the defining characteristics of the building and its site and environment;

Analysis: The use of the structure will remain single family residential. No change is proposed.

Finding: The standard is met.

Standard 2: The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided;

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Design Objective 1.1 Historically significant site features should be preserved

 Civic maintenance and improvements should identify, recognize and retain important streetscape features such as sidewalks, parkways, planting strips, street trees and lighting

Design Objective 1.11 Respect a common historic walkway pattern in form, design

and materials wherever possible.

Design Objective 1.13 Historically significant planting designs should be preserved.

Analysis: The Avenues Historic District is characterized by a rich and varied architectural landscape within a strong and consistent grid pattern of small street blocks, park strips, open front lawns, and mature tree cover, and usually common building setbacks. Park strips play an integral role in the overall streetscape of the Avenues Historic District and should be preserved and maintained. A park strip helps to integrate private and public spaces and enhance the established character of the neighborhood. Many of the park strips in the Avenues Historic District are coupled with mature street trees that provide a sense of visual continuity along the block

The addition of the proposed raised garden beds in the park strip along both street frontages of the residence would be contrary to the integral role of park strips as an element of the streetscape, and alter the open landscape relationship in a sequence of properties. This open relationship is a historic and common characteristic of the Avenues Historic District. The proposal would adversely affect this character-defining feature in this context.

Finding: The proposal is not consistent with the objectives of this standard. The installation of raised garden beds in the park strips would change the historic character of the property and streetscape.

Standard 3: All sites, structure and objects shall be recognized as products of their own time. Alterations that have not a historical basis and which seek to create a false sense of history or architecture are not allowed;

Analysis: The proposed raised garden beds are composed of wood, and are constructed in an impermanent way. It's unlikely this type of construction would be confused with the original form of the site and its neighboring relationships. No conflict with the objectives of this standard is proposed.

Finding: The standard is met.

Standard 4: Alterations or additions that have acquired historic significance in their own right shall be retained and preserved.

Analysis: This standard does not relate to this proposal. The planter beds are newly constructed and have not acquired historic significance in their own right.

Finding: The standard is met.

Standard 5: Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved;

A Preservation Handbook for Historic Residential Properties & Districts in Salt Lake City

Design Objective 1.1 Historically significant site features should be preserved Historically significant planting designs should be preserved.

Analysis: In as much as this standard relates to site features, the common relationship of open space and mature trees created by park strips within a street block characterizes this and neighboring properties and is a distinctive site feature of this property and its context. Park strips in the Avenues Historic District are generally landscaped with vegetation planted directly from the existing soil level. The proposed raised beds would introduce a new incompatible structural element that is not historically found there, compromising the overall historic character of the surrounding streetscape and district.

Finding: For these reasons outlined in the analysis the proposal would conflict with the objectives of this standard because it would introduce new incompatible structural features in the park strip which diminish distinctive site features of the historic district streetscape.

Standard 6: Deteriorated architectural features shall be repaired rather than replaced wherever feasible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, texture and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historic, physical or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other structures or objects;

Analysis: The proposal does not include replacement or repair of deteriorated architectural or existing features. This standard does not relate to this proposal.

Finding: The standard does not apply.

Standard 7: Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible;

Analysis: The proposal does not include treatments of existing historic materials. This standard does not relate to this proposal.

Finding: The standard does not apply.

Standard 8: Contemporary designs for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant cultural, historical,

architectural or archaeological material, and such design is compatible with the size, scale, color, material and character of the property, neighborhood or environment;

A Preservation Handbook for Historic Residential Properties & Districts in Salt Lake City

Design Objective 1.1 Historically significant site features should be preserved

Respect a common historic walkway pattern in form, design and materials wherever possible.

Design Objective 1.13 Historically significant planting designs should be preserved.

Analysis: In as much as this standard relates to site features, the proposed alterations to the park strip introduce a structural element to the character of the park strip which historically did not have such a treatment. The raised garden bed is an unusual site feature in the Avenues Historic District and the presence of this type of structural element may emphasize a degree of separation from the shared relationship to neighboring properties, and its role in the streetscape. Plantings are permitted in the park strip up to a certain height—raised garden beds are not necessary for planting and growing annuals and perennials in the park strip. The proposal adversely affects the character of the property and the historic streetscape pattern.

Finding: For the reasons set out above, the proposal would not conflict with the first two objectives of this standard, but would in staff's opinion, be inconsistent with the last objective which relates to character of property and neighborhood. The proposal is incompatible with the character of the property and the overall historic context of the Avenues Historic District.

Standard 9: Additions or alterations to structures and objects shall be done in such a manner that if such additions or alteration were to be removed in the future, the essential form and integrity of the structure would be unimpaired. The new work shall be differentiated from the old and shall be compatible in massing, size, scale and architectural features to protect the historic integrity of the property and its environment;

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Design Objective 1.1 Historically significant site features should be preserved Historically significant planting designs should be preserved.

Analysis: The proposed alterations to the park strip could be reversed and the relationship between this individual park strip and the overall streetscape pattern could be reinstated, but the overall integrity of the park strip, a character defining feature in the avenues historic district, is adversely affected. The introduction of an incompatible structural element to the park strip does not protect the historic integrity of the properties defining key characteristics or the overall streetscape and district.

Finding: The proposal is not consistent with the objectives of this standard. The installation of raised garden beds in the park strip does not protect the historic integrity of the properties defining key characteristics.

Standard 10: Certain building materials are prohibited including the following: Vinyl or aluminum cladding when applied directly to an original or historic material;

Analysis: The proposal does not include the use of vinyl or aluminum cladding applied to original or historic material.

Finding: The standard does not apply.

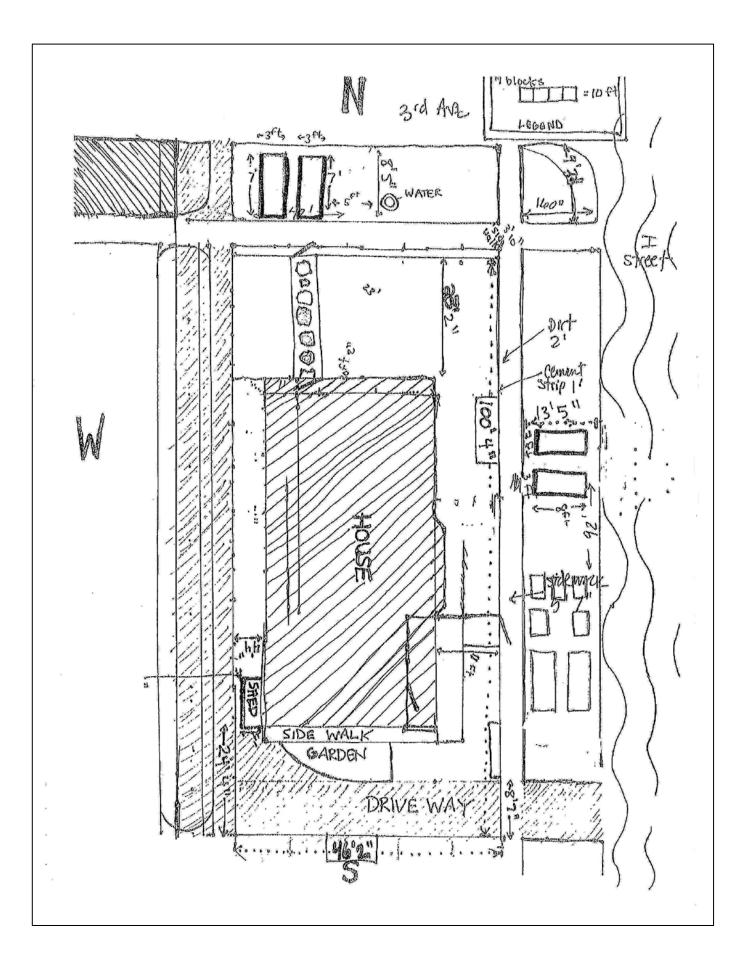
Standard 11: Any new sign and any change in the appearance of any existing sign located on a landmark site or within the H historic preservation overlay district, which is visible from any public way or open space shall be consistent with the historic character of the landmark site or H historic preservation overlay district and shall comply with the standards outlined in part IV, Chapter 21A.46 of this title;

Analysis: Signage is not part of this proposal.

Finding: The standard does not apply.

ATTACHMENT A

Site Plan



ATTACHMENT B

Photographs



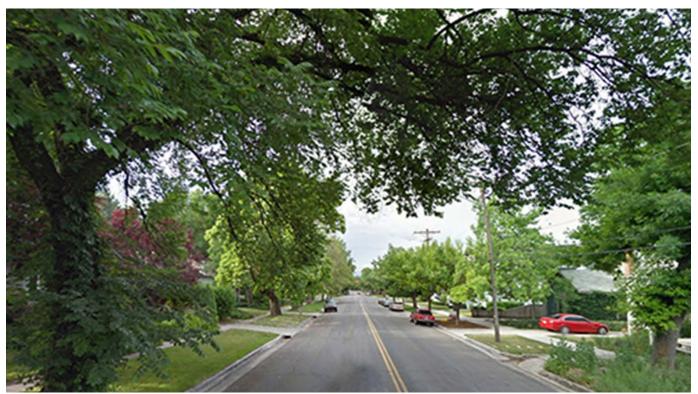
View of the subject property from I Street looking east. Adjacent to the 7 existing raised garden beds, two additional 3X8 raised garden beds are proposed 4ft north.



East park strip adjacent to I Street looking south. As part of the proposal, applicant is requesting permission to allow the 7 existing raised planter beds to remain in the public right-of-way.



View of the subject property from I Street looking north. Driveway access to the subject property is located to south of the park strip.



Streetscape view looking south on I street. Park strips along I street between 2nd and 3rd avenue are traditionally simple, with mature street trees.



Park strip adjacent to the property on 3rd Avenue. The proposal includes construction of two 3X7 raised garden beds in the park strip north of the subject property. The proposed raised garden beds would be located at the intersection of the neighboring properties driveway which crosses a sidewalk. The proposal must comply with the ordinance requirements of 10' clear sight areas to provide a safe visible zone near the public right-of-way. Height is restricted to 30 inches in clear sight zone areas. (See Figure 1 in Attachment C)



Sidewalk view of the park strip located 3rd Avenue north of the subject property. Both park strips are located adjacent to an intersection with a 4-way stop. There is a bus stop located on the on east corner of the neighboring properties park strip.

ATTACHMENT C

Related Diagram



ATTACHMENT D

Public Comments

From: Anthony Foster
To: Thompson, Amy

 Subject:
 Case # PLNHLC2014-00334

 Date:
 Monday, July 28, 2014 6:54:10 PM

Hi Amy,

I am writing to you in regards to a post card I received about proposed raised garden beds at <u>584 E 3rd Ave.</u>

As a neighboring resident to this property, I personally feel that if we are all contributing structures in the Historic District, that there needs to be regulations when it comes to keeping the history and value of the surrounding properties in tact.

The house in question at <u>584 E 3rd Ave</u>, looks run down and the yard is not up kept and is dying. The property owners take no pride in owning a historic piece of property. They pile and horde trash around the neighboring homes and are constantly an issue when trying to address these things with them.

I would hate to see new raised garden beds be approved for installation just to let them become an eyesore and overgrown with weeds during the months that they are not in use for growing vegetables or flowers.

There has been consistent complaints to the City/County about this address and if they were to be more diligent in up keeping the property then I would gladly be for the proposed beds and not against.

If all the other homes are expected to maintain their properties to historic specifications, there should be no allowance for this property not to be.

I will not be available to attend your meeting in regards to this so I hope this email will help you in having the property physically evaluated prior to the approval or disapproval.

But as a neighboring property I strongly am against the raised garden beds.

Thank you for your time.

ATTACHMENT E

Departmental Comments

From: <u>Itchon, Edward</u>

To: Thompson, Amy; Butcher, Larry; Weiler, Scott; Garcia, Peggy; Bennett, Vicki; Walsh, Barry; McFarland, Ryan

Subject: RE: PLNHLC2014-00334 584 E 3rd Avenue-Park Strip Planter Boxes

Date: Friday, June 13, 2014 7:15:56 AM

To All,

Fire has one issue and that is we need three feet clearance around the fire hydrant, as well as nothing blocking the outlet ports of the fire hydrant. A reprint of the sections from the International Fire Code (IFC) are provided at the end of this email.

Regards,

EDWARD P. "TED" ITCHON Fire Protection Engineer

BUILDING SERVICES DIVISION
COMMUNITY and ECONOMIC DEVELOPMENT
SALT LAKE CITY CORPORATION

TEL 801-535-6636 FAX 801-535-7750

507.5.4 Obstruction.

Unobstructed access to fire hydrants shall be maintained at all times. The fire department shall not be deterred or hindered from gaining immediate access to fire protection equipment or fire hydrants.

507.5.5 Clear space around hydrants.

A 3-foot (914 mm) clear space shall be maintained around the circumference of fire hydrants, except as otherwise required or approved.

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From: Walsh, Barry
To: Thompson, Amy;

CC: Vaterlaus, Scott; Barry, Michael; Young, Kevin

Subject: RE: PLNHLC2014-00334 584 E 3rd Avenue-Park Strip Planter Boxes

Date: Tuesday, June 17, 2014 9:35:00 AM

June 17, 2014

Amy Thompson, Planning

Re: PLNHLC2014-00334 Park strip Planter beds at 584 East #rd Avenue. Transportation

review comments are as follows:

The proposed planters are located such that they do not pose a barrier between the roadside parking and the public sidewalk, and maintain the required 2 foot set-back form the curb. Please note on the drawing that the planters and vegetation needs to comply with the required 10'x10' clear sight zone height restriction of 30 inches maximum height in order to provide a safe visible zone on each side of all driveways crossing the public sidewalk. (Standard detail E2.c2.)

Sincerely, Barry Walsh

Cc Scott Vaterlaus, P.E.

Michael Barry, P.E. Kevin Young,

P.E. File

No Accela task access for comment entry.

From: Weiler, Scott

To: Thompson, Amy

Subject: RE: PLNHLC2014-00334 584 E 3rd Avenue-Park Strip Planter Boxes

Date: Monday, June 23, 2014 12:23:42 PM

Amy,

Engineering has no objection to the proposed planter boxes in the public park strips. If they are installed by hand (no heavy equipment) there is no need to obtain a permit to work in the public way.

SCOTT WEILER, P.E.

Development Engineer

ENGINEERING DIVISION
COMMUNITY and ECONOMIC DEVELOPMENT
SALT LAKE CITY CORPORATION

TEL 801-535-6159 CELL 801-381-4654

WWW.SLCGOV.COM

 From:
 Stoker, Justin

 To:
 Thompson, Amy;

 Cc:
 Garcia, Peggy

Subject: RE: PLNHLC2014-00334 584 E 3rd Avenue-Park Strip Planter Boxes

Date: Wednesday, June 25, 2014 9:31:34 AM

There are old 6" cast iron water mains located under the park strip on I Street and under the curb in 3rd Avenue. We will allow the proposed planter boxes as proposed, but the owner must understand that in the case of a utility emergency, city maintenance crews will need to access the utility mains which would likely disturb the area depending on the situation. This would happen without notice or compensation for any loss within the right-of-way. Maintenance crews typically restore sod, concrete and asphalt but will not reconstruct a planter box if it needs to be removed in order to access and/or repair an underground utility. Any repair or replacement, in the case that the planters are removed, would need to be done at the property owners time and expense.

Justin

Justin D. Stoker, PE, LEED[®] AP, CFM Salt Lake City Public Utilities
1530 S. West Temple, SLC, UT 84115
ph. (801) 483-6786 - justin.stoker@slcqov.com

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