



Staff Report

PLANNING DIVISION COMMUNITY & NEIGHBORHOODS

To: Salt Lake City Historic Landmark Commission
From: Carl Leith, Senior Planner
801 535 7758 or carl.leith@slc.gov
Date: September 6, 2018
Re: **PLNHLC2016-00694 Xeriscape Landscape at approximately 1107 E. South Temple, Commodore Apartments**

PROPERTY ADDRESS: Commodore Apartments, 1107 E. South Temple
PARCEL ID: 0932459013
HISTORIC DISTRICT: South Temple Historic District
ZONING DISTRICT: H Historic Preservation Overlay District. RMF-35 (Moderate Density Multi-Family Residential District)
MASTER PLAN: Greater Avenues Community Master Plan
DESIGN GUIDELINES: Residential Handbook and Design Guidelines

REQUEST: Xeriscape Landscape at 1107 E. South Temple, Commodore Apartments – A request by Ira Ashton, The Lawn Guys, on behalf of owners Commodore Apartments LLC, to xeriscape landscape the front yard and the corner side yards of this apartment building, replacing lawn with large irregular rock retaining walls and gravel cover along the two street frontages facing South Temple and Q Street. This work has already been carried out without a Certificate of Appropriateness approval, and is the subject of an open enforcement case. The matter is being referred to the Historic Landmark Commission for a decision because Staff would conclude that the changes adversely affect the character of this section of the South Temple Historic District and the character of the immediate setting of this contributing building in the historic district, and denial is consequently recommended. The subject property is zoned RMF-35 (Moderate Density Multi-Family Residential District).

RECOMMENDATION: Based on the analysis and findings listed in the staff report, testimony and the proposal presented it is planning staff's opinion that the proposals do not meet the objectives of the applicable standards, in particular Design Standards 2 and 5, and consequently recommend that the Historic Landmark Commission deny this Certificate of Appropriateness for the current landscaping.

The Application & the Landscaping as it Currently Exists

This application was submitted following the landscaping work which was carried out on this site. The current landscape treatment of large random rock boulders and gravel replaced a grass covered 'bermed' front and side yards, an historic characteristic of the original landscape setting of the Commodore Apartment building, and this part of South Temple. The current work is the subject of a pending enforcement case. It is not considered by staff

to be characteristic of the site or the South Temple setting, and has been in intermittent discussion with the applicants since August/September 2016, with a view to either reinstatement or an alternative and more formal and characteristic landscape design option. Several complaints have been received from members of the public since the work was carried out, and across the intervening period. Discussions with the applicant to date have yet to yield alternative landscape options that, in Staff's opinion, reflect the character of the immediate setting of the apartment building or that of South Temple.

The Apartment Building and its Context

The Commodore Apartment building is situated on the corner of South Temple and Q Street in the South Temple Historic District. The Commodore, a double-loaded corridor apartment building, is identified as a contributing building in the historic district in the 2006 South Temple RL Survey. It dates to 1930 and is described as Prairie School Modern: Other. The building was altered in c.1963, it is assumed to create a level front entrance, removing the original grand central entrance portico, balcony and fenestration. Despite this loss of its original character, the Commodore remains one of South Temple's important historic apartment buildings, with significant street frontage to both South Temple and Q Street. See c.1940 County Archives Photograph and 2006 Survey Photograph below and in Attachment A.

Location Map



South Temple Historic District - Streetscape Character

Wide and continuous park strips usually introducing gently rising front yard lawn and landscaping are a distinctive characteristic of the South Temple Historic District, and are central to the sense of continuity and legibility across the public to private sequence of landscaped open space.

The historic landscaping associated with South Temple, and previously surrounding this building, tends to be a gradual and usually lawn covered slope from the building to the edge of sidewalk. The relationship is continued across the sidewalk and park strip helping to achieve a visual continuity and coherence in the landscaping along the majority of the 'boulevard'. Low retaining walls do periodically occur as a variation on this relationship, with one example three lots to the east on the corner of R Street. (Attachment B Photographs) Characteristically, the retaining wall is designed and constructed from a material such as sandstone reflecting and continuing that used for the foundation of the building itself. This helps to establish and articulate the relationship between the building and its immediate landscaped setting. Generally, where landscape features are found, they tend to be designed to complement the building in a formal and considered manner. In design and construction they tend to reinforce, rather than disrupt, the visual continuity characteristics of this historic streetscape. The design guidelines for Site Features observe the following:

“A new retaining wall will affect the character of the streetscape. This should be considered in its immediate and then broader context. Where a new retaining wall interrupts an established pattern of gradual grading of front lawns it will be less visually and historically appropriate.”

RDGs Ch.1 Site Features p.1.6

Previous Landscaping

As initially designed and constructed, the access approach to the Commodore Apartment building was via a flared set of steps rising from the sidewalk to the level of the raised front lawns, then a path to the elevated doorway framed by a Classical entrance portico and a further series of steps to the front door. When this original central front entrance to the apartments was removed and the front approach pathway was lowered to sidewalk level, the lowered front entrance and approach were framed by retaining walls, planting at the earlier front yard and walkway level, with niches for seating along the east side. Materials used in this redesign focused on concrete and a close match for the primary brickwork of the building. The original bermed front and corner side yard lawns were retained. Thus the immediate setting of the building at that time on both street frontages was largely retained with shrubs and sloping lawn, while the new approach to the entrance received some formal design consideration.



ARCHIVE PHOTO c.1940



SURVEY PHOTO 2013



CURRENT SITUATION

Current Landscaping

The present landscaping around the Commodore building dates to July/August 2016. It replaced the aforementioned with the current ‘retaining wall’ composed of two levels of rough random boulders and a surface covering of coarse gravel. The applicants contend that the landscaping was prompted in part by erosion of the grass slope particularly on the western side of the building, and was reflective of the treatment of the driveway to

the parking lot at the northern end of the building. They also state that it is their intention to add plants/shrubs within the 'rockscape'. Tentative options have been explored in this respect, but no further work has been completed pending the current enforcement case and associated discussions. See Application Material in Attachment C.

At the moment, the gravel cover rises up to and in some instances rises above the first level window sills of the building, with the "retaining wall" boulders accounting for much of this height. Carrying out the construction work to bring in the rock damaged some of the existing historic sandstone flagstones which pave this section of the sidewalk in South Temple, leaving cracked flags and also uneven and missing paving at the edge of the sidewalk. Refer to additional photographs in Attachment B.

The work is also likely to conflict with Ordinance requirements for required landscaping of yards, where one third should be covered with vegetation, such as trees, shrubs, grasses, annual or perennial and vegetable plants. (21A.48.090) The line of the "retaining wall" is likely to encroach into the City Right of Way and as such it would require a separate permission from the City in that respect as well. (21A.40.120.B)

Summary of History & Background in This Case

No Certificate of Appropriateness was previously submitted or approved for this work. An enforcement file was opened on the case and the owners informed in early August upon the receipt of submitted complaints. Discussions with the prospective applicants were opened within the following two weeks and a Certificate of Appropriateness application, initially incomplete, was received in early September 2016. (Attachment C) Enforcement proceedings were stayed, pending the anticipated scope for discussions to resolve the issues and achieve a revised landscaping proposal. The applicants at this time were informed that the landscaping works they had carried out were considered to detract from the character of the building and its South Temple context and as such could not be recommended favorably. See correspondence and attached review comments sent to the applicants on September 15th, 2016, in Attachment D.

A site meeting was held with the applicants on September 16th 2016, with a follow up the same day with City information on historic design standards and guidelines, as well as review and approval procedures. The c.1940 archive photograph included above, demonstrating the degrees of continuity and change that were evident in earlier alteration to the building and its landscaping, was also included. Receipt of this material was acknowledged that day.

In the absence of any communication from the applicants since September, a follow up email was sent by the City on December 5, 2016, to elicit the status of the consideration of revisions to remedy the situation. The applicants responded by email on December 15 and 21 stating forthcoming intent and confirming discussions with the owner. No specific proposals were presented by the applicants at that time.

In the absence of any further communication from the applicants since December 2016, on March 27th, 2017, Staff again emailed the applicants, setting out the City's position and restating that the enforcement case was currently stayed pending a reinstatement of the original landscaping or an agreed alternative landscaping option. The applicants replied that they would be in touch with the owners and would then respond.

In the absence of any further communication from the applicants since March, on July 19th 2017 Staff sent a further email to the applicants, restating the City's concerns and position on the work and setting out a timeline to report the matter to the Historic Landmark Commission with a negative recommendation. The applicants responded on September 26th with two alternative though similar proposals presenting limited variations to the existing landscape treatment. City Staff responded to these proposals in an email on October 11th 2017 stating that the aforementioned proposals were not considered to be sufficient remediation and restating in some detail the City concerns with the current landscaping. The proposals could be reported to the Commission but they were likely to have a negative recommendation.

In the absence of any further communication from the applicants since October, on December 1st 2017 the City again emailed the applicants referencing previous correspondence and suggesting two alternative options that might be favorably recommended. At the applicants request a site meeting was arranged (12/6/17) to discuss ideas and options at which Staff restated the City's position regarding either reinstatement or a more formal landscape design alternative/s. The applicants requested suggestions on landscape design services they might contact to

draw up proposals. City Staff responded to the latter request with a range of suggestions, without specific recommendation, on 11th December, 2017. This information was acknowledged the following day.

In the absence of any further communication from the applicants since December, 2017, on February 26th, 2018 City Staff again emailed the applicants, recapping on the history to date, referencing the enforcement case, and establishing a time limit for response by March 5th. The receipt of this email and the fact that it had been forwarded to the owner, were confirmed by the applicants the following day.

On March 2nd the applicants forwarded three photo-montage graphics of a dual/two stage retaining wall proposal for the South Temple frontage, seeking City thoughts on those options. No proposals were specifically suggested for the Q St. frontage. City Staff responded (3/7/18) with some review points, and referencing previous confirmation (10/11/17) that the remedial proposals should address both street frontages. The applicants replied on March 29th referencing the owners desire to add plants to the Q St. frontage, rather than the retaining wall option.

City Staff replied on April 2nd expressing reservations on that option in relation to the impact on the building and its setting. An alternative option which part modified and part retained the rock landscape was suggested as a possible way forward which might be recommended favorably.

In response to notification that the application was being placed on the Agenda for the Historic Landmark Commission meeting on September 6, 2018, the applicants responded confirming their desire to reach a compromise solution. No further proposals have been received as this report is published.

Public Commentary

Several comments have been received from the public objecting to the landscaping treatment, initially, and subsequently, including one or more residents of the building. Prompted by the site notice, an objection has been received from a resident in the general vicinity, setting out concerns regarding the work. This comment has been included in Attachment F to this report. Any additional commentary received after the publication of this report will be forwarded to the Commission prior to the meeting.

Key Issue

An initial review of the proposals in relation to the design standards, as informed by the residential and the historic apartment design guidelines, would identify one key area of focus where the current xeriscape landscape treatment would adversely affect the historic architectural character of this building, its immediate site and context, and this part of the South Temple Historic District. Refer to Attachment E for the more detailed evaluation.

The Historic Setting of the Building & the Shared Landscape Continuity of the Streetscape

The landscape work on this site, something of an abrupt and harsh introduction to this contributing apartment building, replaces the gentler immediate landscape of lawn and shrub planting which appears to be essentially the historic setting of the building, despite the previous entrance access alterations. As such, it detracts from the shared gentle grading and landscape continuity of this part, and indeed much of, South Temple. It also adversely affects the architectural appreciation of this apartment building on this corner site, with its considered historic plan form and quiet Classical detailing, by introducing a random boulder 'retaining wall' backed by coarse gravel. The quiet urban formality of the building and its historic site landscaping has been replaced by a disorganized randomly laid landscape of rock, bringing a suburban/rural informality to a distinctly designed and much more formal urban setting. The design guidelines relating to both an apartment building and this primarily residential setting identify and recognize the importance of an historic landscape setting for this type of building, and the importance of the shared landscape coherence of a setting such as this. The landscape changes to this site remove its site features and its previous historic character, and detract from the Commodore Apartment building in terms of its immediate setting and its contribution to historic landscape character of South Temple. The work is consequently in conflict with the objectives of design standards 2 and 5. The reinstatement of the original landscaping is recommended. Alternatively, if a landscape option is to include a retaining wall, the height of this should be kept to a minimum, and the design, construction and materials should reflect the character of the site and its setting. See Attachment E for the amplification of this reasoning.

Denial of this application is consequently recommended.

ATTACHMENTS:

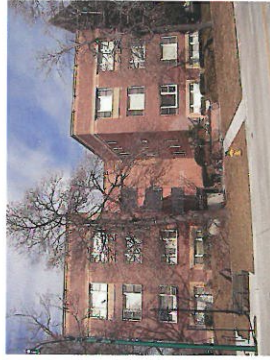
- A. Survey Material 2006, 2013 Photograph & Archive Photograph c.1940
- B. Photographs - Before & After
- C. Application Materials
- D. Initial Review Comments & Correspondence 9/15/16
- E. Design Standards & Guidelines
- F. Public Commentary

**ATTACHMENT A: SURVEY MATERIAL 2006, 2013
PHOTOGRAPH, & ARCHIVE PHOTOGRAPH c.1940**

SOUTH TEMPLE RECONNAISSANCE LEVEL SURVEY
Salt Lake City, Salt Lake County, Utah — 2006



1106 E SO. TEMPLE
B



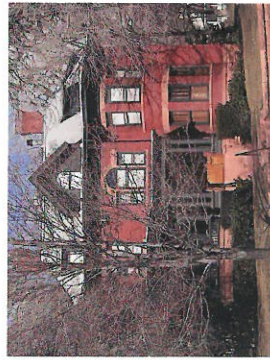
1107 E SO. TEMPLE
B



1108 E SO. TEMPLE
A



1127 E SO. TEMPLE
B



1135 E SO. TEMPLE
A



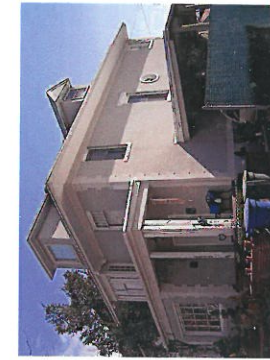
1140? E SO. TEMPLE
B



1164 E SO. TEMPLE
A



1167 E SO. TEMPLE
A



1172 E SO. TEMPLE
B



1116 E SO. TEMPLE
A



1160? E SO. TEMPLE
A



1176 E SO. TEMPLE
B

Architectural Survey Data for SALT LAKE CITY Utah State Historic Preservation Office

Address/ Property Name	Eval./ Ht	OutB N/C	Yr.(s) Built	Materials	Styles	Plan (Type)/ Orig. Use	Survey Year RLS/ILS/Gen	Comments/ NR Status
1106 E SOUTH TEMPLE MORAN, PATRICK & DOLLY,	B 0/0 2	c.	1900	REGULAR BRICK SANDSTONE	VICTORIAN ECLECTIC	CENTRAL BLK W/ PROJ SINGLE DWELLING	06 78	ORIGINAL WINDOWS
1107 E SOUTH TEMPLE COMMODORE APTS.	B 0/1 3	c.	1930 1963	REGULAR BRICK CAST CONCRETE WOOD.OTHER	PRAIRIE SCHOOL MODERN; OTHER	DBL-LOADED CORRIDOR MULTIPLE DWELLING	06 88	NEW ENTRANCE
1108 E SOUTH TEMPLE MORAN, PATRICK J. & DOLLY,	B 0/0 1.5		1908	SHINGLE SIDING	ARTS & CRAFTS	BUNGALOW SINGLE DWELLING	06 78	MIX OF ORIGINAL & REPLACEMENT WINDOWS
1116 E SOUTH TEMPLE FRANKLIN-RICHMOND HOUSE	A 0/1 2.5	c.	1901 1924	STUCCO/PLASTER	NEOCLASSICAL	CENTRAL PASSAGE SINGLE DWELLING	06	
1127 E SOUTH TEMPLE	B 0/1		1907	REGULAR BRICK SANDSTONE	ENGLISH TUDOR	CROSSWING	06	FRANK WINDER MOORE, ARCH.; TO APTS IN 1950; SOME ORIGINAL WINDOWS
SCHEID, KARL A. & BLANCHE 1135 E SOUTH TEMPLE LYNE, WALTER C. & ALICE, HOUSE	2.5 A 0/1 2.5	c.	1897	REGULAR BRICK SANDSTONE	VICTORIAN ECLECTIC	SINGLE DWELLING CENTRAL PASSAGE SINGLE DWELLING	06	ORIGINAL WINDOWS; RONALD MCDONALD HOUSE CHARITIES
? 1140 E SOUTH TEMPLE	B 0/0	c.	1930			SCHOOL (GENERAL) OUTDOOR RECREATION	06	PLAYGROUND FOR SCHOOL TO NORTH; DATE UNCERTAIN
? 1160 E SOUTH TEMPLE WASATCH SCHOOL PEDESTRIAN	A 0/0		1931 1977	CONCRETE; OTHER		OTHER/UNDEFINED PEDESTRIAN-RELATED	06	
1164 E SOUTH TEMPLE FREED, LESTER & JASMINE	A 0/0 2	c.	1910	SHINGLE SIDING	NEOCLASSICAL	CENTRAL BLK W/ PROJ SINGLE DWELLING	06	IRVING GOODFELLOW, ARCH.; WAS 5-PLEX
1167 E SOUTH TEMPLE LYNCH, JOHN & JENNIE, HOUSE	A 0/1 2.5	c.	1899 1901	REGULAR BRICK SANDSTONE CLAPBOARD SIDING	COLONIAL REVIVAL	CENTRAL BLK W/ PROJ SINGLE DWELLING	06	WM. HATFIELD, BLDG.; EXTR. STORMS; BRICK DETERIORATING; ADDN TO W. IN 1901
1172 E SOUTH TEMPLE	B 0/0 2.5	c.	1900	STUCCO/PLASTER SANDSTONE	COLONIAL REVIVAL PRAIRIE SCHOOL	FOURSQUARE (BOX) SINGLE DWELLING	06	1951 CARPORT 1993 STUCCO & QUOINS
1176 E SOUTH TEMPLE HOPPAUGH, ANDREW & GRACE	B 0/0 2	c.	1908	REGULAR BRICK	NEOCLASSICAL FRENCH NORMAN	OTHER RESIDENTIAL SINGLE DWELLING	06	

?=approximate address Evaluation Codes: A=eligible/architecturally significant B=eligible C=ineligible/alterred D=ineligible/out of period U=undetermined/lack of info X=demolished





ATTACHMENT B: PHOTOGRAPHS – BEFORE & AFTER

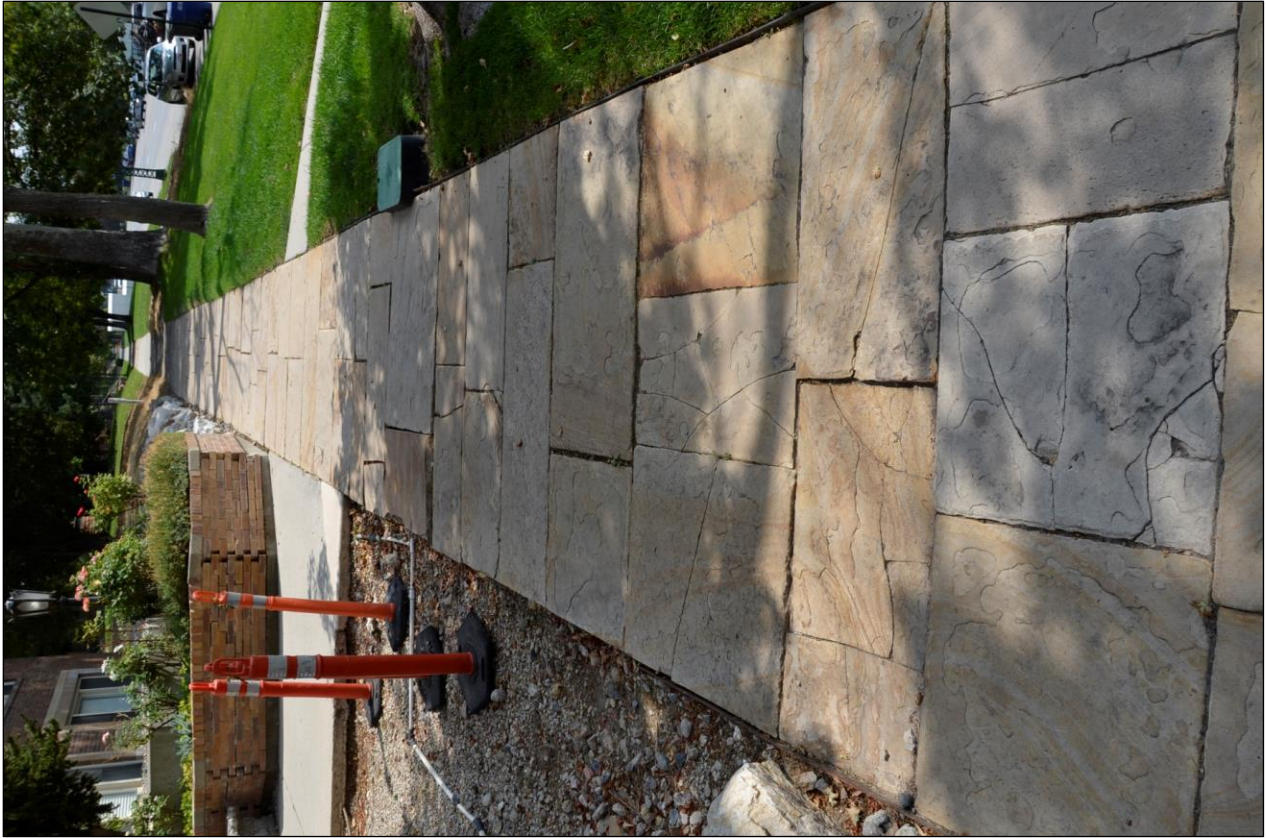
















ATTACHMENT C: APPLICATION MATERIALS



HP: Minor Alterations

SALT LAKE CITY PLANNING

OFFICE USE ONLY			
Project #: <i>PLN HLC2016-00694</i>	Received By: <i>L. Parisi</i>	Date Received: <i>9/7/2016</i>	Zoning:

Project Name:

PLEASE PROVIDE THE FOLLOWING INFORMATION

Request:
Permit to install xeriscaping to help stop erosion

Address of Subject Property:
1107 E South Temple

Name of Applicant: The Lawn Guys	Phone: 801-230-2726
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Address of Applicant:
323 W. Gregson Ave. SLC UT, 84115

E-mail of Applicant: iralawnguy@gmail.com	Cell/Fax: 801-230-2726
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Applicant's Interest in Subject Property:

Owner Contractor Architect Other:

Name of Property Owner (if different from applicant):
Commodore Apartments LLC

E-mail of Property Owner: Scott@conceptproperty.com	Phone: 801-654-0161
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➔ **Please note** that additional information may be required by the project planner to ensure adequate information is provided for staff analysis. All information required for staff analysis will be copied and made public, including professional architectural or engineering drawings, for the purposes of public review by any interested party.

AVAILABLE CONSULTATION


➔ Planners are available for consultation prior to submitting this application. Please call (801) 535-7700 if you have any questions regarding the requirements of this application.

WHERE TO FILE THE COMPLETE APPLICATION

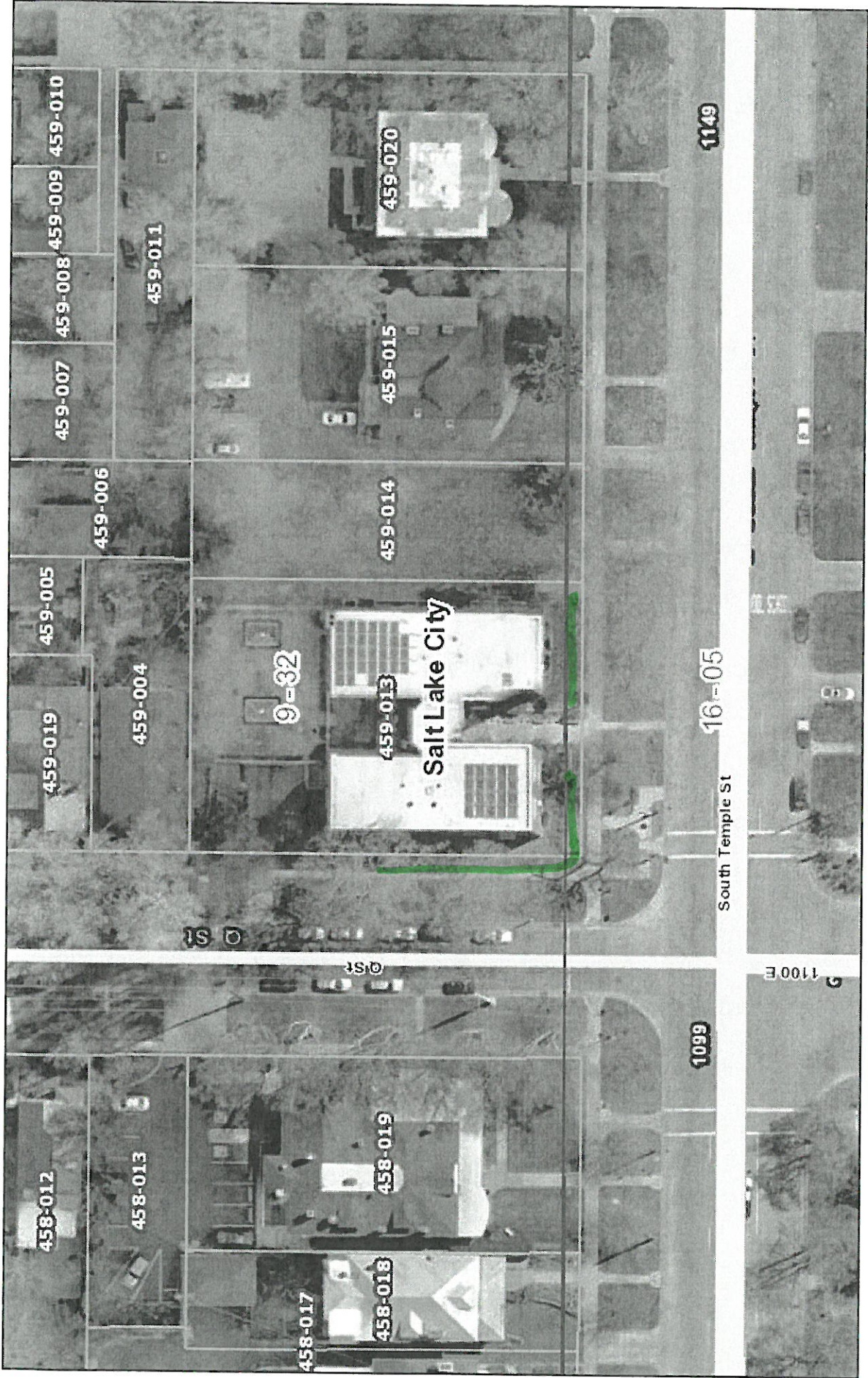
<i>Mailing Address:</i> Planning Counter PO Box 145471 Salt Lake City, UT 84114	<i>In Person:</i> Planning Counter 451 South State Street, Room 215 Telephone: (801) 535-7700
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SIGNATURE

➔ If applicable, a notarized statement of consent authorizing applicant to act as an agent will be required.

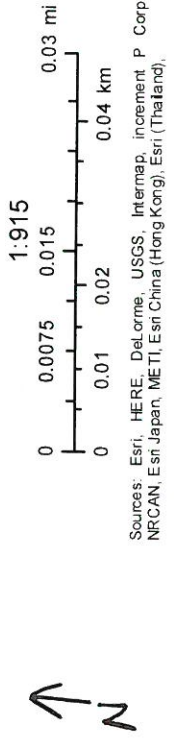
Signature of Owner or Agent: 	Date: <i>9/1/16</i>
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My Map



August 31, 2016

New Retaining Wall location



Sources: Esri, HERE, DeLorme, USGS, Intermap, increment P Corp., NRCAN, Esri Japan, METI, Esri China (Hong Kong), Esri (Thailand)

The information depicted here is to be taken as an approximate fit in regards to the spatial position of the layers presented. This map is not intended to represent an actual field survey or, nor establish the actual relation between, any of the layers depicted here.



Est. 1994

To whom it may concern,

The Lawn Guys were contracted by Concept Property management to install xeriscaping located at **1107 E. South Temple**. This rock xeriscaping was installed with the intent to stop the constant erosion of the existing vegetation along the west and south hillside of the building. The Lawns guys used two to three foot boulders to hold back the existing soil. No additional dirt was brought in to build up the grade. The Lawn Guys then installed a landscaping fabric on top of all existing soil. On top of that fabric The Lawn Guys then installed two to three inches of crushed stone over the fabric.

**Visit us at: www.the-lawn-guys.com
801-243-5571**

BEFORE



BEFORE - NOT MASSIVE EROSION



EXISTING, BOULDERS COVERED WITH
VEGETATION



EXISTING - BOULDERS COVERED WITH IVY



EXISTING - BOULDERS COVERED WITH
VEGETATION, ETC.



NEW HARDSCAPE - PLANTINGS TO FOLLOW



NEW HARDSCAPE - PLANTINGS TO FOLLOW



NEW HARDSCAPE - PLANTINGS TO FOLLOW



NEW HARDSCAPE - PLANTINGS TO FOLLOW



NEW HARDSCAPE - PLANTINGS TO FOLLOW











Protect
WILD
UTAH





COMMODORE

**ATTACHMENT D: INITIAL REVIEW COMMENTS &
CORRESPONDENCE 9/15/16**

Leith, Carl

From: Leith, Carl
Sent: Thursday, September 15, 2016 12:11 PM
To: 'Ira Ashton'
Cc: Oktay, Michaela
Subject: RE: Commodore Apartments 1107 South Temple PLNHLC2016-00694
Attachments: Commodore Landscaping Review Notes.pdf

Ira,

I understand your concern on the planting timeline. I would conclude at this point that we do not have an application or work that we can approve or favorably recommend. I would anticipate that the application will be referred to the Historic Landmark Commission for a decision, and in its current form the staff report is likely to recommend denial. Although it will be a Commission decision, I would assume that they are likely to concur with that recommendation. It would however be their decision. As you will be aware we have received several complaints regarding the recent work.

In that context it would be valuable to consider one or more alternatives which begin to reinstate, or reinstate something of, the previous relationship between the building and its landscape layout and design. I attach an initial review which should explain some of the reasoning and concerns. When you have had an opportunity to review this and to consider alternatives, it may well be valuable to meet on site to discuss and to explore options.

I look forward to being able to progress this towards a mutually satisfactory conclusion.

Thank you.

Carl

CARL O LEITH
Senior Historic Preservation Planner
801 535 7758
carl.leith@slcgov.com

From: Ira Ashton [mailto:iralawnguy@gmail.com]
Sent: Monday, September 12, 2016 8:21 AM
To: Leith, Carl <Carl.Leith@slcgov.com>
Subject: Re: Commodore Apartments 1107 South Temple PLNHLC2016-00694

Carl,

Thank you for letting me know you are working on it. I would like to get the planting done on this project as soon as possible to give the plants enough time to take root before the weather turns much colder. Please let me know what I can do to help keep things moving forward. I would be glad to meet with you if you would like. My Number is 801-230-2726.

Thanks,
Ira

Ira Ashton
Operation Manager

THE LAWN GUYS
801-230-2726

On Fri, Sep 9, 2016 at 2:43 PM, Leith, Carl <Carl.Leith@slcgov.com> wrote:

Dear Ira,

I write to confirm that I will be reviewing the recent landscaping proposal and work at the Commodore Apartments. I hope to be back to you shortly. In the interim if you have any questions please let me know.

Thanks,

Carl

CARL O LEITH

Senior Historic Preservation Planner

[801 535 7758](tel:8015357758)

carl.leith@slcgov.com

Background - The Building & Setting

The Commodore Apartments occupy the corner of South Temple and Q Street, and the building is one of the most important historic apartment buildings towards the eastern end of South Temple. The building itself is a symmetrical composition with recessed entrance, described in the 2006 & 2013 surveys as Prairie School/Modern in style and dating to about c.1930, and noted as a building contributing to the character of the South Temple Historic District. The recessed entrance bay has been altered and brought forward, losing some of its original elements, and has been lowered from the original elevated entrance. Original landscaping also appears to have been altered, losing the earlier steps up from sidewalk level as the path to the new entrance was lowered, but retaining the overall sloping lawn profile, although with new retaining wall and recessed seating alcoves flanking the approach from the street to the new entrance to the building.

The associated landscaping therefore appears to be part original and part reconfigured in association with the alterations to create a level access to a lower entrance to the building. This work appears to predate the designation of South Temple as a local historic district. Obviously the grading and landscaping of the setting for the Commodore was and is related to its character, and to the character of this section of the South Temple Historic District.

The Design Guidelines for Historic Apartments and Multifamily Buildings speak to this issue.

Building Approach & Setting

With a historic apartment or multifamily building, the design of the site, and its role in the setting and the often more formally designed approach to the building, are likely to be character-defining features. Symmetry is a common characteristic of the design of a historic apartment building, and consequently of the site and landscape design. A central, paved, public approach to a prominent stoop, elevated entrance and doorway, may be the most common characteristic. The site design usually compliments the symmetry of the building design. This relationship should be retained where it is identified as a historic arrangement. Where possible, it should be reinstated if it has been lost or compromised in the past.

1.2 A historic site and landscape arrangement and building approach should be retained wherever possible.

Public Role & Status

The role and status of the historic site design, the approach to the apartment building and the site features will tend to be more obvious and more public than would be the case for a single family residence. The contribution of the site design to the civic character of the street will be consequently more significant. Part of this character is usually an open landscape design and arrangement. Walls or fences are less common and play a more minor role, unless warranted by the topography of the site or context. Where such a characteristic is currently evident, it should be retained; and if lost, ideally should be reinstated.

1.4 The open character of a historic landscape design should be retained.

- *Avoid enclosing with a fence or wall if this was not a part of the historic design.*

While the symmetrical arrangement and approach remains with the current landscape alterations, the gradual grading of the site, and the way it maintained the continuity of spaces between the building and the street, have been replaced by a retaining wall constructed with boulders, thus interrupting and effectively removing this sense of continuity. A notable part of the historic continuity, which had been retained through previous alterations in the landscaping and the approach to the building, has also been lost.

Evaluated against the objectives and the wording of the design guidelines and their reasoning, I would conclude that the current landscape alterations adversely affect the historic and physical relationship and thus the character of the building, its immediate setting and the streetscape of this section of South Temple. A more formal, urban and subtle landscape setting for the building, recognizing and retaining the previous degree of historic continuity, would be more in keeping with the historic character of the building and the setting. Despite any adverse effect on the character of the building, the previous alterations to the entrance and the approach did adopt a more formal, urban and subtle approach, and did not alter the gradual sloping gradient from the side walk to the building.

Additional points of concern would include the level of the revised grading relative to the series of windows in the building just behind. It appears to exceed the height of the sill levels and may encourage or promote water and/or snow contact with the building. Recent landscape work also appears to have broken several of the natural sandstone paving slabs in the sidewalk. The sections of stone paving are an historic characteristic of South Temple as well as other historic districts, and are recorded as such in the design guidelines. There are also ordinance requirements on landscaping which will be in play here (21A.48).

ATTACHMENT E: DESIGN STANDARDS & GUIDELINES FOR ALTERATION OF A CONTRIBUTING STRUCTURE IN A HISTORIC DISTRICT

H Historic Preservation Overlay District – Standards for a Certificate of Appropriateness for Alteration of a Contributing Structure in a Historic District (21A.34.020.G)

In considering an application for a Certificate of Appropriateness for alteration of a contributing structure 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. This proposal is reviewed in relation to the design standards that pertain in the following table.

Design Guidelines for Historic Apartment & Multi-Family Buildings, Chapter 1 Site Features & Streetscape provide reasoning and design guidelines pertinent to this design review. A Preservation Handbook for Historic Residential Properties & Districts in Salt Lake City, Chapter 1 Site Features & Chapter 16 South Temple, also provide historic design guidelines pertinent to this design review. Design Guidelines are referenced in the following review where they relate to the corresponding Historic Design Standards for Alteration of a Contributing Structure (21A.34.020.G), and can be accessed via the links below.

- <http://www.slcdocs.com/historicpreservation/MFDG/MFDGHR.pdf>
- <http://www.slcdocs.com/historicpreservation/MFDG/P5.pdf>
- <http://www.slcdocs.com/historicpreservation/GuideRes/ResidentialGuidelines.pdf>
- <http://www.slcdocs.com/historicpreservation/GuideRes/Ch1.pdf>
- <http://www.slcdocs.com/historicpreservation/GuideRes/Ch16.pdf>

Standard	Analysis	Finding
<p>Design Std 1: Use & Change 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;</p>	<p><u>Use & Change</u> No change in the use of the property is proposed.</p>	<p><u>Use & Change</u> This design standard does not relate to the current proposals.</p>

<p>Design Std 2: Retain Historic Character 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;</p> <p>Design Std 5: Preserve Historic Features Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved;</p> <p>APARTMENT GUIDELINES</p> <p><u>Ch. 1 Site Features & Streetscape</u></p> <p>1.1 Historic site features should be evaluated primarily in relation to the building and secondarily in relation to the street and district.</p> <p><u>Building Approach & Setting</u> With a historic apartment or multifamily building, the design of the site, and its role in the setting and the often more formally designed approach to the building, are likely to be character-defining features. The site design usually compliments the symmetry of the building design. This relationship should be retained where it is identified as a historic arrangement.</p> <p>1.2 A historic site and landscape arrangement and building approach should be retained wherever possible.</p> <p>1.3 Where it has been lost, it should be reinstated when the opportunity arises.</p> <p><u>Public Role & Status</u> The role and status of the historic site design, the approach to the apartment building and the site features will tend to be more obvious and more public than would be the case for a single family residence. The contribution of the site design to the civic character of the street will be consequently more significant. Part of this character is usually an open landscape design and arrangement. Walls or fences are less common and play a more minor role.</p>	<p><u>Retain Historic Character & Distinctive Features</u></p> <p>This is an apartment building within a broadly residential setting, so residential and apartment design guidelines both speak to this issue, and are identified here.</p> <p>The historic character of South Temple relies upon the variety of its historical sequence of buildings, the immediate context of those buildings and consequently the continuity, relationships or ‘orchestration’ of the streetscape. The buildings are important, as is their immediate setting, and how both contribute to create the evolving character of the street.</p> <p>In this case, the design of the approach to the building was altered in the past to provide level access to a lower front entrance. The surrounding open space on this site facing both streets was otherwise retained, and with its grass and shrubs remains/remained a reference to the original setting of the building. It also retained the relationship between the building and the streetscape in this part of South Temple, maintaining the visual continuity of the context. It is/was a historic site feature as a character-defining feature of the property.</p> <p>These proposals, the work carried out without approval, affect the spaces which characterize this property, its immediate setting and this part of the South Temple Historic District (Std 2). In the broader definition of distinctive features (Std 5) the work impacts the visual relationship of this building with its immediate setting and the continuity of public and private open space associated with South Temple and its importance as Salt Lake City’s premiere boulevard.</p> <p>The design guidelines identify the character of the setting and historic site features of a contributing property as important to an historic district, and with specific reference to The Avenues and South Temple, the gentle historic grading as important to the unifying visual coherence of the streetscape. Thus retention is advised.</p> <p>The work carried out here has an impact which can be defined in at least two specific respects.</p> <ol style="list-style-type: none"> 1. It replaces the original gentle historic grading and removes that contribution to the setting and appreciation of both the building and streetscape. The impact upon both is negative. 2. The nature of the change, with large random boulders and gravel, is radical and abrupt. In its form, materials and expression it departs significantly from the formal and quietly classical design of the building, and its immediate setting and wider context. <p>In both respects, in Staff’s evaluation, the impact negatively affects the character of the historic apartment building and this part of the historic district. The historic site and landscape arrangement and building approach are not retained (MFDG 1.2) The open character of this historic landscape design is not retained, accentuated by the creation of this form of ‘wall’. (MFDG 1.4)</p>	<p><u>Historic Character</u></p> <p>The work carried out at this site, as identified in this application and the current photographs, would conflict primarily with the objectives of Design Standard 2 and secondarily with the objectives of Design Standard 5, as informed by MFDGs 1.1, 1.2, 1.3 & 1.4, and RDGs 1.6 & 1.10 as well as the Design Objective for Site Features.</p>
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<p>1.4 The open character of a historic landscape design should be retained.</p> <ul style="list-style-type: none"> • Avoid enclosing with a fence or wall if this was not a part of the historic design. <p>RESIDENTIAL GUIDELINES</p> <p>Ch.1 Site Features</p> <p><u>Design Objective:</u> Historic site features that survive should be retained, preserved or repaired when feasible. New site features should be compatible with the historic context and the character of the neighborhood.</p> <p><u>Historic Grading</u> in the Avenues and South Temple the grading is often more gentle and provides a unifying visual coherence to the streetscape. This historic grading pattern is an important characteristic that should be retained. Modifying this historic slope, as it is seen from the street, can negatively affect the historic character of an individual site and also its context.</p> <p>1.6 The historic grading pattern and design of the site should be preserved.</p> <ul style="list-style-type: none"> • In general altering the overall appearance of the historic grading is inappropriate. • Where change is considered, it should be subordinate to the overall historic grading character. • Avoid leveling front gardens and introducing retaining walls where this disrupts the established pattern. <p>1.10 Consider a new retaining wall in the context of its immediate setting and the established relationship of landscaping within the streetscape.</p> <ul style="list-style-type: none"> • A new retaining wall should be avoided where it would disrupt a shared gentle grading between buildings and the street. • Limit wall height to that defined as characteristic of the setting. • Design a wall to reflect those found traditionally. • Use materials that define the character within the immediate and broader setting. 	<p>The work carried out here removes the landscape arrangement providing a quiet visual setting for the building, and replaces it with a site feature on both street facades which segregates the building from its setting and which is incompatible with both the immediate historic context and the character of the neighborhood. It is thus directly contrary to the Design Objectives for site features. (RDGs Ch.1)</p> <p>The historic grading pattern and design of the site is removed with these changes, and those changes are not subordinate to the overall historic grading character of the setting. Rather, they dominate it. The recent landscape changes also conflict with the objective of DG 1.6 (RDGs)</p> <p>If a retaining wall is to be considered for this site and setting, it should not disrupt the historic grading pattern, and consequently should be limited in height, reflect established historic patterns and choose materials that are reflective of those historic patterns. What has been constructed here however is also in conflict with RDG 1.10.</p>	
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<p>Design Std 3: Of Their Own Time 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;</p> <p>Design Std 8: Contemporary Design 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;</p>	<p><u>Of Their Own Time / Contemporary Design</u></p> <p>Neither of the design standards 3 and 5 directly address the considerations in these proposals. The alterations made to this setting establish no contemporary design objectives.</p>	<p><u>Of Their Own Time / Contemporary Design</u></p> <p>These design standards do not relate to the current proposals.</p>
<p>Design Std 4: Historically Significant Alterations / Additions Alterations or additions that have acquired historic significance in their own right shall be retained and preserved;</p>	<p><u>Historically Significant Alterations / Additions</u></p> <p>No feature of acquired historic significance would be affected by these proposals.</p>	<p><u>Historically Significant Alterations / Additions</u></p> <p>This design standard does not relate to the current proposals.</p>
<p>Design Std 6: Deteriorated architectural features 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;</p>	<p><u>Deteriorated architectural features</u></p> <p>The landscape proposals and works here do not impact deteriorated architectural features.</p>	<p><u>Deteriorated architectural features</u></p> <p>This design standard does not relate to the current proposals.</p>
<p>Design Std 7: Treatments 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;</p>	<p><u>Treatments</u></p> <p>No cleaning treatment forms part of this proposal.</p>	<p><u>Treatments</u></p> <p>This design standard does not relate to the current proposals.</p>

<p>Design Std 9: Reversibility, Differentiation & Compatibility 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;</p>	<p>Reversibility, Differentiation & Compatibility</p> <p>The landscape proposals and works here can be reversed to reinstate the form and characteristics of the previous setting.</p>	<p><u>Reversibility, Differentiation & Compatibility</u></p> <p>No specific issue is identified here.</p>
<p>Design Std 10: Cladding Certain building materials are prohibited including the following:</p> <ul style="list-style-type: none"> • Aluminum, asbestos, or vinyl cladding when applied directly to an original or historic material. 	<p><u>Cladding</u></p> <p>No cladding of original or historic materials is proposed.</p>	<p><u>Cladding</u></p> <p>This design standard does not relate to the current proposals.</p>
<p>Design Std 11: Signs 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.</p>	<p><u>Signs</u></p> <p>Signs do not form part of this proposal.</p>	<p><u>Signs</u></p> <p>This design standard does not relate to the current proposals.</p>

ATTACHMENT F: PUBLIC COMMENTARY

Leith, Carl

From: Gordan Savin [REDACTED]
Sent: Monday, August 27, 2018 7:23 PM
To: Leith, Carl
Cc: [REDACTED]
Subject: Xeriscape application
Attachments: IMG_3749.JPG; ATT00001.txt

Hi, I am almost a next door neighbor at 1051 E South Temple. My home is a part of National Register of Historic homes, and we are spending lot of money to keep it that way, in particular, we are maintaining a larger garden. I am strongly against approving the attached application. This "xeriscape" is simply a bunch of boulders topped with loose, large grade gravel that falls and obstructs the sidewalks. It is terrible. Given how much the rents have appreciated, I have no sympathy for apartments owners. Is it that much to ask to keep a decent garden? A garden smaller than the gardens of all, mostly single homes on the block 1050 E - 1100E.

Thank you very much,
Gordan Savin
[REDACTED]



NOTICE OF PUBLIC HEARING

PROJECT INFORMATION

Certificate of Appropriateness for Landscaping Alterations



COMMODORE APARTMENTS, 1107 SOUTH TEMPLE

The property owner is requesting approval from the City for the current landscaping of this site in the South Temple Historic District.

The Historic Landmark Commission will hold a Public Hearing on: **September 6, 2018 @ 5:30 PM** in Room 326, City and County Building (451 S. State Street). The public is invited to attend & to provide input. Please contact Carl Leith at 801-535-7758 or carl.leith@slcgov.com if you have any questions, comments, or concerns.

APPLICATION # **PLNHL2016-00624**
Xeriscape Landscaping of the Site