



Staff Report

PLANNING DIVISION
COMMUNITY & ECONOMIC DEVELOPMENT

To: Salt Lake City Historic Landmark Commission
From: Amy Thompson, Principal Planner
amy.thompson@slcgov.com
Date: January 5, 2017
Re: **PLNHLC2016-00881** – Tracy Aviary New Construction

NEW CONSTRUCTION & MAJOR ALTERATIONS

PROPERTY ADDRESS: 589 E 1300 South
PARCEL ID: 16-07-427-001
LANDMARK SITE: Liberty Park
ZONING DISTRICT: OS (Open Space)
MASTER PLAN: Open Space

REQUEST: Angela Dean, the architect representing Friends of the Tracy Aviary, is requesting approval for New Construction of a holding building to serve a new exhibit housing Keas from New Zealand. The proposed New Construction includes a 1000SF structure as well as 1800SF of exterior exhibit space and surrounding landscape modifications. Tracy Aviary is located in Liberty Park, a Landmark Site.

RECOMMENDATION: As outlined in the analysis and findings in this staff report, it is Planning Staff's opinion that with conditions imposed, the proposed new construction meets the applicable standards of approval and therefore, recommends the Historic Landmark Commission approve the request with conditions.

MOTION (consistent with Staff Recommendation):

Based on the analysis and findings listed in this staff report, testimony and the proposal presented, I move that the Historic Landmark Commission approve the request for a Certificate of Appropriateness for New Construction, petition PLNHLC2016-00881, with the following condition of approval:

1. Work with Salt Lake City's Urban Forester on removal of any trees, and any proposed new tree plantings.

ATTACHMENTS:

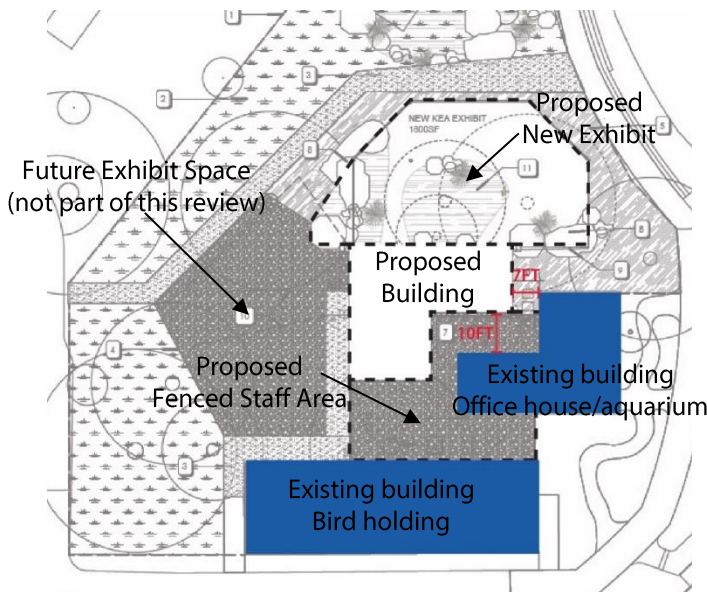
- A. [Vicinity Map](#)
- B. [Site Plans and Elevations](#)
- C. [Site Photographs](#)
- D. [Liberty Park Nomination Forms](#)
- E. [Historic Photo](#)
- F. [Existing Conditions](#)
- G. [Analysis of Standards](#)
- H. [Public Process and Comments](#)
- I. [Motions](#)

BACKGROUND

Tracy Aviary is located within Liberty Park at 589 E 1300 South. Liberty Park is a Landmark Site and also listed on the National Register of Historic Places. Liberty Park is significant as one of the earliest and largest urban parks in Utah. Originally purchased by Salt Lake City in 1881 from the estate of Brigham Young, it is Utah's best example of the "central park." Tracy Aviary is America's oldest and largest bird park and has been open to the public since 1938.

Landmark Sites are of exceptional importance to the City and have been locally designated for their historic, cultural, archaeological, or architectural significance and for their role in helping create Salt Lake City's character. Tracy Aviary and its contents are "features" of the Landmark Site, Liberty Park, and as a result, design and review authority of all new construction, as well as modifications to existing structures is under the purview of the Historic Landmark Commission.

In June of 2016, the Historic Landmark Commission reviewed and approved plans for New Construction of an indoor/outdoor event venue in approximately the same location as this new exhibit is proposed, however the Aviary's plans have since changed and the current request is to build the KEA exhibit in this location.



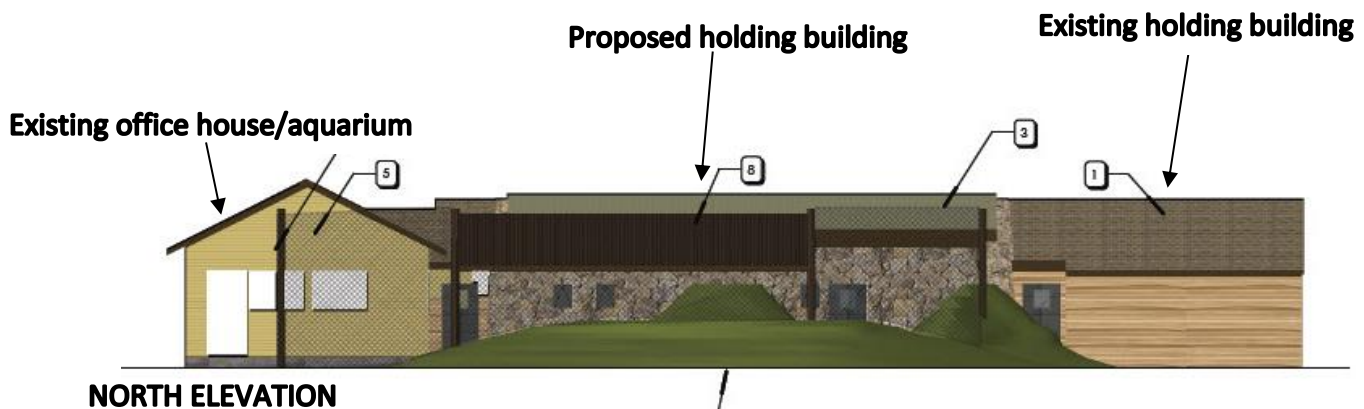
PROJECT DESCRIPTION

Tracy Aviary is requesting approval for new construction of an exhibit that will feature Keas from New Zealand. The proposal includes a holding structure to serve the exhibit that is approximately 1000SF, and 1800SF of exterior exhibit space and surrounding landscape modifications. The new exhibit is directly adjacent to an existing historically contributing building referred to as the "office house/aquarium" building as well as an existing bird holding building.

The proposed new structure that will serve as a holding building for the exhibit is situated in an L shape and location that mirrors the existing historic office house/aquarium building. There is a distance of approximately 7 feet from the east elevation of the proposed new structure and the office house/aquarium building, and a distance of 10 feet between the structures on the south elevation of the proposed structure (see site plan pictured to the right). A 7 foot tall cedar fence is

proposed to enclose a staff area between the proposed structure, the existing bird holding building and the existing office house. The proposed holding building has planted sloped roof with a maximum building height of 14 feet 4 inches.

The proposed exterior materials consist of stone, prefinished metal, painted steel posts, and mesh that is similar to the material used for other exhibits within the Aviary. The painted steel supports have a maximum height of approximately 13 feet 6 inches.



The request also includes 1800 SF of exterior exhibit space and landscape modifications. The project narrative provided by the applicant indicates the proposal is designed to blend in with the landscape, emphasizing the natural setting rather than the building. This is accomplished with berms, boulders and plantings to create a screened staff area between the proposed structure and the existing office house. The proposed landscaping modifications include grade changes that would increase the topography of certain areas of the proposed site a maximum of approximately 7 feet.

The applicant is proposing to remove 5 trees to accommodate the proposal, and new trees and vegetation will be planted in other areas throughout the Aviary as determined by Tracy Aviary's replanting program and the City's Urban Forester from SLC are sought. The Aviary will work with the City's Urban Forester to establish an acceptable replanting plan, which will add diversity of ages and species to the trees within the Aviary.

Discussion & Findings

Staff finds that scale, height and mass of the proposed structure are compatible with the surrounding architecture in the Tracy Aviary as well as the adjacent historic office house/aquarium structure. The height of the office house is approximately 16 feet and the existing holding building is approximately 14 feet in height. The most prominent public view of the existing and proposed buildings is the north elevation, which is one of the first views seen upon crossing the entry bridge from the main entrance to Tracy Aviary.

The proposed new construction and exterior exhibit space is slightly setback to the west from the historic structure and is situated in a way that articulates a separation from the historic structure. The proposed materials are modern in design which is consistent with the eclectic nature of existing structures, buildings and exhibits within the site, and also provides a unique contrast between historic and new structures. The design of the structure is suited for the unique use for which it will be employed, and allow for better function in regards to transporting birds. Currently, the west elevation of the historic office house/aquarium building is visible public pedestrian paths within the Aviary, however the proposed new construction and exterior exhibit space will be built around the west elevation, and the west elevation of the historic office house/aquarium building would no longer be readily visible from the west elevation. Although this view of the office house/aquarium building will no longer be readily visible, Staff is of the opinion the more prominent facades (north and east elevations) are being preserved and the proposal does not modify the historic structure and the historic integrity of the building is maintained.



North view of office house/aquarium building



Existing west view of office house/aquarium building



Proposed west elevation

KEY ISSUES:

The key issues listed below have been identified through the analysis and review of the project.

Issue 1: Loss of Trees - *resolved*

The applicant is proposing to remove 5 trees to facilitate the new construction. With the exception of the area where the holding building and exterior exhibit space are proposed, there is not much more open/buildable area within the Aviary. In 1999, the City initiated the “Liberty Park Landscape Scoping Project” the purpose of which was to recommend in detail the repairs and renovations needed to restore Liberty Park. The plan specifically addressed site furnishings, architectural elements, activities, neighborhood impacts, management operations and landscape. With regard to the trees in the Park, the project stated:

“The Park trees are one of the most valued elements of the Park. Removing trees and not replacing them is not acceptable, so a tree replacement program is suggested as well as programs for planting new trees in areas where as older trees may one day need to be replaced.”

With regard to the historic nature of the trees, the project states:

“Trees are a very sensitive issue in the Park, and everything should be done to preserve and protect as many of them as possible. Most of them are mature and need routine maintenance procedures designed to secure their longevity. Trees that are hazardous need to be removed. Almost all of the mature trees need to be pruned to remove dead wood, structurally unsound branches and other conditions that are not conducive to healthy trees. The important landscape elements of the Park such as the alley of trees along the 600 East pedestrian promenade, the evergreen arcs behind the Seven Canyons Fountain, and the perimeter street trees are historic landscape elements. They are part of the original planting design. They require special consideration to ensure their long-term survival in the Park.”

In 1978, the park was successfully nominated for inclusion onto the National Register of Historic Places. In that nomination, the Aviary and trees were discussed as follows:

“Originally the Park included several pavilions, a bandstand, a small lake and several informally landscaped walkways. With the large oval road and central axis road and these informal planted areas, the Park combined a formal plan with the then popular style of picturesque Victorian garden design.”

“The Park has experienced the problems of many large urban parks, especially the addition of uses not compatible with the original passive recreation of the Park. These include an aviary, a small zoo, tennis courts, a small building which serves as a police radio transmission station and a carnival. The large size of the Park minimizes the impact of most of these uses”

Discussion & Findings

It is clear that trees are a significant and historic component of the Park, that significantly contribute to an individual's overall enjoyment of the Park. The historic planting pattern of the Park includes:

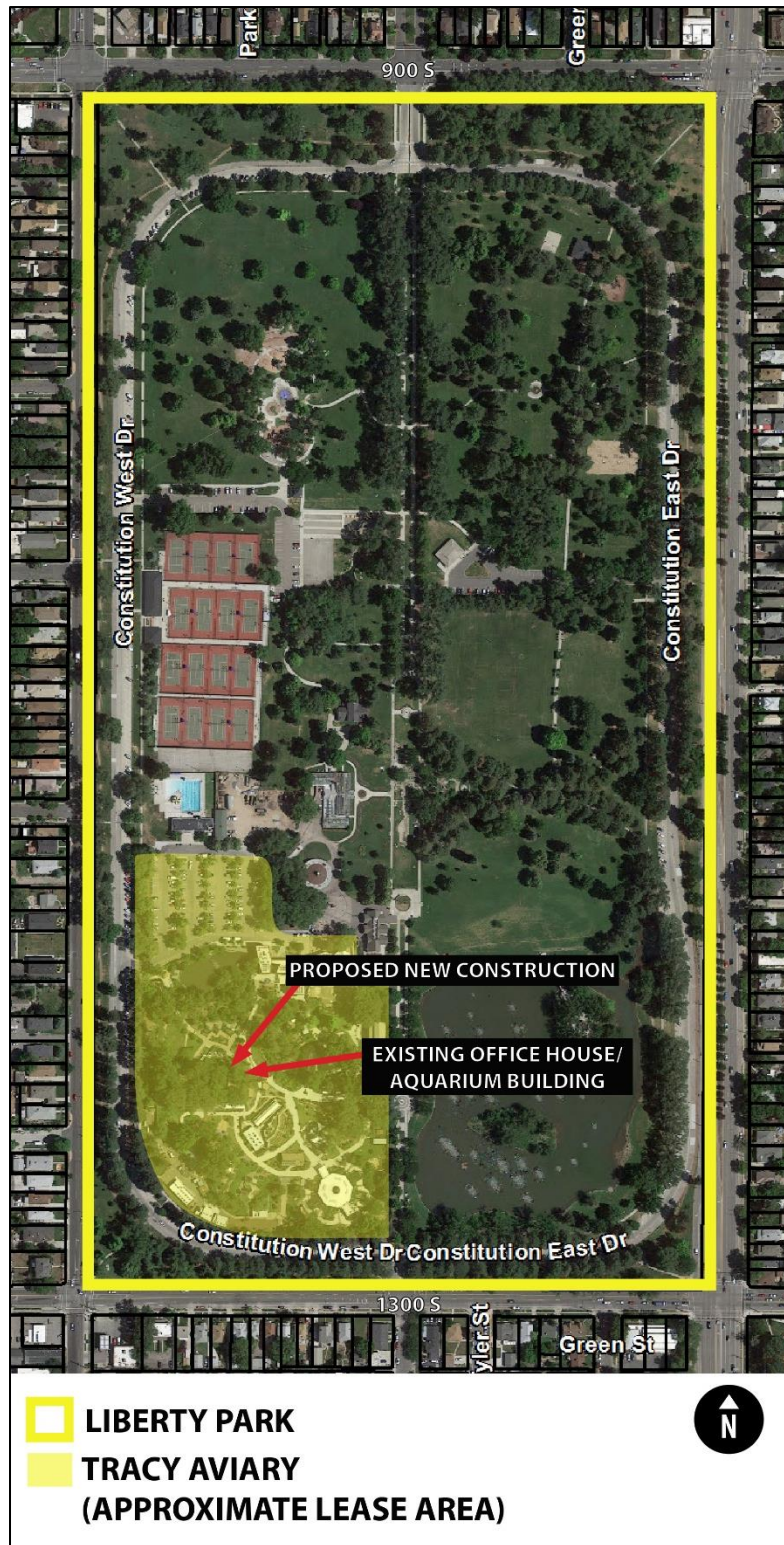
- The row of trees along the 600 East pedestrian corridor
- The perimeter of the Park
- The evergreen arc behind the 7 Canyons Fountain

Trees that are not part of these three Park components are considered contributory as a whole to overall landscape of the Park, but not individually. The 1997 plan states that if any tree is removed, it should be replaced. Finally, all tree related activity should be carried out under the supervision of the Salt Lake City Urban Forester. Nonetheless, the planted environment of the Aviary with its wooded areas, waterways and pedestrian walkways is significant. As a result, the removal of individual trees may be appropriate in the Aviary, provided they are replaced and the overall planted environment is preserved. The proposed Master Plan Concepts for Tracy Aviary include working with Salt Lake City's Urban Forester in regards to new tree and vegetation plantings. Staff is of the opinion this issue is resolved.

NEXT STEPS:

If the project is approved subject to any conditions recommended, the applicant may proceed with the project as identified and will be required to obtain all necessary permits and approvals. If the Commission disagrees with Staff's recommendation and the project is denied, the applicant would not be issued a Certificate of Appropriateness for the proposed New Construction and any new proposal would require a new application.

ATTACHMENT A: VICINITY MAP



ATTACHMENT B: SITE PLANS AND ELEVATIONS



Tracy Aviary's Kea Exhibit

Major Alteration & New Construction Application
November 7, 2016

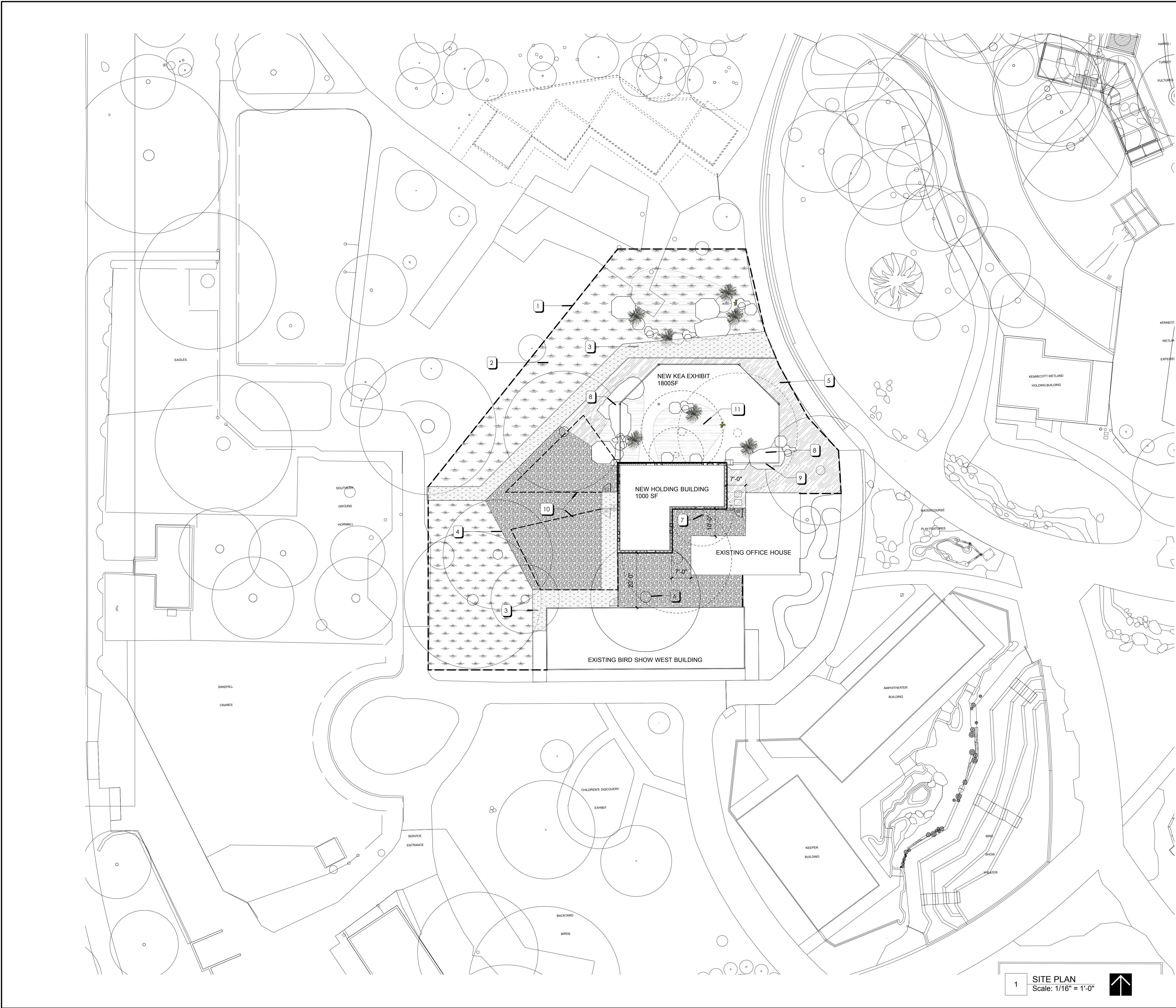
Project Description:

Tracy Aviary is proposing new construction of a holding building to serve a new exhibit housing Keas from New Zealand. The project includes: 1000 s.f. structure and 1800 of exterior exhibit as well as surrounding landscape improvements.

The proposed project addresses the scale and massing of existing adjacent structures, namely the Office House and Bird Program Holding buildings. Keas are a dynamic and engaging species. Located as the first exhibit seen upon crossing the main entry bridge, the exhibit will enhance the visitor's experience.

The exhibit is designed to blend in with the landscape, emphasizing the natural setting rather than the building. This is accomplished with berms, boulders and plantings and is tucked in behind the existing Office House, creating a screened staff area between the two.

Materials include stone, pre-finished metal, painted steel posts, and zoo mesh, similar to the materials used for the Macaw exhibit located in the central part of the Aviary. A planted roof further serves to blur the lines between building and landscape.



SITE PLAN KEYED NOTES

- 1. PROJECT BOUNDARY
- 2. NEW TURF GRASS AND IRRIGATION - APPROX. 5,000 SF
- 3. NEW CONCRETE PATH TO MATCH EXISTING - APPROX. 1,300 SF
- 4. GRAVEL SURFACE - APPROX. 3,000 SF
- 5. MULCH AND PLANTINGS - APPROX. 1,500 SF
- 6. EXISTING TREE TO REMAIN - PROVIDE NECESSARY PROTECTION DURING CONSTRUCTION
- 7. DASHED TREES TO BE REMOVED AND RE-PLANTING PLAN ESTABLISHED WITH SLC URBAN FORESTER
- 8. LANDSCAPE BOULDERS TO TAPER FROM 0" TO 5' HIGH AT BUILDING
- 9. MESH EXHIBIT ENCLOSURE ABOVE BOULDERS
- 10. POTENTIAL PHASE II EXHIBITS TO BE ADDED IN THE FUTURE, PROPOSED HOLDING BUILDING WILL ACCOMMODATE NEEDS FOR THESE FUTURE SPECIES SO NO ADDITIONAL BUILDING SPACE IS ANTICIPATED.
- 11. LANDSCAPE BOULDERS TO TAPER FROM 0" TO 6' HIGH AT BUILDING

SITE CONSTRUCTION

- A. THE OWNER AND ARCHITECT SHALL APPROVE THE SITE LAYOUT PRIOR TO DIGGING THE FOOTINGS.
- B. THE CONSTRUCTION AREA AND ACCESS TO THE CONSTRUCTION AREA SHALL BE AS SMALL AS REASONABLE TO FACILITATE CONSTRUCTION. THIS AREA IS TO BE CLEARLY DEMARCATED AND ROPED OFF TO PREVENT ANY DESTRUCTION OF NATURAL TERRAIN OUTSIDE OF CONSTRUCTION AREA BY CONSTRUCTION VEHICLES.
- C. PROVIDE NECESSARY PRECAUTIONS TO PREVENT SOIL EROSION.
- D. TREE STUMPS AND ALL DEAD FOLIAGE SHOULD BE FULLY REMOVED FROM AROUND AND UNDER THE BUILDING SITE AND DISPOSED OF OFFSITE SO THAT THEY DO NOT ATTRACT TERMITES AND OTHER PESTS.
- E. WATER SHALL HAVE POSITIVE DRAINAGE AWAY FROM THE BUILDING AT ALL POINTS ALONG ITS PERIMETER. GROUND SHALL SLOPE AWAY AT A MINIMUM OF 5% AND SOIL USED TO GRADE AROUND THE BUILDING SHALL BE OF IMPERVIOUS NATURE WITH HIGH CLAY CONTENT.
- F. ALL CANALS, SCUPPERS, AND DOWNSPOUTS SHALL HAVE SPLASH BLOCKS AND AN ADEQUATE DRAINAGE PATH AWAY FROM BUILDING.
- G. OBTAIN TOPSOIL FROM LOCAL SOURCES. NO TOPSOIL SHALL BE OBTAINED FROM BOGS OR MARSHES.
- H. TOPSOIL AND LARGE BOULDERS SHALL BE STOCKPILED FOR FUTURE USE BY THE OWNER.
- I. THE OWNER AND ARCHITECT SHALL DETERMINE WHICH TREES ARE TO BE TRANSPLANTED OR MAINTAINED DURING CONSTRUCTION. ALL TREES DESIGNATED FOR REMOVAL SHALL BE MARKED FOR REVIEW BY THE OWNER OR ARCHITECT.
- J. FOOTINGS SHALL BEAR ON FIRM UNDISTURBED SOIL.
- K. USE A BARRIER CLOTH UNDER EXTERIOR WALKWAYS TO PREVENT OVERGROWTH. PROTECT EXISTING TREES AND VEGETATION, WHICH ARE TO REMAIN. REPAIR OR REPLACE ANY DAMAGED VEGETATION OR TERRAIN THAT IS INDICATED TO BE PROTECTED OR IS MORE THAN EIGHT FEET FROM THE EDGE OF ANY SPECIFIED CONSTRUCTION AREA.



TRACY AVIARY'S KEA EXHIBIT
HLC SUBMITTAL
589 EAST 1300 SOUTH
SALT LAKE CITY, UTAH

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THE DRAWING, THE DESIGN INDICATED THE
FORM AND THE ARRANGEMENTS ARE THE
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OF THE CLIENT OR OTHER PARTIES WITHOUT
THE REVIEW AND WRITTEN APPROVAL OF
THE DESIGN PROFESSIONAL SHALL BE AT
THE RISK OF THE CLIENT. THE DESIGN
PROFESSIONAL SHALL BE RESPONSIBLE FOR
THE DESIGN AND CONSTRUCTION OF THE
PROJECT. THE CLIENT AGREES TO DEFEND, INDEMNIFY
AND HOLD THE DESIGN PROFESSIONAL
HARMLESS FROM ALL CLAIMS, DAMAGES,
LOSSES, EXPENSES AND ATTORNEY'S FEES
ARISING OUT OF OR MODIFICATION OR REUSE OF THESE
MATERIALS.

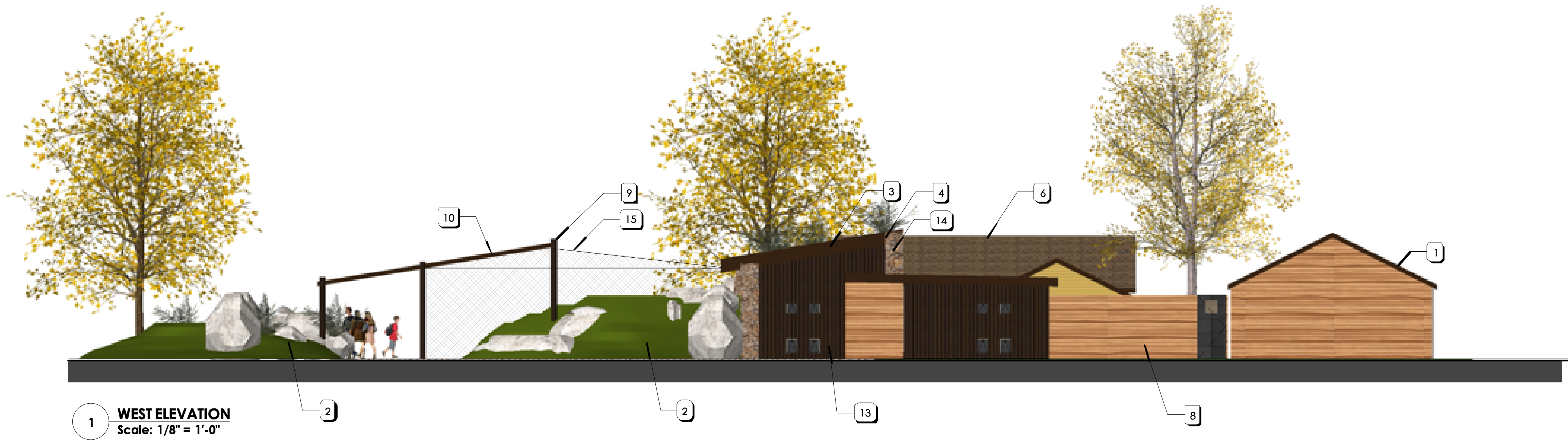
THE GENERAL CONTRACTOR AND/OR ALL
SUB CONTRACTORS WORKING FROM THESE
PLANS AND SPECIFICATIONS ARE NOT TO
CONTACT THE ARCHITECT OR HER
REPRESENTATIVE REGARDING
MEASUREMENTS, IF SUCH MEASUREMENTS
DO NOT APPEAR CORRECT, ADD UP
PROPERTY OR SCALE CORRECTLY TO THE
PROJECT SIZE.

DATE
12.01.20

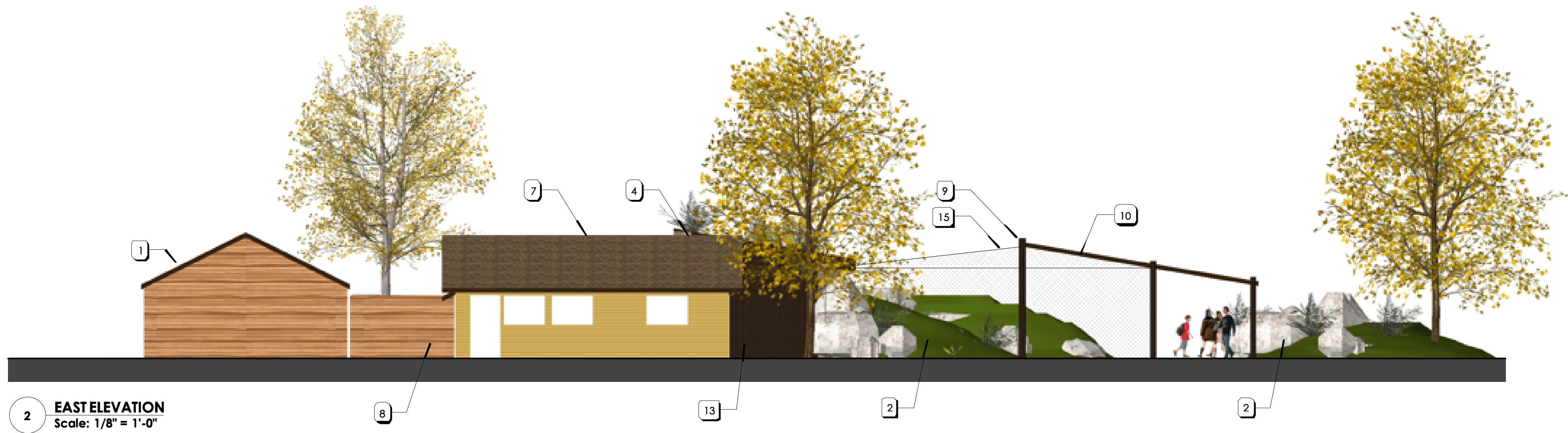
REVISIONS

SITE PLAN

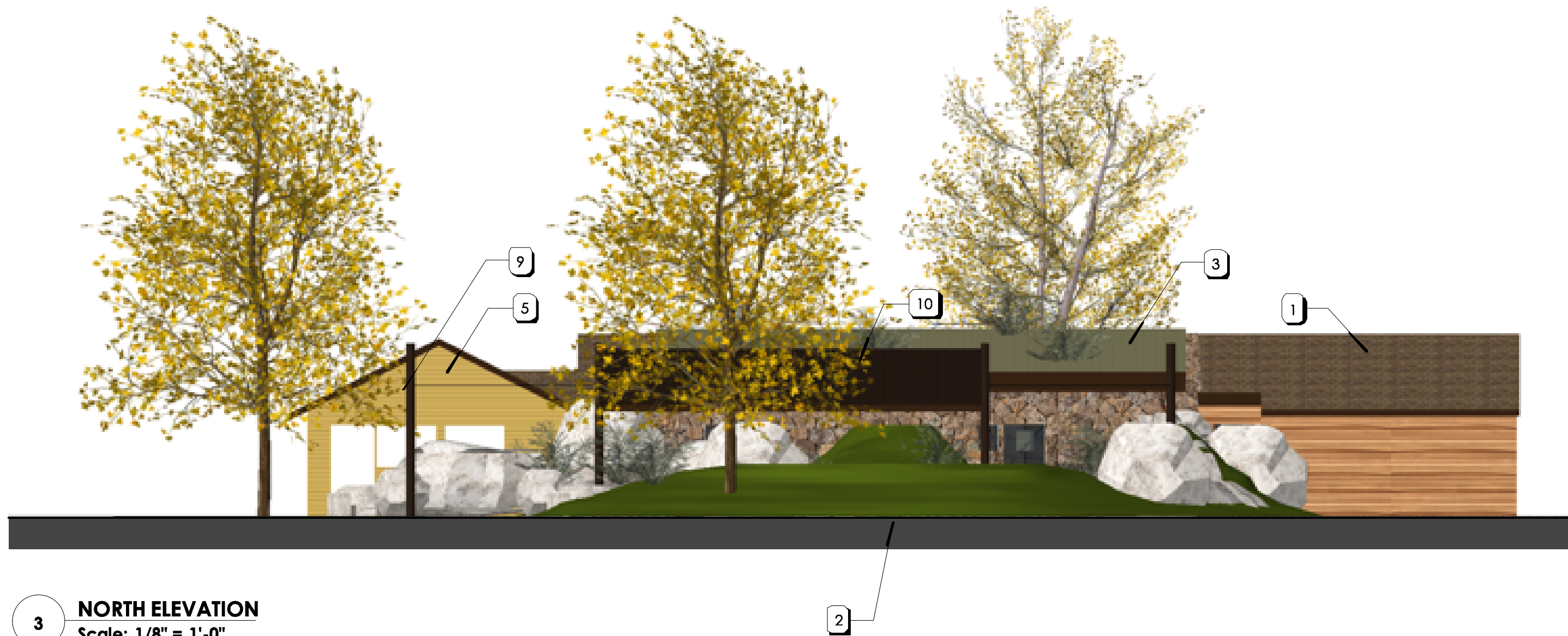
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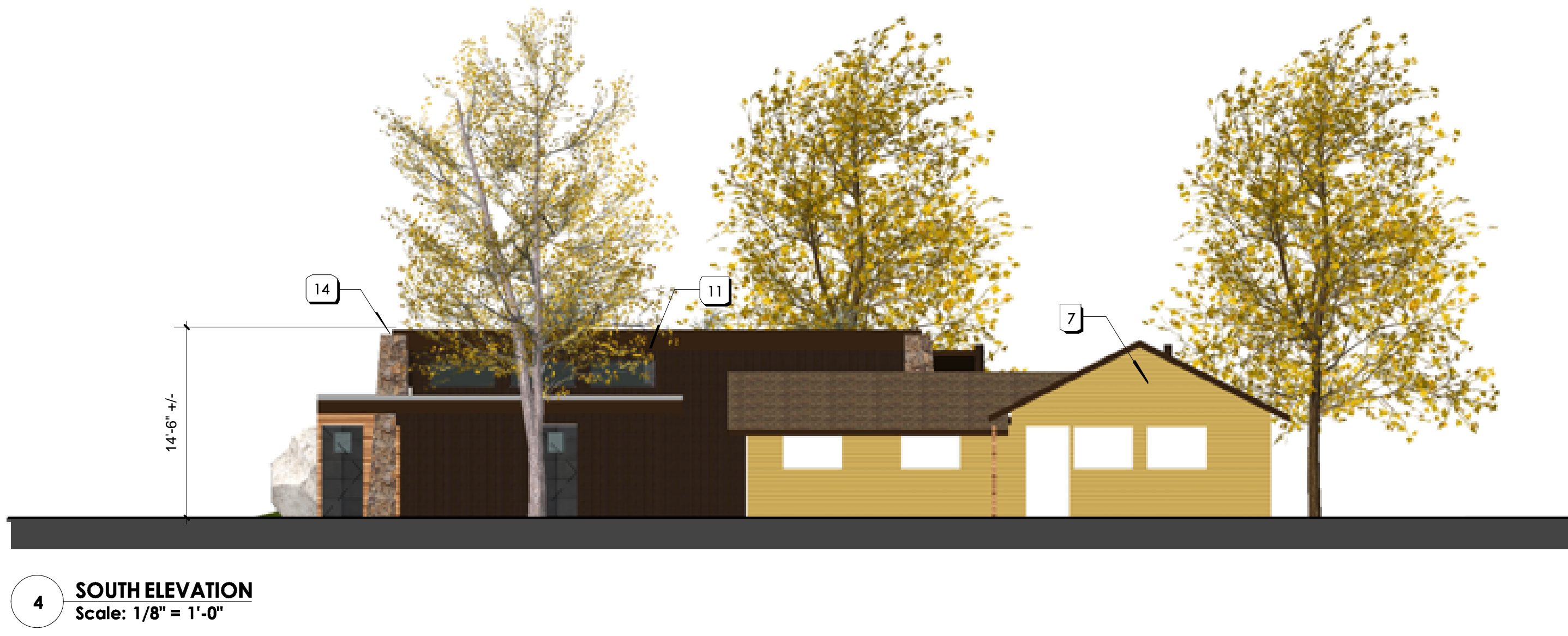
1 WEST ELEVATION
Scale: 1/8" = 1'-0"



2 EAST ELEVATION
Scale: 1/8" = 1'-0"



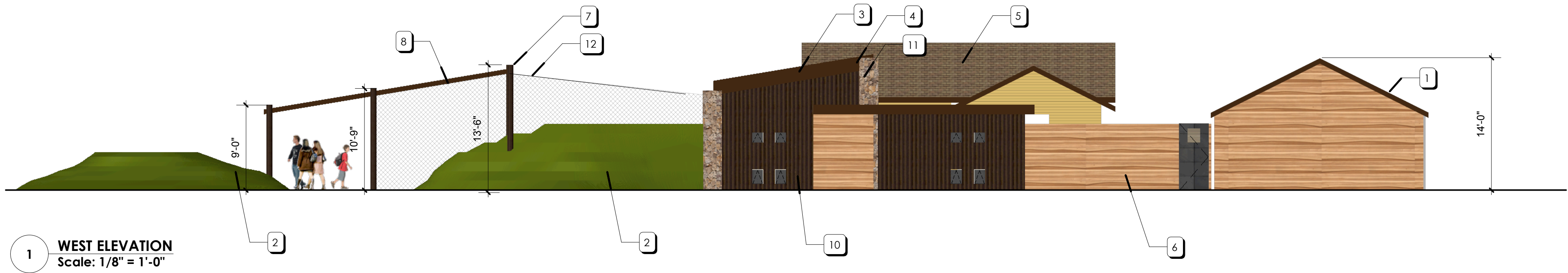
3 NORTH ELEVATION
Scale: 1/8" = 1'-0"



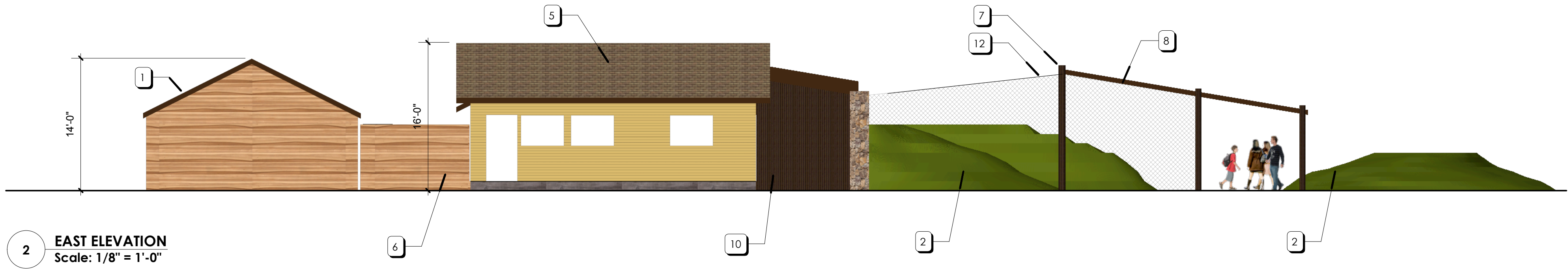
4 SOUTH ELEVATION
Scale: 1/8" = 1'-0"

- KEYED NOTES
1. EXISTING BIRD PROGRAM HOLDING BUILDING
 2. LANDSCAPE BERM
 3. LIVING ROOF
 4. PREFINISHED METAL FASICA TYPICAL
 5. EXISTING OFFICE HOUSE
 6. EXISTING OFFICE HOUSE BEYOND
 7. EXISTING OFFICE
 8. NEW CEDAR FENCE TO MATCH EXISTING
 9. PAINTED STEEL MESH SUPPORTS
 10. PREFINISHED METAL AWNING
 11. CLERESTORY WINDOWS INTO HOLDING AREA
 12. N/A
 13. PREFINISHED METAL SIDING
 14. STONE PIER CORNERS
 15. ZOO MESH ENCLOSURE

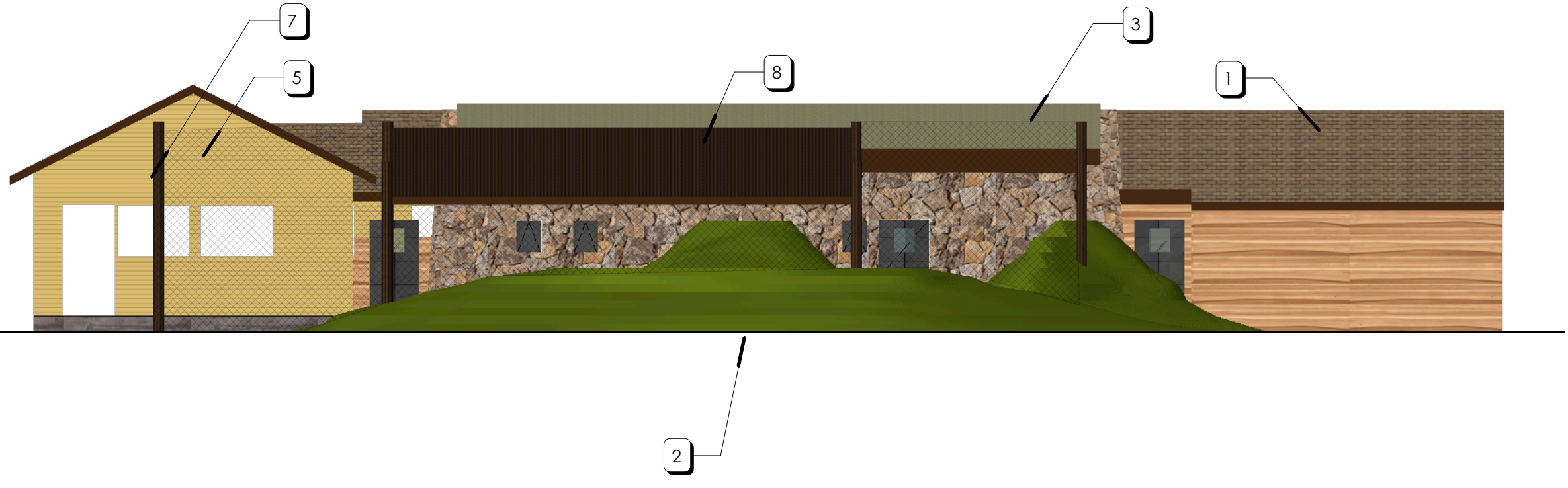
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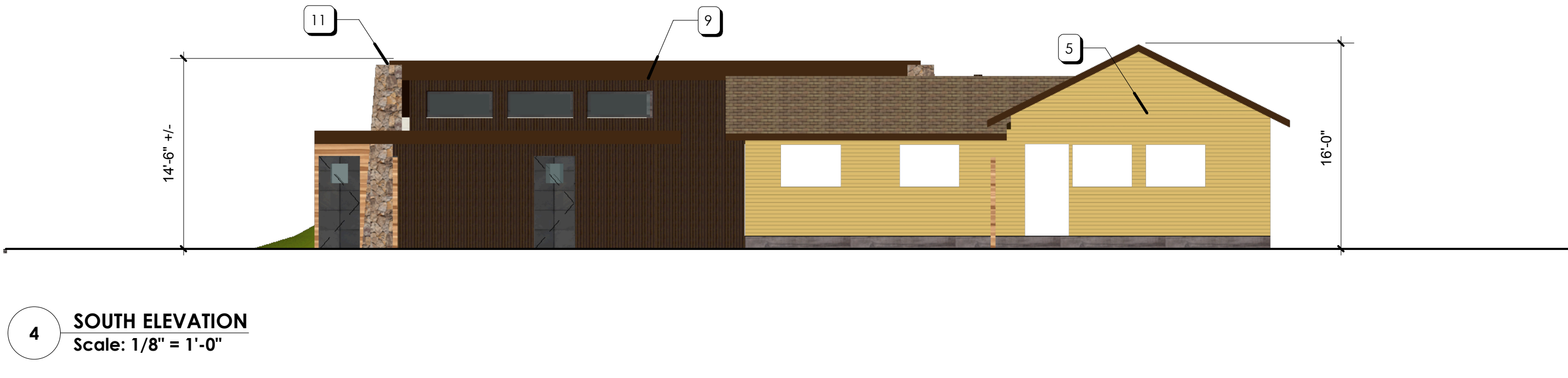
1 WEST ELEVATION
Scale: 1/8" = 1'-0"



2 EAST ELEVATION
Scale: 1/8" = 1'-0"



3 NORTH ELEVATION
Scale: 1/8" = 1'-0"



4 SOUTH ELEVATION
Scale: 1/8" = 1'-0"

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OF THE CLIENT OR OTHER PARTIES WITHOUT
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THE DESIGN PROFESSIONAL SHALL BE AT THE
RISK OF THE CLIENT. THE DESIGN
PROFESSIONAL SHALL BE RESPONSIBLE FOR
THE DESIGN AND THE ARRANGEMENTS
AND HOLD THE DESIGN PROFESSIONAL
HOLDERS FROM ALL CLAIMS, DAMAGES,
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ATTORNEY'S FEES ARISING OUT OF
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REPRESENTATIVE REGARDING
MEASUREMENTS. IF SUCH MEASUREMENTS
DO NOT APPEAR CORRECT, AS-BUILT
PROPERTIES OR SCALE CORRECTLY TO THE
INDICATED SIZE.

DATE

12.01.20

REVISIONS

EXTERIOR
ELEVATIONS

A2.0

ATTACHMENT C: SITE PHOTOS



View of office house/aquarium building (north elevation) as seen upon crossing the pedestrian bridge from the main entrance.



Existing conditions where new construction of the Kea exhibit is proposed. Existing office house/aquarium building and existing holding building seen in the background. View looking east.



Location where new construction of the Kea exhibit is proposed. Office house/aquarium building seen in the background. View looking east



View of office house/aquarium building (north elevation) as seen upon crossing the pedestrian bridge near the main entrance.



Panoramic view of existing conditions of the office house/aquarium building and area where the new construction is proposed. View looking west



East elevation of the office house/aquarium building

ATTACHMENT D: LIBERTY PARK NOMINATION

**United States Department of the Interior
Heritage Conservation and Recreation Service**

**National Register of Historic Places
Inventory—Nomination Form**

See instructions in *How to Complete National Register Forms*
Type all entries—complete applicable sections

For HCRS use only

received JAN 23 1980
date entered DEC 11 1980

1. Name

historic Liberty Park

and/or common

2. Location

street & number Bounded by Fifth East, Seventh East, Ninth South
and Thirteenth South Streets _____ not for publication

city, town Salt Lake City _____ vicinity of _____ congressional district _____

state Utah code 049 county Salt Lake code 035

3. Classification

Category	Ownership	Status	Present Use	
<input type="checkbox"/> district	<input checked="" type="checkbox"/> public	<input checked="" type="checkbox"/> occupied	<input type="checkbox"/> agriculture	<input type="checkbox"/> museum
<input type="checkbox"/> building(s)	<input type="checkbox"/> private	<input type="checkbox"/> unoccupied	<input type="checkbox"/> commercial	<input checked="" type="checkbox"/> park
<input type="checkbox"/> structure	<input type="checkbox"/> both	<input type="checkbox"/> work in progress	<input type="checkbox"/> educational	<input type="checkbox"/> private residence
<input checked="" type="checkbox"/> site	Public Acquisition	Accessible	<input type="checkbox"/> entertainment	<input type="checkbox"/> religious
<input type="checkbox"/> object	<input type="checkbox"/> in process	<input type="checkbox"/> yes: restricted	<input type="checkbox"/> government	<input type="checkbox"/> scientific
	<input type="checkbox"/> being considered	<input checked="" type="checkbox"/> yes: unrestricted	<input type="checkbox"/> industrial	<input type="checkbox"/> transportation
		<input type="checkbox"/> no	<input type="checkbox"/> military	<input type="checkbox"/> other:

4. Owner of Property

name Salt Lake City Corporation

street & number City and County Building

city, town Salt Lake City _____ vicinity of _____ state Utah

5. Location of Legal Description

courthouse, registry of deeds, etc. Salt Lake City and County Building, County Recorder's Office

street & number City and County Building

city, town Salt Lake City _____ state Utah

6. Representation in Existing Surveys

title Utah State Historic Sites Inventory has this property been determined eligible? ☐ yes ☐ no

date 1978 ☐ federal ☒ state ☐ county ☐ local

depository for survey records Utah State Historical Society

7. Description

Condition

☐ excellent
☒ good
☐ fair

☐ deteriorated
☐ ruins
☐ unexposed

Check one

☐ unaltered
☒ altered

Check one

☒ original site
☐ moved date _____

Describe the present and original (if known) physical appearance

Liberty Park is one of the largest urban parks in Utah. It includes an area of 110 acres, from Ninth South to Thirteenth South and from Fifth East to Seventh East streets. The original vehicular circulation is basically intact, including a large oval loop road and a central axis road running from north to south on the line of Sixth East Street. The park includes the building and grounds of the Isaac Chase Mill, built in 1852 (National Register).

Originally the park included several pavillions, a bandstand, a small lake and several informally landscaped walkways. With the large oval road and central axis road and these informal planted areas, the park combined a formal plan with the then popular style of picturesque Victorian garden design.

The park has experienced the problems of many large urban parks, especially the addition of uses not compatible with the original passive recreation of the park. These include an aviary, a small zoo, tennis courts, a small building which serves as a police radio transmission station and a carnival. The large size of the park minimizes the impact of most of these uses.

Beginning in the 1970's, the city and the neighborhood association have been working on a master plan to remove the most incompatible uses and restore some elements of the original park design. These are expected to include the removal of the carnival, the regrading of the lake and the removal of most of its concrete edging, the renovation or reconstruction of a bandstand, and additional landscaping.

8. Significance

Period	Areas of Significance—Check and justify below			
<input type="checkbox"/> prehistoric	<input type="checkbox"/> archeology-prehistoric	<input checked="" type="checkbox"/> community planning	<input checked="" type="checkbox"/> landscape architecture	<input type="checkbox"/> religion
<input type="checkbox"/> 1400–1499	<input type="checkbox"/> archeology-historic	<input type="checkbox"/> conservation	<input type="checkbox"/> law	<input type="checkbox"/> science
<input type="checkbox"/> 1500–1599	<input type="checkbox"/> agriculture	<input type="checkbox"/> economics	<input type="checkbox"/> literature	<input type="checkbox"/> sculpture
<input type="checkbox"/> 1600–1699	<input type="checkbox"/> architecture	<input type="checkbox"/> education	<input type="checkbox"/> military	<input checked="" type="checkbox"/> social/
<input type="checkbox"/> 1700–1799	<input type="checkbox"/> art	<input type="checkbox"/> engineering	<input type="checkbox"/> music	<input type="checkbox"/> humanitarian
<input checked="" type="checkbox"/> 1800–1899	<input type="checkbox"/> commerce	<input type="checkbox"/> exploration/settlement	<input type="checkbox"/> philosophy	<input type="checkbox"/> theater
<input type="checkbox"/> 1900–	<input type="checkbox"/> communications	<input type="checkbox"/> industry	<input type="checkbox"/> politics/government	<input type="checkbox"/> transportation
		<input type="checkbox"/> invention		<input type="checkbox"/> other (specify)

Specific dates

Builder/Architect

Statement of Significance (in one paragraph)

Liberty Park is significant as one of the earliest and largest urban parks in Utah. Originally purchased by Salt Lake City in 1881 from the estate of Brigham Young, it is Utah's best example of the "central park." It documents the spirit of reform of the second half of the nineteenth century, when parks were seen as important factors in civilizing America's increasingly industrialized cities and improving the moral character of their inhabitants. Many American cities followed the pattern of New York City's Central Park, which was designed in the late 1850's. Liberty Park is laid out on the site of a mill and farm established by Isaac Chase (the Isaac Chase Mill is listed on the National Register).

Liberty Park was established on the site of the Isaac Chase Farm and Mill. Chase had been assigned a plot in the original "Big Field Survey" of 1847, which distributed farm plots to the first settlers of the Salt Lake Valley. Because of the mill and the large trees on the farm, it was locally known as Forest Park, the Locust Patch and the Mill Farm. The farm and mill were purchased by Brigham Young in 1860, who traded Chase for property in Centerville in Davis County, which Chase never occupied. Brigham Young reportedly expressed the desire that the property be purchased by the city "for the lowest price" after his death. On April 20, 1881, the city paid the Brigham Young estate \$27,500 for the farm.

Local newspapers reported that the "locust patch is the only grove within miles of the city and is located about three blocks from the First Ward street car tracks. This grove is large enough for all the purposes that can ever be required....The farm contains as much ground as will be needed for a park for Salt Lake in the next two generations at least, and there is so much that it will never be necessary to keep the grounds like a lawn, as would be the case were it but a ten acre block. The whole can be made to appear rural and rustic, can be sufficiently developed and still give ample room for picnics, for ponds, for walks, for driving and for all other purposes for which parks are used."

The dedication of the park was originally scheduled for July 4, 1881. Because of the assassination of President Garfield, the celebration was postponed. Although the city waited until the following summer for the dedication, they did not wait until the Fourth of July but instead had the celebration on June 17, 1882, the anniversary of the Battle of Bunker Hill.

9. Major Bibliographical References

Salt Lake Herald, July 2,3, 1881; June 14, 1882
Deseret Evening News, June 17, 1882
Daily Utah Chronicle, September 28, 1977
Utah State Historical Society, "Liberty Park" file

10. Geographical Data

UTM NOT VERIFIED

Acreeage of nominated property ca. 110 acres

ACREAGE NOT VERIFIED

Quadrangle name Salt Lake South, Sugarhouse

Quadrangle scale 1:24,000

UMT References

A

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4	5	1	1	1	3
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4	2	6	0	4	0
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B

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4	5	1	0	2	3
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4	2	6	0	3	0
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4	5	1	0	2	4
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4	2	6	4	8	0
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D

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4	5	1	1	1	2
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4	2	6	5	0	0
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E

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Verbal boundary description and justification

Boundaries of Liberty Park as originally purchased by Salt Lake City in 1881:
Fifth to Seventh East, Ninth to Thirteenth South Streets

List all states and counties for properties overlapping state or county boundaries

state	code	county	code
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state	code	county	code
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11. Form Prepared By

name/title Karl T. Haglund, Architectural Historian

organization Utah State Historical Society

date December 1979

street & number 307 West 200 South

telephone 801 533 6017

city or town Salt Lake City

state Utah

12. State Historic Preservation Officer Certification

The evaluated significance of this property within the state is:

☐ national ☒ state ☐ local

As the designated State Historic Preservation Officer for the National Historic Preservation Act of 1966 (Public Law 89-665), I hereby nominate this property for inclusion in the National Register and certify that it has been evaluated according to the criteria and procedures set forth by the Heritage Conservation and Recreation Service.

State Historic Preservation Officer signature

Melvin T. Smith

title Melvin T. Smith, State Historic Preservation Officer

date January 7, 1979

For HCERS use only

I hereby certify that this property is included in the National Register

Karl T. Haglund
Keeper of the National Register

date 12/11/79

Attest:

Chief of Registration

date

UNITED STATES DEPARTMENT OF THE INTERIOR
HERITAGE CONSERVATION AND RECREATION SERVICE

NATIONAL REGISTER OF HISTORIC PLACES INVENTORY -- NOMINATION FORM

FOR HCRS USE ONLY
RECEIVED JAN 23 1980
DEC 11 1980
DATE ENTERED

CONTINUATION SHEET

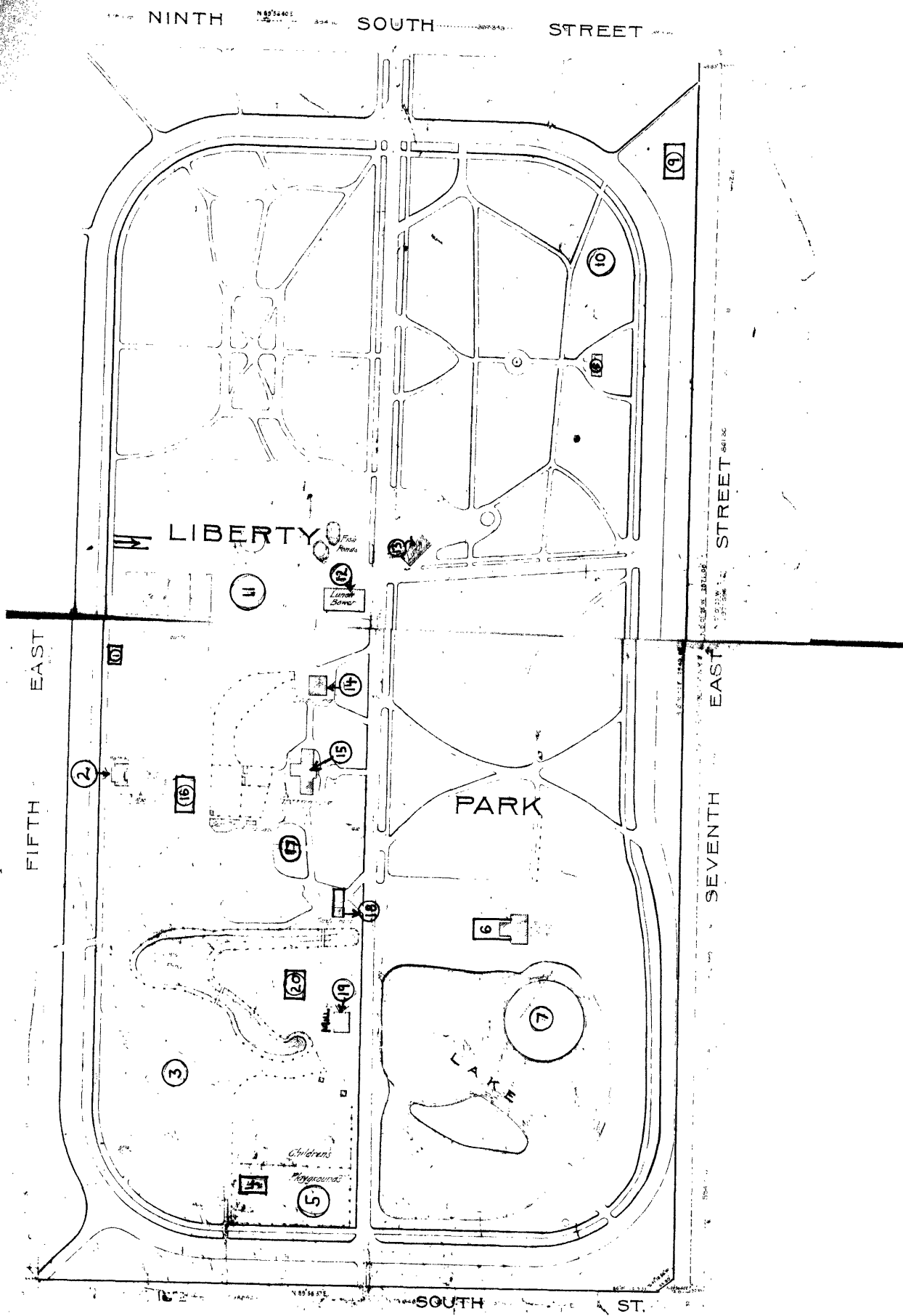
ITEM NUMBER 8 PAGE 1

The dedicatory procession formed at the City Hall and included Mayor Jennings, ex-mayor Little (who had presided over the purchase of the property), Wilford Woodruff and numerous other city, state, and Mormon Church officials. Music was provided by Croxall's Silver Band, the Union Glee Club and the Sixth Infantry Band. The remarks of the speakers reflected the popular importance of the new large park. Mr. Ben Sheeks concluded one of the orations by saying that the park "gives to the poor a feeling of interest in his country, and to the rich a satisfaction which ever follows the act of giving to those who needs. And who will say that the man, woman or child does not need the opportunity of enjoying a pleasant walk--of beholding the beauties of art or nature--even as they need bread. Let us ever remember that sometimes "the beautiful is as useful as the useful--perhaps more so."

A greenhouse was built in 1903, and tennis courts added about 1915. The large entrance piers at Sixth East and Ninth South were added in 1920. The bandstand was built about 1911, and a bandstand shelter added in 1949. A swimming pool was constructed in 1949. An appropriation for a zoo was made in 1914, and the zoo remained open until the establishment of the Hogle Zoo in 1931. Russell Tracy donated his collection of birds to the city in 1938, with appropriations for its construction matched by Tracy in 1938 and 1939.

A master plan has been proposed by the city, which plans to spend four million dollars during the next ten years improving the facilities and landscaping.

BLOCK 19, 5-ACRE PLAT A.



LIBERTY PARK
List of Sites

Key for Buildings Listed on Map

- **1. NOHP - Tennis Court Building
- 2. NOHP - Bathhouse for swimming pool
- *3. Contributory - Tracy Aviary--The Tracy Aviary is a collection of small frame buildings, screen shelters, and an occasional brick building which are not of the historic period, but like the other out of period buildings are compatible with the scale, massing, and materials of the majority of the park buildings. The whole complex contributes to the integrity of the park.
- 4. Contributory - Rest Room Facility
- 5. NOHP - Childrens Playhouse
- 6. Contributory - Bandstand and Picnic Shelter
- 7. Contributory - Pagoda
- 8. Contributory - Rest Room Facility
- 9. NOHP - Police Facility (Salt Lake City Police)
- 10. NOHP - Covered Picnic Shelter
- 11. NOHP - Covered Shelter
- 12. NOHP - Rest Room Facility
- 13. Contributory - Concession Stand
- 14. Significant - Isaac Chase House--The Isaac Chase house, built in 1853-1854, is significant as one of a limited number of two story, adobe, vernacular homes remaining from the early days of settlement in Salt Lake City. The adobe was plastered over, chimneys are set into each end of the gable roof, and there is a boxed cornice with returns, all elements of early folk design in Utah. The five bay facade is symmetrical. A door is set between pairs of nine over one light double hung sash windows. The door is reminiscent of Greek Revival types with side lights and a multi-paned transom. The glass has been painted over or replaced with another material. The second story of the facade has been obscured by the two story porch that spans the facade. Extending from the porch is a gable roof, two story porte-cochere. There is a one and one half story rear extension which has a gable roof, and boxed cornice similar to the original structure. There have been major changes to the fenestration on the south wall of the main building, and two single story shed roof extensions have been added to the north and south sides of the rear extension. The changes made to the house were done within the historic period, reflect the need for expansion and are irreversible. The original integrity of the house is still intact.
- 15. Contributory - Greenhouse Complex--Newer greenhouses which have been added are not of the historic period, but are compatible with the older structures.
- 16. NOHP - Maintenance Garage
- 17. NOHP - Amusement Park Complex
- 18. NOHP - Concession Stand
- 19. Significant - Chase Mill--The Chase Mill is significant as a two story adobe building with a frame clerestory, and red sandstone foundation. The adobe was laid in common bond, and appears to have a protective plastic finish at the present time. The projecting central section has a gable roof. It and the shed roof sections on the east and west are covered with wood shingles. Six over six double hung sash windows have

been used on the adobe section lining the east and west side walls, and set in the gable ends. There are six windows each with six lights that line the east and west sides of the clerestory. There are doors on each side of the mill, with the main entrance on the south end. A wooden fan-type of ornament with the founding date, 1852, centered beneath it on the south wall serves to indicate the primary facade of the building. (National Register)

20. NOHP - Maintenance facility

Buildings that date 1930 or earlier are considered to be within the historic period.

* Contributory - refers to buildings within the historic period which are sympathetic to the park setting in style, scale, massing, and building materials which have no particular architectural or historical significance.

** NOHP - refers to buildings which are not of the historic period, but which contribute to the character of the park and are compatible in scale, massing and materials. All of the buildings in Liberty Park so designated are low, ground hugging structures built in nondescript modern styles.

There are no buildings or structures in the park that are considered intrusions.

Debbie Temme
11/18/80

LIBERTY PARK
Capsule Histories of Significant Buildings

The Isaac Chase Mill

The Isaac Chase Mill was built between 1847-1852 by Frederick Kepler and/or Phares Wells, Sr., Architect for the mill was William Weeks. There are conflicting accounts concerning the builder(s) of the mill. The milling parts were brought across the plains in 1847 and the mill was built in various stages. The present building was built in 1852. Adobe for the mill were made in an area that was known as the Church farm. This area is now part of the Forest Dale Golf Club. Several smaller structures housed the mill parts prior to this building. The mill has been noted as the first grist mill and flour mill in Utah. In 1854, Brigham Young married Clarissa Ross Chase, a step-daughter of Isaac's. In that same year, Brigham Young and Isaac Chase became partners. By this time, Chase had acquired over 100 acres around the mill site. Chase was appointed superintendent, in charge of the building of mills throughout the LDS church. In 1860, Chase was given land in Centerville by Brigham Young in exchange for his holdings on the mill and adjacent properties. In 1871, John W. Young was listed as the manager of the mill in the Pacific Coast Directory. In 1881, the land and mill were sold to Salt Lake City for development of a park. During this time, some milling appears to have taken place but the mill eventually became used as a supply shed. By 1896, there were efforts to tear the mill down, but fortunately this was never done. The city began leasing the mill to the Daughters of the Utah Pioneers in 1933 for \$1.00 a year. The adobe and wood building began deteriorating and in 1970, restoration work started on the building. The building is now restored and open to the public in the summer months. The building is listed on the National Register of Historic Places.

The Isaac Chase House

The Isaac Chase House was built in 1853-1854 after the completion of the mill located to the south of the building. Prior to this, Chase and his family resided in a one-room structure on their lot in the Big Field. The house was built of adobe made in the adobe pits located in the area known then as Church Farm. This area is now incorporated in the area of the Forest Dale Golf Club. Isaac and his family resided there until 1860 when they moved to the family home located on State Street in Salt Lake City. He died there in 1861. The house was located in the property that Brigham Young acquired from Chase in exchange for some land in Centerville. George Ogden Chase, a son of Isaac built a house on the property in Centerville. The house was in possession of the Young Family until 1881 when the city purchased the property. After the city purchased the area that would become Liberty Park, the groundskeeper of the park resided there. The house is now used as a relic hall for the DUP at the present time and is open during the summer months.

ATTACHMENT E: HISTORIC PHOTO



From Tracy Aviary Scrapbook, Utah State Historical Society, 1938. West portion of the structure can be seen in the photo.



Office house/aquarium structure. Photo taken from relatively the same angle as historic photo above. West portion of the structure can be seen in the photo.

ATTACHMENT F: EXISTING CONDITIONS

Zoning Ordinance Standards for OS (21A.32.100)

The purpose of the OS open space district is to preserve and protect areas of public and private open space and exert a greater level of regulation over any potential redevelopment of existing open space areas. This district is appropriate in areas of the city where the applicable master plans support this type of land use.

OS Zoning Standards	Proposed	Compliance
Maximum Building Height: 35 ft. provided that for each foot of height in excess of 20 ft., each required yard and landscaped yard shall be increased 1 ft.	Maximum Proposed Height: 14 ft. 4 in.	Complies

ATTACHMENT G: ANALYSIS OF STANDARDS

H Historic Preservation Overlay District – Standards for Certificate of Appropriateness for New Construction (21A.34.020.H)

In considering an application for a Certificate of Appropriateness for new construction in a historic district, 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.

Design Guidelines for Historic Commercial Properties and Districts in Salt Lake City are the relevant historic design guidelines for this design review. The Design Objectives and related design guidelines are referenced in the following review where they relate to the corresponding Historic Design Standards for New Construction (21A.34.020.H), and can be accessed here: <http://www.slcdocs.com/historicpreservation/GuideCom/Ch13.pdf>

Standard	Analysis and Design Guideline Referenced	Finding
1. SCALE & FORM 1.a Height & Width: The proposed height and width shall be visually compatible with surrounding structures and streetscape;	<p>The new construction is located interior to the Aviary, and not readily visible from public areas of Liberty Park. The height of the proposed holding building is approximately 14' 6" and is adjacent to the historic office house/aquarium building which has a maximum height of approximately 16'. The width and design of the proposed structure is oriented to maintain the existing contours of the site. Staff is of the opinion the height and width of the proposed structure is visually compatible with the surrounding structure and site context.</p> <p><i>CDG 13.5 – The height of a new building design should reflect the established building scale of the setting and area.</i></p> <p><i>CDG 13.6 - The massing characteristics of the area should form the basis for the scale of new development.</i></p>	<u>Height & Width</u> Complies
1.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;	<p>The building design is largely influenced by its proposed use as a bird holding building. The proposed structure is appropriately scaled to be compatible with the surrounding structures and the site.</p> <p><i>CDG 13.7 - The street facade should appear similar in scale to the established scale of the current street block</i></p>	<u>Facade Proportion</u> Complies
1.c Roof Shape: The roof shape of a structure shall be visually compatible with the surrounding structures and streetscape;	<p>The proposed structure has a planted low slope roof which is compatible in terms of surrounding structures in this area of the Aviary that have sloped roofs as well as the existing adjacent structures.</p> <p><i>CDG 13.9 – The roof form should be an integral part of the building design and overall form of the building</i></p>	<u>Roof Shape</u> Complies
1.d Scale of a Structure: The size and mass of the structures shall be visually compatible with the size and mass of surrounding structures and streetscape.	<p>The proposed building is setback from the north façade of the office house and use of materials and landscaping helps to break up the overall visual mass of the combined grouping of existing and proposed structures. The planted roof further helps to cohesively tie together the building design and landscape while allowing for a contemporary design element that marks it as a product of its own time.</p> <p><i>CDG 13.8 - A new building should be designed to reinforce a sense of human scale.</i></p>	<u>Scale of a Structure</u> Complies

<p>2. COMPOSITION OF PRINCIPAL FACADES 2.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;</p>	<p>The architectural composition of the building is similar in design and materials to other display or holding buildings and utilitarian structures in the aviary. The architectural design is appropriate for its context/location and proposed use. The proposed windows are at a height that is visually compatible with the adjacent structures. Staff finds that the composition of the principal facades is compatible with the surrounding exhibit architecture in the Tracy Aviary.</p> <p><i>CDG 13.13 - The pattern and proportions of window and door openings should fall within the range associated with historic buildings in the area</i> <i>CDG 13.16 – Consider building designs that emphasize floor levels</i></p>	<p><u>Proportion of Openings</u> Complies</p>
<p>2.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;</p>	<p>The rhythm of solids to voids along the various facades is consistent with newer structures in the aviary. The netting material is designed to provide visitors with an unencumbered view of the birds. The design of the holding structure is suited for the unique use for which it will be employed, and is built in an unobtrusive way.</p> <p><i>CDG 13.14 – The ground floor level of a building should be designed to encourage pedestrian activity and provide visual interest</i></p>	<p><u>Rhythm of Solids to Voids</u> Complies</p>
<p>2.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;</p>	<p>The building entrance will only be utilized by staff of the Aviary, and is not a public entrance. The design of the proposed structure helps to blend together public and private spaces within the context of the Aviary. The appearance of the entrance of the office house aquarium building is retained with the proposal. The orientation of the building on the site as well as the use of berms, boulders and plantings help to create a screened area for Aviary Staff.</p> <p><i>CDG 13.15 – Design elements and details should be employed to integrate a new building with its setting.</i></p>	<p><u>Rhythm of Porch & Projections</u> Complies</p>
<p>2.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.</p>	<p>The context of this setting is very eclectic. The structures within the site span a number of styles and materials. There is a fairly wide range of materials across these buildings including stone, masonry, stucco, wood and steel. The proposed design successfully fuses materials with historic referents with more contemporary materials (prefinished metal). These allows for a building that is contemporary in styling, but with a creative use of material that ties back to its historic context.</p> <p><i>CDG 13.20 - Exterior building materials should be of a high quality and compatible with adjacent buildings</i> <i>CDG 13.21 - New alternative materials that are compatible in character to historical materials may be acceptable with appropriate detailing.</i></p>	<p><u>Relationship of Materials</u> Complies</p>

<p>3. RELATIONSHIP TO THE STREET</p> <p>3.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;</p>	<p>The proposed structure is in a central location of the Aviary and structures within the Aviary are designed for their specific use. The façade of the proposed structure is visually compatible with the diverse nature of the architecture in the Aviary as well as the existing adjacent structures.</p>	<p><u>Relationship to the Street – Walls of Continuity</u> Complies</p>
<p>3.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;</p>	<p>The proposed holding building is located directly adjacent to a historic structure known as the aquarium/office house building and existing bird holding building encloses the west portion of the existing building into a screened staff area. In terms of height, scale it is visually compatible with the historic building. In respect to the and open space between the structures and the proposed structures visual relationship with the historic building, Staff is of the opinion the enclosed area retains the historic structure while allowing for a functional screened area as needed for Aviary Staff as well as to serve the Kea exhibit.</p>	<p><u>Rhythm of Spacing & Structures on Streets</u> Complies</p>
<p>3.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;</p>	<p>The building is in the central portion of the Aviary and is sited to be visually compatible with pedestrian paths that surround the structure.</p> <p><i>CDG 13.16 – Consider building designs that emphasize floor levels</i> <i>CDG 13.17 – Canopies and awnings should be considered to emphasize the first floor entrance</i></p>	<p><u>Directional Expression</u> Complies</p>
<p>3.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.</p>	<p>The new holding building is located in the central portion of the Aviary. The existing visual prominence of the office house/aquarium as viewed from the Aviary's primary entrance is retained with the new proposed structure.</p> <p><i>CDG 13.16 – Consider building designs that emphasize floor levels</i> <i>CDG 13.17 – Canopies and awnings should be considered to emphasize the first floor entrance</i></p>	<p><u>Streetscape & Pedestrian Improvements</u> Complies</p>

<p>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).</p>	<p><u>Settlement Patterns & Neighborhood Character</u> The proposal will not change any property boundaries.</p>	<p><u>Subdivision of Lots</u> Not applicable</p>
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ATTACHMENT H: PUBLIC PROCESS AND COMMENTS

Public Notice, Meetings and Comments

The following is a list of public meetings that have been held, and other public input opportunities, related to the proposed project.

Notice of the public hearing for the proposal include:

- Notice mailed on December 22, 2016
- Agenda posted on the Planning Division and Utah Public Meeting Notice websites on December 22, 2016
- Public hearing notice posted on property December 23, 2016

Staff has received one public comment in opposition to the New Construction proposal (see comment on following page). Any comments received after the publication of this staff report will be forwarded to the Historic Landmark Commission.

Thompson, Amy

From: [REDACTED]
Sent: Tuesday, December 27, 2016 8:38 AM
To: Thompson, Amy
Subject: Case No. PLNHLC2016-00881

Dear Council Member Mendenhall:

I am writing to ask you to please veto the construction of yet another building in Tracy Aviary / Liberty Park. As you know, the city needs open space particularly as the city grows. Liberty Park is a jewel for everyone in the city as a close yet open space. The Aviary has already intruded into the park's original intent as open space so I am asking for your help in stopping the continual construction and further intrusions Tracy Aviary imposes on Liberty Park.

Thank you.

Jim Glenn
[REDACTED]

ATTACHMENT I: MOTIONS

MOTION (consistent with Staff Recommendation):

Based on the analysis and findings listed in this staff report, testimony and the proposal presented, I move that the Historic Landmark Commission approve the request for a Certificate of Appropriateness for New Construction, petition PLNHLC2016-00881, with the following condition of approval:

- 1. Work with Salt Lake City's Urban Forester on removal of any trees, and any proposed new tree plantings.**

Not Consistent with Staff Recommendation:

Based on the information, testimony and the proposal presented, I move that the Historic Landmark Commission deny the request for a certificate of appropriateness for the proposed New Construction at Tracy Aviary, petition PLNHLC2016-00881. (Commissioner then states findings based on Standards to support the motion):

- 1. Scale and Form:**
 - a. Height and Width
 - b. Proportion of Principal Facades
 - c. Roof Shape
 - d. Scale of a Structure
- 2. Composition of Principal Facades**
 - a. Proportion of Openings
 - b. Rhythm of Solids to Voids in Facades
 - c. Rhythm of Entrance Porch and Other Projections
 - d. Relationship of Materials
- 3. Relationship to Street**
 - a. Walls of Continuity
 - b. Rhythm of Spacing and Structures on Streets
 - c. Directional Expression of Principal Elevation
 - d. Streetscape and Pedestrian Improvements
- 4. Subdivision of Lots**