Memorandum

To: Salt Lake City Historic Landmark Commission
From: Katia Pace, Principal Planner
Date: February 1, 2019
Re: Proposed Historic Landscape Design Guidelines.

ACTION REQUIRED

Staff is requesting that the Historic Landmark Commission provide feedback on the proposed Historic Landscape Design Guidelines. Staff would like the commission to identify any issues or concerns with the proposal prior to the commission holding a public hearing at a future meeting.

The following are some thoughts for consideration while reviewing these guidelines:

1. What guidelines are most helpful when decisions concerning historic landscapes need to be made? What guidelines are least helpful? Why?
2. Is the language accessible to design professionals in a way that will deliver better projects? Is the language accessible to the general public?
3. What information in the guidelines is most beneficial (how and what to preserve) to the public? What is the least beneficial?
4. What information, or elements to the document, is missing?

ATTACHMENTS

A. Map of Historic Landscapes in Salt Lake City
B. Historic Landscape Design Guidelines Draft

BACKGROUND

In 2016 Landmark Design, consultants, completed inventories for 32 Salt Lake City parks and landscapes. In addition to the inventories, the consultants also drafted design guidelines for historic landscapes, which the Planning Division is now finalizing.

Historic landscapes should not be confused with yards associated with historic buildings. Yards of residential and commercial properties are considered a supporting feature of a residential and commercial buildings and are already stewarded through the existing ordinance and design guidelines.

Why Preserve Our Historic Parks and Landscapes

It is important to identify and preserve the treasured landscapes and places so that they remain a vital part of our community.

Our parks and public lands are coveted, needed, valued - and most importantly, used - by residents of all backgrounds, races, religions, ethnicities, incomes and preferences. Our parks represent a diverse range of landscapes and experiences - from natural places along creeks, streams, canyons and mountains, to sites with manicured sport fields and a specific emphasis and purpose, and spaces that are developed but un-programmed, where leisure activities are allowed to manifest as people come together.

Why Have Guidelines
The Historic Landscape Design Guidelines is a preservation tool to provide the basis for making informed and consistent decisions about the treatment of our historic landscape resources.

Cultural Landscape Report (CLR) and Historic Landscape Design Guidelines
Many communities throughout the country use cultural landscape reports (CLR) as the main tool for preservation. CLRs are prepared for individual landscapes. It analyzes the landscape's development and evolution, modifications, materials, construction techniques, geographical context, and use in all periods, including those deemed not significant. Based on the analysis, it evaluates the significance of individual landscape characteristics and features in the context of the landscape as a whole. It then makes recommendations for treatment consistent with the landscape's significance, condition, and planned use.

Although the Historic Landscape Design Guidelines follow the same classification for landscape characteristics, same preservation theory and treatment (see information above) as the CLRs, the guidelines are meant to be general, they were not written for an individual landscape. Salt Lake City Planning sees the benefit of having CLRs for the city's landscapes. But having a CLR for each individual park and landscape is not practical at this time because of financial and staff resource constraints. None of the City parks or landscapes have a CLR at this time.

Meanwhile, in the absence of having a CLRs prepared for each individual, or major landscapes, the guidelines will be a tool to preserve and to guide the treatment of historic landscapes.

PROPOSAL
The Historic Landscape Design Guidelines consists of a detailed review of the contextual, spatial and character-defining features typically addressed as part of a landscape preservation assessment. The basis for the guidelines was primarily the National Park Service (NPS), the Salt Lake City Preservation Program and City Policies & Ordinances. (See Attachment B - Historic Landscape Design Guidelines Draft.)

The Importance of Consistency
The Salt Lake City Historic Landscape Design Guidelines are being developed to provide a rational and consistent basis for making informed decisions about the treatment of historic landscapes. The guidelines are intended to help explain and promote sound preservation practices related to the historic landscape heritage of the City which are fragile and are consequently vulnerable to alteration and demolition as development trends change, neighborhood populations and community attitudes go through transitions, and the natural environment experiences transformation.

Who Will Use the Guidelines
- The Public & Community Leaders
- City Departments (example: Planning, Engineering, Parks, etc.)
- Design Professionals
- Preservation Planners
- Historic Landmark Commission, Planning Commission, City Council

Preservation Theory
The following are important concepts used to analyze the preservation treatment of a historic landscape. This is the why a landscape should be preserved.
- **Historic Significance** - reasons why a landscape may be significant
- **The Period of Significance** - a particular period in history
- **Character-Defining Features** - site features that date from the period of significance typically contribute to the character of the site

- **The Concept of Integrity** - a sufficient percentage of the site must date from the period of significance, and its character-defining features must also remain intact

Treatments for Cultural Landscapes
The guidelines have been created in accordance with the Secretary of the Interior's Standards for the Treatment of Historic Properties and the Guidelines for the Treatment of Cultural Landscapes. This is the method of preservation that will be used.

- **Preservation** - Preservation entails the essential operations to safeguard existing resources. Preservation treatments may emphasize protection, stabilization, cyclical maintenance, and repair of character-defining landscape features
- **Rehabilitation** - Rehabilitation may preserve existing fabric along with introducing some compatible changes, new additions and alterations.
- **Restoration** - Restoration may include the removal of features from other periods and/or the construction of missing or lost features and materials from the reconstruction period.
- **Reconstruction** - reconstruction may be utilized to depict a vanished landscape.
- **No False History** - Changes that create **a false sense of historical development**, or add conjectural features, features from other properties, or combine features that never existed together historically.

Landscape Characteristics and Guideline Chapters
The following chapters were based on landscape characteristics used by the National Park Service (NPS). Landscape characteristics are the attributes that form a landscape and define its cultural value. The Streetscapes chapter is not part of the NPS classification system, but it was added to this document to provide specific guidance. This is the how a historic landscape should be preserved.

- Chapter 1. **Natural Systems and Features**
- Chapter 2. **Spatial Organization**
- Chapter 3. **Land Use**
- Chapter 4. **Cultural Traditions**
- Chapter 5. **Circulation**
- Chapter 6. **Topography**
- Chapter 7. **Vegetation**
- Chapter 8. **Buildings and Structures**
- Chapter 9. **Views and Vistas**
- Chapter 10. **Constructed Water Features**
- Chapter 11. **Small-Scale Features**
- Chapter 12. **Archeological Sites**
- Chapter 13. **Salt Lake City's Streetscapes**

POINTS OF CONSIDERATION

Need to Address Historic Landscapes in the Zoning Ordinance
Related provisions of Title 21A Zoning Ordinance may need to be amended as part of this project. The zoning ordinance currently provides standards for alteration and new construction on landmark sites and sites in the historic overlay, the standards target structures and sites in relation to block face, etc. The ordinance should also acknowledge historic landscapes by creating definitions and standards intended for historic landscapes.

Acknowledging and Embracing Change
A landscape is a living thing, constantly changing as it ages and matures. Landscapes are affected by social, functional, economic, and nature related changes. An example is how climate change is shifting the use of water in Salt Lake City. The importance of conserving water has become a priority. These guidelines should

ensure that recommended practices have a rational relationship to water conservation.

For the benefit of evaluating these guidelines, here are some possible scenarios where the guidelines could be used:

1. Pioneer Park has the perception of being unsafe, so the general population avoids using it. There are plans for new concession stands (as well as new restrooms) in the park to bring more people to the park. Would that change the character-significance of the park?
2. Climate in Salt Lake City is changing and water consumption is a big concern. How can landscapes such as parkstrips, medians, and parks adapt? What would be some of the consequences to the historic character of these landscapes if vegetation changes?
3. Public Utilities needs a new water well at the Memory Grove Parkway. How is that going to impact the historic character of the park and neighborhood and historic use of the well?

LANDSCAPES PROTECTED BY HISTORIC OVERLAY

The following table shows landscapes that are protected by a historic overlay. There is a total of 22 landscapes sites that are protected by the historic overlay in addition to medians and parkstrips. However, there are other parks and landscapes in Salt Lake City that are outside of the historic overlay that are historically significant. The guidelines can still be used as a reference for good decision making for landscapes outside the historic overlay. (See Attachment A - Map of Historic Landscapes in Salt Lake City.)

HISTORIC LANDSCAPE	LOCAL REGISTER	NATIONAL REGISTER	LOCAL HISTORIC DISTRICT	NATIONAL HISTORIC DISTRICT	GUIDELINES APPLY
Ensign Peak **159 E Ensign Vista Drive**	Yes	No	No	No	**Y**
Liberty Park (1881) **600 E 900 S**	Yes	Yes	No	No	**Y**
Tracy Aviary **600 E 900 S**	Yes	Yes	No	No	**Y**
Washington Square **451 S State Street**	Yes	Yes	No	No	**Y**
Pioneer Park **350 S 300 W**	Yes	Yes	No	Warehouse	**Y**
4th Avenue Stairs	Yes	No	Avenues	No	**Y**
6th East Mini Park **220 S 600 E**	No	No	Central City	No	**Y**
City Creek Park **110 N State St.**	No	No	Avenues	No	**Y**
Brigham Young Historic Park **80 N State St.(private)**	No	No	Avenues	No	**Y**
Almond Park **337 N Almond St**	No	No	Capitol Hill	Capitol Hill	**Y**
Columbus Park **17 W 500 N**	No	No	Capitol Hill	Capitol Hill	**Y**

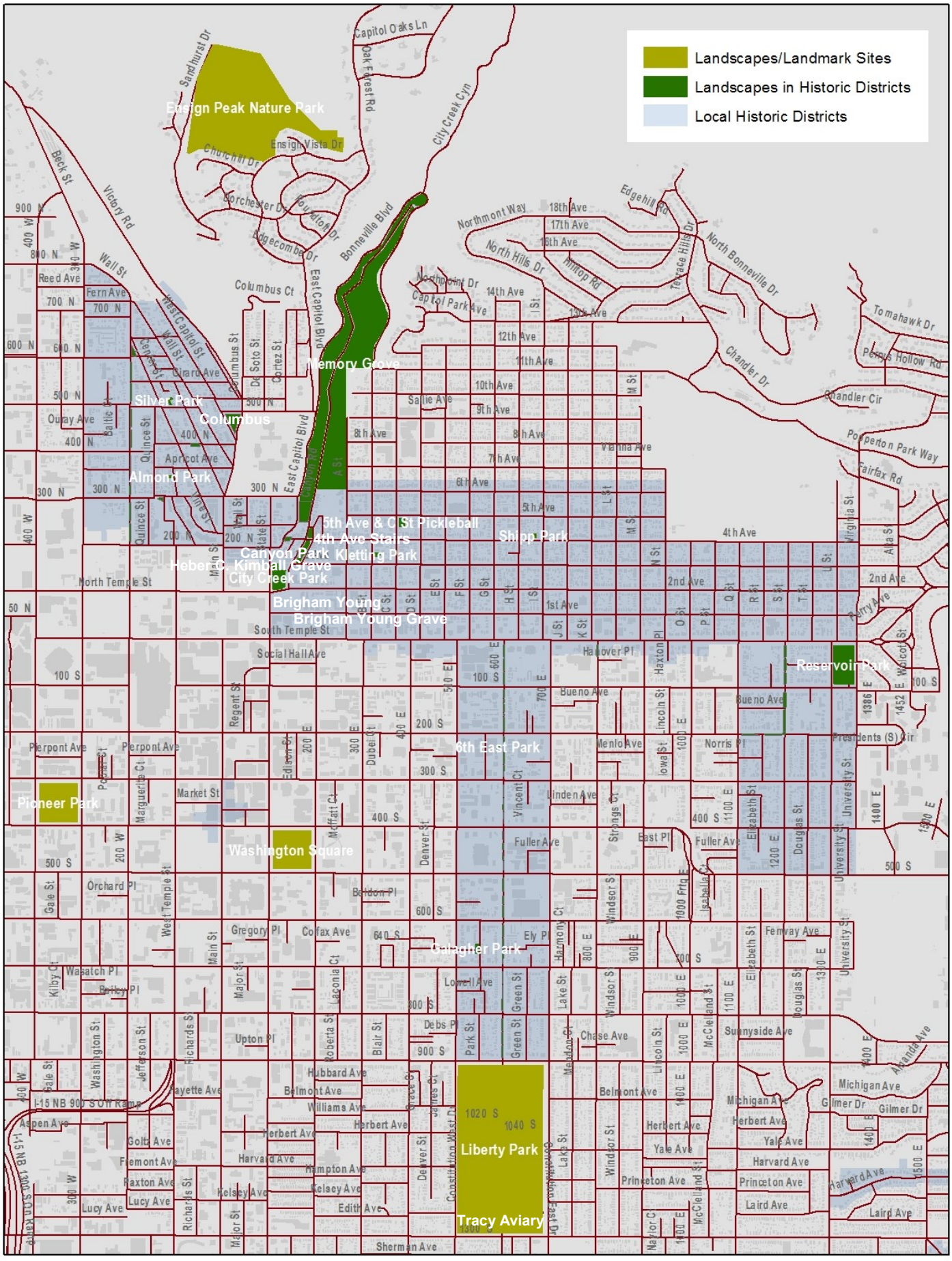
HISTORIC LANDSCAPE	LOCAL REGISTER	NATIONAL REGISTER	LOCAL HISTORIC DISTRICT	NATIONAL HISTORIC DISTRICT	GUIDELINES APPLY
Canyon Park **160 N Canyon Rd**	No	No	Avenues	City Creek	**Y**
Brigham Young Grave **140 E 1st Avenue (private)**	Yes	No	Avenues	South Temple	**Y**
Gallagher Park **644 S Park Street**	No	No	Central City	Central City	**Y**
Heber C Kimball Grave **155 N State St. (private)**	Yes	No	Capitol Hill	Capitol Hill	**Y**
Kletting **164 N B Street**	No	No	Avenues	Avenues	**Y**
Medians 600 E, 800 E, 1200 East, 200 South	No	No	Yes	Yes	**Y**
Memory Grove / Freedom Trail **300 N Canyon Road**	No	No	City Creek	City Creek	**Y**
Park strips **In Historic Districts**	No	No	Yes	Yes	**Y**
Reservoir Park **42 S University Street**	No	No	South Temple & University	South Temple	**Y**
Silver Mini **126 W 500 N**	No	No	Capitol Hill	Capitol Hill	**Y**
Shipp **579 E 4th Ave**	No	No	Avenues	Avenues	**Y**

NEXT STEPS

Here are some future steps for public engagement and review of the guidelines:

1. **Focus Group:** form a group of people outside the City to review the guidelines.
2. **Interest Groups:** meet with interest groups such as landscape architects (ASLA), preservationists (SHPO, Preservation Utah) and others.
3. **Community Councils:** meet with any community council interested in this project.
4. **Planning Commission:** introduce the project to the Planning Commission.
5. **HLC:** coming back to HLC for further feedback and decision.

Attachment A.
Map Showing Historic Landscapes in Salt Lake City


Landscapes/Landmark Sites
Landscapes in Historic Districts
Local Historic Districts
Ensign Peak Nature Park
Memory Grove
Silver Park
Columbus
Almond Park
5th Ave & C St Pickleball
4th Ave Stairs
Canyon Park
Kletting Park
Hebe G. Kimball Grave
City Creek Park
Brigham Young
Brigham Young Grave
Shipp Park
Reservoir Park
6th East Park
Pioneer Park
Washington Square
Gallagher Park
Liberty Park
Tracy Aviary
Capitol Oaks Ln
Oak Forest Rd
City Creek Cyn
Sandhurst Dr
Ensign Vista Dr
Churchill Dr
Worchester Dr
Roundtop Dr
Edgecombe Dr
Bonneville Blvd
Beck St
Victory Rd
Wall St
Reed Ave
Fern Ave
Columbus Ct
West Capitol St
East Capitol Blvd
Clement St
Ciara Ave
Columbus St
De Soto St
Cortez St
Ouray Ave
Quince St
Apricot Ave
Canyon Rd
A St
Main St
North Temple St
South Temple St
Social Hall Ave
Regent St
Edison St
Dubeir Ct
Pierpont Ave
Pierpont Ave
Market St
Marguerite Ct
Orchard Pl
Gale St
West Temple St
Main St
Gregory Pl
Cofax Ave
Wasatch Pl
Kiby Ct
Bailey Pl
Major St
Laconia Ct
Upton Pl
Richards St
Roberta St
Blair St
Jefferson St
Washington St
Bale St
Aspen Ave
Gold Ave
Fremont Ave
Raxton Ave
Lucy Ave
Kelsey Ave
Hampton Ave
Harvard Ave
Herbert Ave
Williams Ave
Belmont Ave
Hubbard Ave
Fayette Ave
Debs Pl
Park St
Green St
Lake St
Meadow Ct
Constitution Blvd
Constitution East Dr
James St
Grace St
Denver St
Constitution West Dr
Edith Ave
Sherman Ave
Lowell Ave
Ely Pl
Harmony Ct
Windsor St
Strongs Ct
Vincent Ct
Linden Ave
Fuller Ave
East Pl
Menlo Ave
Bueno Ave
Norris Pl
Hanover Pl
Haxton Pl
Lincoln St
Iowa St
Elizabeth St
Douglas St
University St
Isabella Ct
Fenway Ave
Sunnyside Ave
Chase Ave
McClelland St
Michigan Ave
Gilmer Dr
Herbert Ave
Yale Ave
Princeton Ave
Laird Ave
Harvard Ave
Presidents (S) Cir
Virginia St
Alta St
Wolcott St
Terry Ave
Northmont Way
North Hills Dr
Northpoint Dr
Capitol Park Ave
Edgehill Rd
Terrace Hills Dr
Hilltop Rd
North Bonneville Dr
Chandler Dr
Chandler Cir
Tomahawk Dr
Perris Hollow Rd
Pemberton Park Way
Fairfax Rd
Sallie Ave
Vienna Ave
18th Ave
17th Ave
16th Ave
15th Ave
14th Ave
13th Ave
12th Ave
11th Ave
10th Ave
9th Ave
8th Ave
7th Ave
6th Ave
5th Ave
4th Ave
2nd Ave
1st Ave
I-15 NB 900 S On Ramp
I-15 NB 1300 S On Ramp

Attachment B.
Historic Landscape Design Guidelines Draft

Design Guidelines for Historic Landscapes in Salt Lake City

(The format of this document will change and illustrations will be added.)

PART I
Preservation of Historic Landscapes in Salt Lake City

Part II - Design Guidelines

Introduction

Design Guidelines – A Preservation Tool
The following guidelines provide the basis for making informed and consistent decisions about the treatment of our historic landscape resources.

The guidelines serve as specific planning and design tools for historic landscape properties, with specific applicability to sites located within the designated historic districts of the City or landmark sites. The guidelines are intended to promote the preservation of our historic landscape resources, to help retain the integrity of these places, and to help ensure that the authenticity of our City is retained.

Overview of Guidelines
The design guidelines which follow are intended to provide a framework for evaluating proposed changes and modifications to historic landscapes in Salt Lake City. They should promote common sense modifications and careful management of our historic landscape resources in a flexible manner that reflects site-specific needs and opportunities while being sensitive to historic resources.

Why Preserve our Historic Parks and Landscapes?

Parks and public spaces have been a part of Salt Lake City's history since the time of original settlement. In his Plat of Zion, Brigham Young laid out a system of streets and lots for the City and included four 10-acre blocks as public space. This very forward- thinking concept established a commitment to parks and public spaces that makes Salt Lake City a unique community in the western United States.

This history is an important and valued legacy that continues today as we try to identify, conserve, preserve and maintain the City's important commitment to its people's health and welfare. That is what parks are all about – places for people, families, and groups to gather outdoors, recreate, entertain, remember, exercise, refresh, and reinvigorate minds and bodies. Our parks represent a diverse range of landscapes and experiences - from natural places along creeks, streams, canyons and mountains, to sites with manicured sport fields and a specific emphasis and purpose, and spaces that are developed but un-programmed, where leisure activities are allowed to manifest as people come together.

Our parks and public lands are coveted, needed, valued - and most importantly, used - by residents of all backgrounds, races, religions, ethnicities, incomes and preferences. They are, quite literally, the very best evidence of our place in the world, and a constant reminder of the legacy upon which Salt Lake City was established nearly 175 years ago.

Times change, needs and interests change, political ideas and focus are constantly transforming, yet the need for parks and places for people to gather outdoors remains constant. This is the underlying importance, the over-arching concept, and the big idea that is as true today as it was in the distant past, and the reason it is so important to identify and document our treasured landscapes and places so that they remain a vital part of our community.

Acknowledging and Embracing Change
A landscape is not like a building. It is a living thing, constantly changing as it ages and matures. A landscape continuously adapts to new conditions, resulting in a multitude of manifestations morphed by the hour, day and season. A landscape is a compendium of spaces and elements that together form a place that refuses to stay still.

In order to be well-managed, it is essential that the dynamic nature of historic landscapes is embraced. New ideas and practices need to be incorporated in line with efforts to preserve and protect. Effective management begins with understanding big- picture challenges related to climate change and global warming, while honing in on effective measures to address storm water management, water conservation and the longevity of materials. Effective landscape management understands the cyclical nature of droughts and their impact on the availability of water, and responds in a manner that is effective. Social needs also affect how we perceive our landscapes, as we consider how to mitigate crime and improve public safety and accessibility.

The measures by which our historic landscapes are perceived are constantly changing, requiring approaches steeped in meaningful dialogue and sound decision-making. Historic landscapes must be more than beautiful places and reminders of the past. They should reflect best-practice solutions, becoming symbols of sustainable design and demonstrations of inclusive, respectful and responsible design solutions.

The Importance of Consistency

The Salt Lake City Historic Landscape Design Guidelines have been developed to provide a rational and consistent basis for making informed decisions about the treatment of historic landscapes. The guidelines are intended to help explain and promote sound preservation practices related to the historic landscape heritage of the City, which are fragile and are consequently vulnerable to alteration and demolition as development trends change, neighborhood populations and community attitudes go through transitions, and the natural environment experiences transformation.

Basis for Preservation of Historic Landscapes in Salt Lake City

The Salt Lake City Historic Landscape Design Guidelines are rooted in the historic preservation traditions, practices and policies of the City, which are aligned with and emanate from national practices and traditions.

The National Historic Landscape Preservation Precedent
The design guidelines for Salt Lake City's historic landscapes embrace the U.S. Secretary of the Interior guidance on preservation planning and the treatment of cultural landscapes, which is summarized in the NPS publication Preservation Brief #36: Protecting Cultural Landscapes[1].

According to this publication, cultural landscapes are described as "a geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values." The brief further describes historic landscapes as being "composed of a number of character-defining features which, individually or collectively contribute to the landscape's physical appearance as they have evolved over time. There are four major types of cultural landscapes:

Historic Designed Landscape
This is a landscape that was consciously designed or laid out by a landscape architect, master gardener, architect, or horticulturist according to design principles, or by an amateur gardener working in a recognized style or tradition. These landscapes may be associated with a significant person(s), trend, or event in landscape architecture; or illustrate an important development in the theory and practice of landscape architecture. Aesthetic values play a significant role in designed landscapes.

Historic Vernacular Landscape
A landscape that evolved through use by the people whose activities or occupancy shaped that landscape. Through social or cultural attitudes of an individual, family or a community, the landscape reflects the physical, biological, and cultural character of those everyday lives. Function plays a significant role in vernacular landscapes.

Historic Site
A landscape significant for its association with a historic event, activity, or person.

Ethnographic Landscape
A landscape containing a variety of natural and cultural resources that associated people define as heritage resources.

Local Precedence – the Salt Lake City Preservation Program
Salt Lake City Municipal Corporation takes pride in its history, and considers historic preservation a priority and commitment. The Salt Lake City Historic Preservation Program is operated through the Planning Division. It is a process of protecting local history through identification of unique places that "tell" the City's story. It has a specific aim to preserve areas of the City that are uniquely historic providing tools to stabilize neighborhoods and areas that

[1] https://www.nps.gov/tps/how-to-preserve/briefs/36-cultural-landscapes.htm

are connected by historic characteristics.

Historic Landmark Commission
The Historic Landmark Commission conducts design reviews of proposed new construction, alterations and demolitions to existing historic sites and resources located in local historic districts. Additional recommendations for new sites are also considered through the commission[2].

City Policies & Ordinances
The Historic Landscape Design Guidelines form a key part of the array of tools available to the City in the role of caring for historic landscape assets along with the Salt Lake City Zoning Ordinance Section 21A.34.020 H Historic Preservation Overlay Zoning District[3], which provides for the creation and management of historic preservation overlay districts and landmarks.

Certified Local Government (CLG) Status
Salt Lake City has agreed to support the principles of the Secretary of the Interior's Standards for the Treatment of Historic Properties and the Guidelines for the Treatment of Cultural Landscapes (see Appendix 1). As such, the city maintains status as a Certified Local Government under the National Historic Preservation Act[4].

Section 106
Section 106 of the National Historic Preservation Act of 1966 (NHPA) requires federal agencies to consider the effects of projects they carry out, approve, or fund on historic properties. The historic properties must be significant, be of a certain age (generally at least 50 years old), and have integrity to merit review. Through Section 106, federal agencies assume responsibility for the consequences of the projects they carry out, approve, or fund on historic properties.

[2] See http://www.slcgov.com/historicpreservation

[3] See http://www.sterlingcodifiers.com/codebook/index.php?book_id=672&chapter_id=49078#s928576

[4] The National Historic Preservation Act provides that a local government, when it meets certain guidelines for operation of a preservation program, may become so certified and therefore eligible for receiving technical and financial assistance to administer its preservation activities.

Identifying Historic Landscapes in Salt Lake City

Salt Lake City wishes to ensure that historic features of all its historic landscapes remain for future generations through responsible stewardship and careful maintenance practices. The Historic Landscape Guidelines should be used as a guide to all historic significant landscapes whether they are protected by a historic overlay or not.

Historically significant landscapes are often referred to by the National Parks Service as cultural landscapes, the reason for the distinction is beyond the scope of this document. For the purposes of these guidelines, we will use the terms historic landscape and cultural landscape interchangeably.

Historic Landscapes falls into the following categories:

Local Landmark Sites
Salt Lake City has a number of parks that are designated as landmark sites, including Liberty Park, Memory Grove, Pioneer Park and Washington Square.

Landscapes within Local Historic Districts
Other City parks are within local historic districts, such as Reservoir Park in the University Historic District, in addition to various street medians, such as those on 600 East in the Central City Historic District or those on 1200 East in the University Historic District.

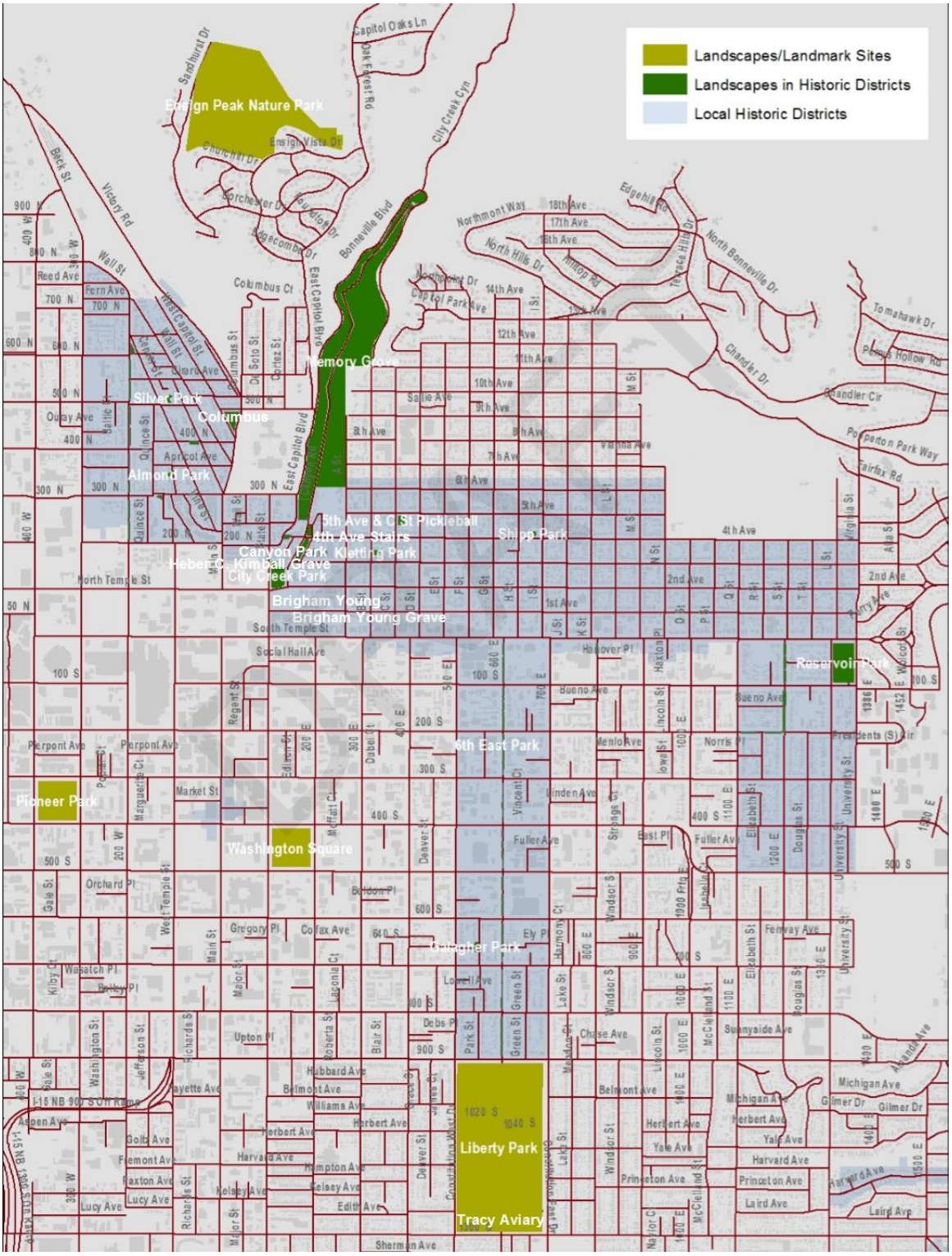
Sites in the National Register
Many of the local landmark sites and sites within and outside local historic districts are also on the National Register of Historic Places. This register is the official list of the Nation's historic places worthy of preservation.

National Historic Landmarks
National Historic Landmarks (NHLs) are nationally significant historic places designated by the Secretary of the Interior because they possess exceptional value or quality in illustrating or interpreting the heritage of the United States. Salt Lake City has four sites that fit this category: Council Hall, Emigration Canyon (This is the Place), Temple Square, and the Lion House Complex.

Historically Significant Landscapes (not protected by overlay or national recognition)
In addition, the City has many parks that are historic in nature, but are not protected by a historic overlay or are nationally recognized and yet they help tell the unique development history of the City. These include parks such as Fairmont Park in Sugar House built in the 1930s with Federal assistance during the Great Depression and Jordan Park in West Salt Lake built in the 1920s. There are also other important historic landscapes, including the City Cemetery in the Avenues and Mt. Olivet Cemetery near the University of Utah.

Map showing historic landscapes in Salt Lake City

(create new map with other landscapes, separate and list landscapes by name)



Starting a Project on a Historic Landscape

WHO - Who's going to use the guidelines?
The Salt Lake City Planning Division and other applicable City Staff, including the Urban Forester, Parks and Public Lands Division staff, Public Utilities Water Conservation Coordinator and Landscape Architects, should work collaboratively to guide future maintenance activities in these landscapes. The Historic Landscape Design Guidelines are intended to be used in a number of ways such as:

Public & Community Leaders: Would use the guidelines to be educated about what are sound preservation practices.

City Departments & Design Professionals: Would use guidelines as a resource to maintain and repair as well as propose changes that are appropriate for a historic landscape.

Preservation Planners: Would use the guidelines as a tool to review and issue Certificate of Appropriateness and to make recommendations to the Historic Landmark Commission.

Historic Landmark Commission: Would use the guidelines to make informed and reliable decisions that are consistent to the goals of sustaining historic preservation in Salt Lake City.

WHERE – It's important to know where a landscape is located.
All new construction and changes, other than routine maintenance, of landscapes that are landmark sites or are within historic districts requires an approval in the form of a Certificate of Appropriateness (COA).

Landscapes Protected by Historic Overlay
The following table shows landscapes that are protected by a historic overlay and require a COA. However, there are other parks and landscapes in Salt Lake City that are outside of the historic overlay but are historic in nature. The guidelines should be used as a reference for good decision making for landscapes outside the historic overlay as well.

HISTORIC LANDSCAPE	LOCAL REGISTER	NATIONAL REGISTER	LOCAL HISTORIC DISTRICT	NATIONAL HISTORIC DISTRICT	GUIDELINES APPLY
Ensign Peak 159 E Ensign Vista Drive	Yes	No	No	No	**Y**
Liberty Park (1881) 600 E 900 S	Yes	Yes	No	No	**Y**
Tracy Aviary 600 E 900 S	Yes	Yes	No	No	**Y**
Washington Square 451 S State Street	Yes	Yes	No	No	**Y**
Pioneer Park 350 S 300 W	Yes	Yes	No	Warehouse	**Y**
4th Avenue Stairs	Yes	No	Avenues	No	**Y**
6th East Mini Park 220 S 600 E	No	No	Central City	No	**Y**
City Creek Park 110 N State St.	No	No	Avenues	No	**Y**
Brigham Young Historic Park 80 N State St.(private)	No	No	Avenues	No	**Y**
Almond Park 337 N Almond St	No	No	Capitol Hill	Capitol Hill	**Y**
Columbus Park 17 W 500 N	No	No	Capitol Hill	Capitol Hill	**Y**
Canyon Side Park 300 N Canyon Rd	No	No	Avenues	City Creek	**Y**
Canyon Park 160 N Canyon Rd	No	No	Avenues	City Creek	**Y**
Brigham Young Grave 140 E 1st Avenue (private)	Yes	No	Avenues	South Temple	**Y**
Gallagher Park 644 S Park Street	No	No	Central City	Central City	**Y**
Heber C Kimball Grave 155 N State St. (private)	Yes	No	Capitol Hill	Capitol Hill	**Y**

HISTORIC LANDSCAPE	LOCAL REGISTER	NATIONAL REGISTER	LOCAL HISTORIC DISTRICT	NATIONAL HISTORIC DISTRICT	GUIDELINES APPLY
Kletting 164 N B Street	No	No	Avenues	Avenues	**Y**
Medians 600 E, 800 E, 1200 East, 200 South	No	No	Yes	Yes	**Y**
Memory Grove / Freedom Trail 300 N Canyon Road	No	No	City Creek	City Creek	**Y**
Park strips In Historic Districts	No	No	Yes	Yes	**Y**
Reservoir Park 42 S University Street	No	No	South Temple & University	South Temple	**Y**
Silver Mini 126 W 500 N	No	No	Capitol Hill	Capitol Hill	**Y**
Shipp 579 E 4th Ave	No	No	Avenues	Avenues	**Y**

Process to get a Certificate of Appropriateness
In order to request a Certificate of Appropriateness, an application will need to be submitted. The applications can be found online (https://www.slc.gov/planning/applications/).

Consultation
The Planning Division can provide consultation before/during plans for changes. Furthermore, the expertise of the City's Urban Forester and Landscape Architects should be relied upon to know when landscaping changes are warranted and appropriate, especially relating to the health of the vegetation.

Types of Review for a Certificate of Appropriateness (COA):

Across the Counter Review: This type of review is handled on a 'walk-in' basis by the staff planner at the Planning Counter and a COA may be issued at the same time. Example: Replacing a fence with the same material, height and design.

Administrative Review: The Planning staff conducts an administrative review and may issue a COA for minor alterations. Example: Replacing a fence with a different fence material.

Historic Landmark Commission (HLC) Review: The HLC will require a public hearing for a review and approval for Major Alterations or new constructions. Example: New building within a park.

WHY - Why is the landscape historically significant?

Four questions to ask before starting (or analyzing) a project:

1. What is the **Historic Significance** of the landscape?
2. What is/are the **Period/s of Significance** of the landscape?
3. What are the **Character Defining Features** of the landscape?
4. What is the impact to **Historic Integrity** on the landscape?

Historic Significance

According to standard practice, landscapes which are older than 50 years old are considered potentially historic. However, age is not the only consideration, as a historic landscape must have qualities that are historically significant.

A landscape may be significant for one or more of the following reasons:

- Association with events that contributed to the broad patterns of history, the lives of significant people, or the understanding of Salt Lake City's prehistory or history;
- Construction or design associated with distinctive characteristics of a landscape type, period, or construction method;
- An example of work by a landscape architect or master craftsman or an expression of particularly high artistic values;
- Physical integrity in terms of location, design, setting, materials, workmanship, feeling or association; and
- The age of the site.

The Period of Significance

In most cases, a landscape is significant because it represents, or is associated with, a particular period in history. Frequently, this period begins with the construction of a site and continues through the peak of its early use. Site features that date from the period of significance typically contribute to the character of the site.

Character-Defining Features of the Landscape

A variety of character-defining features are typical of Salt Lake City historic landscapes. For some, the landform was changed significantly through grading and the arrangement of plantings, including trees, shrubs, and open lawns. Others included the introduction of paving materials for walkways and plazas; fences and walls to delineate boundaries and edges; masonry walls to retain steep hillsides; irrigation ditches to bring water to the site; monuments, fountains and sculptures for added interest; and/or natural elements such as creeks, stands of trees and springs. These features have influenced the landscape, helping establish a memorable character and a specific historical context.

The Concept of Integrity

In addition to being historically significant, a landscape must also have integrity. To have integrity, a sufficient percentage of the landscape must date from the period of significance, and its character-defining features must also remain intact. It is these elements that allow a landscape to be identified as representing a particular period in the history of the City.

Importance of Inventories

Inventories provide information on location, historical development, characteristics, features, etc. This information is used to make decisions on how to care and manage a site.

There are a wide range of sources that can be used to document the historical features of a landscape, including as-built drawings, written descriptions from the period of significance, photographs, newspaper records, deed recordings, and so on. When the period of significance for the landscape has been established, then an integrity assessment can be made according to the guidance on landscape features provided by the National Park Service.

WHAT – What are the characteristics that have influenced the development of this landscape?

Landscape Characteristics
Landscape characteristics are the attributes that form a landscape and define its cultural value. The National Park Service (NPS) has created a classification system from the following landscape characteristics to provide a consistent vocabulary and to allow individual features to be grouped.

- Natural Systems and Features
- Spatial Organization
- Land Use
- Cultural Traditions
- Circulation
- Topography
- Vegetation
- Buildings and Structures
- Views and Vistas
- Constructed Water Features
- Site Features
- Archeological Sites

Chapters
The following chapters are based on landscape characteristics. Landscape characteristics are the attributes that combine to form a landscape and define its cultural value. The National Park Service (NPS) has created a classification system from the following landscape characteristics to provide a consistent vocabulary. It is important to understand that the characteristics are flexible, and only those which apply to the site under assessment should be used.

Although streetscapes are not a specific part of NPS classification landscape characteristic system, they comprise other landscape features and the NPS provides additional guidance related to historic streets and roadways. As streetscapes are important historic elements in Salt Lake City they were added to this document to provide specific guidance in historic districts.

Guidelines
The design guidelines that follow are based on the treatments explained below:

Preservation (Maintenance & Repair)
The act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New additions are not within the scope of this treatment; however, the limited and sensitive upgrading of mechanical, electrical and plumbing systems and other code-required work to make properties functional is appropriate within a preservation project.

A landscape with a high level of integrity and authenticity may suggest preservation as the primary treatment.
Preservation treatments may emphasize protection, stabilization, cyclical maintenance, and repair of character-defining landscape features. Changes over time that are part of the landscape's continuum and are significant in their own right may be retained, while changes that are not significant, yet do not encroach upon or erode character may also be maintained. Preservation entails the essential operations to safeguard existing resources.

Rehabilitation (Repair, Alteration and Addition)
The act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical or cultural values.

Rehabilitation is often selected in response to a contemporary use or need—ideally such an approach is compatible with the landscape's historic character and historic use.
Rehabilitation may preserve existing fabric along with introducing some compatible changes, new additions and alterations. Rehabilitation may be desirable at a public park where a support area is needed for its maintenance operations.

Restoration (Removal of out of period features)
The act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project.

When the most important goal is to portray a landscape at an exact period of time, restoration is selected as the primary treatment.
Unlike preservation and rehabilitation, interpreting the landscape's continuum or evolution is not the objective. Restoration may include the removal of features from other periods and/or the construction of missing or lost features and materials from the reconstruction period. In all cases, treatment should be substantiated by the historic research findings and existing conditions documentation. Restoration and re-construction treatment work should avoid the creation of a landscape whose features did not exist historically. For example, if features from an earlier period did not co-exist with extant features from a later period that are being retained, their restoration would not be appropriate.

Reconstruction (Replicate)
The act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location.

In rare cases, when evidence is sufficient to avoid conjecture, and no other property exists that can adequately explain a certain period of history, reconstruction may be utilized to depict a vanished landscape.
The accuracy of this work is critical. In cases where topography and the sub-surface of soil have not been disturbed, research and existing conditions findings may be confirmed by thorough archeological investigations. Here too, those features that are intact should be repaired as necessary, retaining the original historic features to the greatest extent possible.

The greatest danger in reconstruction is creating a false picture of history.

False historicism in every treatment should be avoided.
This applies to individual features as well as the entire landscape. False historicism are changes that create a false sense of historical development, or add conjectural features, features from other properties, or combine features that never existed together historically. Example of inappropriate work might be the introduction of historic-looking benches that are actually a new design.

While new construction within historic landscapes should not attempt to mirror or replicate historic features, new structures should not be so dissimilar as to distract from or diminish the historic interpretation of the historic site.

Part II - Design Guidelines

Chapter 1. Natural Systems and Features

Natural systems and features are the natural aspects that have influenced the development and physical form of a landscape.

Examples of features associated with natural systems and features include ravines, valleys, watersheds, wetlands, and rock outcrops.

This section contains standards addressing the special issues related to the treatment of biotic systems. Although all cultural landscapes evolve from and are dependent on natural systems, these systems may or may not contribute to the integrity of a cultural landscape.

Due to the importance of journaling in Mormon culture, Salt Lake City libraries and the LDS Church archives have a trove of journal references that often contain descriptions of the cultural landscape. For example, William Clayton, who climbed ahead of Brigham Young's 1847 advance party to view the Salt Lake Valley before the first Mormon pioneers entered it, wrote on his journal about the early natural resources of the area:

"The intervening valley appears to be well supplied with stream, creeks and Lakes some of the latter are evidently salt. There is but little timber in sight anywhere, and that is mostly on the banks of creeks and streams of water which is about the only objection which could be raised in my estimation to this being one of the most beautiful valleys and pleasant places for a home for the Saints which could be found . . . In some places may be seen a grove of small fir or Cedar or Pine, and in the valleys some Cotton wood and other small timber. There is doubtless timber in all passes and ravines where streams descend from the mountains. . . For my own part I am happily disappointed in the appearance of the valley of the Salt Lake, and if the land be as rich as it has the appearance of being, I have no fears but the saints can live here and do well while we will do right."[5]

Geomorphology is the large-scale patterns of landforms. Salt Lake City is divided between two large-scale landforms: the Basin and Range and the Rocky Mountains.

Geology is the surficial characteristics of the earth; for example, the sandstone and quartzite layers of Red Butte Canyon.

Hydrology is the system of surface and subsurface water. This includes: watersheds, wetlands, geothermal wells, springs, rivers, streams, lakes, aquifers, etc.

The most notable hydrologic feature in the City is our namesake inland sea, the Great Salt Lake. This is the outlet for the Salt Lake Valley's watershed, which includes the seven canyon creeks that flow into the Jordan River, which then flows northward into the Great Salt Lake.

The location and development of Salt Lake City is directly linked to water. The City was founded at the mouth of City Creek Canyon because annual snowmelt provided a reliable source of water. Additionally, millennia of perennial stream flows deposited an alluvial fan of soil suitable for agriculture on the valley floor. Soon after arrival, Mormon emigrants began digging irrigation ditches to divert water from City Creek, modifying the practices of regional Native Americans groups who had been diverting water for their crops for centuries.

[5] Clayton, William. 1921. "William Clayton's Journal", p. 309.

Several creeks traverse the Salt Lake Valley, providing water for irrigation.[6] As the city developed, the streams were dammed, reservoirs built and pipes were laid to provide clean culinary water, burying many segments of the creeks underground.[7]

Ecology is the interrelationship among living organisms and their environment.

Two eco-regions exist within Salt Lake City boundaries: the Central Basin and Range and the Wasatch and Uinta Mountains. For more information see the US EPA Ecoregions or USGS websites.

Climate is temperature, wind velocity, and precipitation.

In the recent past, Salt Lake City has seen increasing climate change, along with the rest of the world. Salt Lake City currently experiences more precipitation in the form of rain, and increased flooding from both rain and rapid snowmelt. Snowpack is an excellent form of water storage, so less snow and faster melt times. Higher temperatures mean increased urban heat island effect, and mitigation measures should be considered and implemented when possible in historic landscapes.

Native vegetation is indigenous plant communities and indigenous aggregate and individual plant features. Typical native plant communities in the Wasatch and Uinta mountains are [add dominant ecosystem species, e.g. Pinon-Juniper forest

Design Objective:

To preserve the natural aspects that have influenced the development and physical form of a landscape and features that survive from the period of significance.

Guidelines:

The design guidelines that follow are based on the treatments shown on the table below:

TREATMENT FOR HISTORIC LANDSCAPES	
Preservation	Sustaining the existing form, integrity, and materials through ***maintenance*** and ***repair***.
Rehabilitation	Enable a compatible use through ***repair, alterations***, and ***additions*** while preserving.
Restoration	***Removal*** of features from other periods in its history and ***reconstruction*** of missing features.
Reconstruction	***Replicating*** non-surviving site, landscape, building, structure, or object. Reconstruction is a treatment rarely implemented only on a case-by-case basis because it often leads to false historicism.
No False Historicism	Changes that create **a false sense of historical development**, or adding conjectural features, features from other properties, or by combining features that never existed together historically.

*(Please see **Chapter 6. Topography** and **Chapter 7. Vegetation**, for more guidelines related to Natural Systems.)*

[6] May, Dean. 1978. "Economic Beginnings," in Utah's History, p. 202
[7] Schuster, William. 1967. "Evolution of Mormon City Planning," p. 30.

Chapter 2. Spatial Organization

Spatial organization is the three-dimensional organization of physical forms and visual associations in a landscape, including the articulation of ground, vertical, and overhead planes that define and create spaces.

Examples of features associated with spatial organization include circulation systems, views and vistas, and topography.

Design Objective:
Identify, retain and preserve the spatial organization of the landscape from the period of significance.

Guidelines:
The design guidelines that follow are based on the treatments shown on the table below:

TREATMENT FOR HISTORIC LANDSCAPES	
Preservation	Sustaining the existing form, integrity, and materials through ***maintenance*** and ***repair***.
Rehabilitation	Enable a compatible use through ***repair, alterations***, and ***additions*** while preserving.
Restoration	***Removal*** of features from other periods in its history and ***reconstruction*** of missing features.
Reconstruction	***Replicating*** non-surviving site, landscape, building, structure, or object. Reconstruction is a treatment rarely implemented only on a case-by-case basis because it often leads to false historicism.
No False Historicism	Changes that create **a false sense of historical development**, or adding conjectural features, features from other properties, or by combining features that never existed together historically.

2.1 Repair features that define the spatial organization.
- Repair structures or regenerate vegetation which define the spatial organization of the cultural landscape.
- Repair a feature that defines spatial organization instead of replacing it.

2.2 Maintain features that define the spatial organization.
- Maintain features that define spatial organization by non-destructive methods in daily, seasonal and cyclical tasks. For example, maintaining topography, vegetation, and structures which comprise the overall pattern of the cultural landscape.

2.3 Replacing deteriorated features that define the spatial organization.
- Replace in-kind a feature that defines spatial organization only when it is too deteriorated to rejuvenate. For example, replanting in-kind dying trees on the boulevard at Liberty Park.

2.4 Removing features that define the spatial organization.
- Remove non-contributing features which detract from or have altered the spatial organization and land patterns.

2.5 Designing new features.
- Place a new feature where it does not cause damage to, or is intrusive in spatial organization. For example, inserting a structure that blocks or alters a historic view or vista.

- Make sure that a new feature is visually incompatible in size, scale, design, materials, color and texture.
- Do not undertake a project without understanding the effect on existing spatial organization and land patterns.

Chapter 3. Land Use

Land use describes the principal activities in a landscape that form, shape, and organize the landscape as a result of human interaction.

Examples of features associated with land use include cemeteries, farms, parks and trails.

The activities in a landscape changes in response to the need of the population. As can be observed in Reservoir Park, located at 1300 East and 100 South. It was one of the first reservoirs constructed. The Thirteenth East Reservoir was the terminus for water supplied from both the Parley's Lower Conduit and Sunnyside supply main. In 1929, the reservoir site was integrated into Reservoir Park, making it a popular public gathering place.

Although the reservoir was abandoned in 2009 because of structural problems, the park was restored with landscaping but the 1300 East Street side wall and street lights were preserved to leave a lasting reminder of this historic structure.[8]

Design Objective:
The manner in which the land was used should be acknowledge and taken into consideration. At the same time historic landscapes should be enjoyed by this generation and therefore should be relevant.

Guidelines:
The design guidelines that follow are based on the treatments shown on the table below:

TREATMENT FOR HISTORIC LANDSCAPES	
Preservation	Sustaining the existing form, integrity, and materials through ***maintenance*** and ***repair***.
Rehabilitation	Enable a compatible use through ***repair, alterations***, and ***additions*** while preserving.
Restoration	***Removal*** of features from other periods in its history and ***reconstruction*** of missing features.
Reconstruction	***Replicating*** non-surviving site, landscape, building, structure, or object. Reconstruction is a treatment rarely implemented only on a case-by-case basis because it often leads to false historicism.
No False Historicism	Changes that create **a false sense of historical development**, or adding conjectural features, features from other properties, or by combining features that never existed together historically.

3.1 Maintain land use.

- Retention of historic materials, features, spaces, and spatial relationships should be honored whether the historic landscape is used as it was historically, or as a new or adaptive use.

3.2 Altering land use.

- If a new or adaptive use takes place, make sure to maximize the retention of historic materials, features, spaces, and spatial relationships.

3.3 Creating a new land use.

- Contemporary use of a historic landscape is appropriate (1) if it does not adversely affect significant landscape features, and (2) if it either follows the historic use or does not impede public appreciation of it.

[8] Hooton Jr, LeRoy. 2009. "Thirteenth East Reservoir – A Bit of History Disappears", article.

Chapter 4. Cultural Traditions

Cultural traditions are the practices that influence the development of a landscape in terms of land use, patterns of land division, building forms, stylistic preferences, and the use of materials.

Examples of features associated with cultural traditions include land use practices, methods of construction, buildings, patterns of land division, and use of vegetation.

To a great extent, the landscape of Salt Lake City is a reflection of cultural and political influences of early settlers of Utah. In 1855, Capt. Howard Stansbury, who headed an 1849 federal survey of the Valley of the Great Salt Lake, wrote:

"A city had been laid out upon a magnificent scale, being nearly four miles in length and three in breadth; the streets at right angles with each other, eight rods or one hundred and thirty-two feet wide, with sidewalks of twenty feet; the blocks forty rods square, divided into eight lots, each of which contains an acre and a quarter of ground. By an ordinance of the city, each house is to be placed twenty feet back from the front line of the lot, the intervening space being designed for shrubbery and trees."[9]

The early layout of the city is still present in the modern landscapes of the Salt Lake City.

Design Objective:
Cultural traditions have influenced the choices made in the creation of local landscapes. It is important to understand the people and the reason why they created these landscapes to make thoughtful decision about the treatment options for a historic landscape.

Guidelines:
The design guidelines that follow are based on the treatments shown on the table below:

TREATMENT FOR HISTORIC LANDSCAPES	
Preservation	Sustaining the existing form, integrity, and materials through ***maintenance*** and ***repair***.
Rehabilitation	Enable a compatible use through ***repair, alterations***, and ***additions*** while preserving.
Restoration	***Removal*** of features from other periods in its history and ***reconstruction*** of missing features.
Reconstruction	***Replicating*** non-surviving site, landscape, building, structure, or object. Reconstruction is a treatment rarely implemented only on a case-by-case basis because it often leads to false historicism.
No False Historicism	Changes that create **a false sense of historical development**, or adding conjectural features, features from other properties, or by combining features that never existed together historically.

4.1 Maintain cultural traditions.

- Understand the cultural and political influences behind the creation of a landscape.
- Historic materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a cultural landscape should be preserved.

[9] Stansbury, Howard. 1855. "An Expedition to the Valley of the Great Salt Lake of Utah," p. 128.

Chapter 5. Circulation

Circulation includes the spaces, features, and applied material finishes that constitute the systems of movement in a landscape.

Examples of features associated with circulation include paths, sidewalks, roads, and canals.

Historic trails, walkways and paths convey a "progression" of walking experiences and can help establish the character of a historic landscape. The use of appropriate historic materials are important elements that enhance that experience.

Design Objective:
Historic circulation features such as roads, streets, driveways, parking lots, trails, pathways, sidewalks and other similar circulation type elements should be retained, preserved, or repaired as warranted. New circulation features should be sensitively located, responsive to natural landscape conditions, and compatible with the historic context and character of the area.

Guidelines:
The design guidelines that follow are based on the treatments shown on the table below:

TREATMENT FOR HISTORIC LANDSCAPES	
Preservation	Sustaining the existing form, integrity, and materials through ***maintenance*** and ***repair***.
Rehabilitation	Enable a compatible use through ***repair, alterations***, and ***additions*** while preserving.
Restoration	***Removal*** of features from other periods in its history and ***reconstruction*** of missing features.
Reconstruction	***Replicating*** non-surviving site, landscape, building, structure, or object. Reconstruction is a treatment rarely implemented (and only on a case-by-case basis) because it often leads to false historicism.
No False Historicism	Changes that create **a false sense of historical development**, by adding conjectural features, features from other properties, or by combining features that never existed together historically.

5.1 Repair circulation features.

- Do not replace or destroy circulation features when repair is possible. For example, salvage and reuse historic stone walkways when possible.
- Use appropriate materials to preserve the historic character of circulation features.
- Historic paving materials should be retained where these still occur. For example, early sandstone flagstones should be retained if in good condition, and carefully re-laid if uneven.

5.2 Maintain circulation features.

- Maintain the alignment and width of a historic corridor whenever possible.
- Maintain original bridges. Consider rehabilitation or reuse of vehicular bridges as pedestrian bridges.
- Maintain the historic connectivity that bridges provide.
- Maintain the historic connectivity that stairways provide.
- The materials used for circulation features may not be historic, however, these features may have been part of the historic circulation pattern and should be preserved as such. Example: the stairs on 4th Avenue that was repaired with concrete because the original material was failing.

5.3 Replacing deteriorated circulation features.

- Replace deteriorated circulation features in-kind. For example, replace decayed timber edging along a historic trail route with a similar material. Or when removing a wooden rustic footbridge do not replace it with a concrete bridge.
- Replace deteriorated circulation features with a compatible substitute material when material is not technically, economically, or environmentally feasible.
- When using a substitute material make sure to convey the appearance of the historic landscape. For example, replace a worn cinder track with a new material that matches the old in composition, color, and texture.

5.4 Altering circulation features.

- Review the prevailing circulation patterns and their context and make appropriate alterations to circulation elements that are compatible with the traditional pattern
- Carefully consider the pattern and character-defining features of the historic circulation network before proposing any alteration.

5.5 Reconstructing or adding to an existing circulation feature.

- Use historical, pictorial, and physical documentation to reconstruct a non-surviving circulation feature.
- Do not create a false sense of history by reconstructing circulation features that cannot be documented historically or for which inadequate documentation exists.
- Use compatible material and treatment of material when reconstructing or adding a circulation feature such as color of concrete, stone, or concrete finish.
- Stamped concrete is not a historic material and should not be used in historic landscapes and settings such as trails, walkways, and paths.

5.6 Designing new circulation features.

- Locate a new circulation feature in such a way that it does not detract from or alter the historic circulation patterns. For example, do not install a new bike path when an existing historic path can accommodate the new use.
- The design and alignment of new roads or trails should respond to natural conditions and features, such as topography, boulders, healthy trees, and drainages so as to remain unobtrusive and/or visually subordinate in the landscape.
- Make new circulation feature compatible in terms of alignment, surface treatment, width, edge treatment, grade, or materials.

5.7 Accessibility.

- Work on circulation features should comply with ADA and ABA standards to the fullest extent possible, while also preserving the integrity of character-defining features.

Chapter 6. Topography

Topography is the three-dimensional configuration of a landscape surface characterized by features (such as slope and articulation) and orientation (such as elevation and solar aspect).

Examples of features associated with topography include earthworks, drainage ditches, knolls, and terraces.

The topography, or landform, of a site are often closely related to growth patterns and conditions of vegetation, circulation, and views and vistas.

Natural Topography
The eastern and northern edges of Salt Lake City are defined in large part by mountains and foothills where the prehistoric Lake Bonneville etched its receding shorelines onto the steep slopes. As demonstrated in sites located in the history-rich Avenues district, steep topography was often mitigated and expressed through interventions that maintain steep slopes and used limited terracing for high-activity areas.

Example: Natural features that have cultural significance – Ensign Peak
Canyons in SLC also have cultural significance, esp. Emigration Canyon and City Creek Canyon.

Man-made Topographic Features
Extensive modification of the natural landscape has taken place throughout Salt Lake City, including at historic landscapes. In many cases the original landform has been altered, for example, through the transformation of steep slopes into level terraces, stabilized with retaining walls. Conversely, the topography of many flat sites has been modified through the introduction of man-made hills and berms as a means of shaping space and defining edges.
Example: the man-made hill at Liberty Park.

Design Objective:
Existing topographic shapes, slopes, elevations, contours, and associated drainage patterns should be preserved, if possible. If repair or reconstruction is necessary, historical documentation should be used to ensure the end result is compatible with historic conditions.

Guidelines:
The design guidelines that follow are based on the treatments shown on the table below:

TREATMENT FOR HISTORIC LANDSCAPES	
Preservation	Sustaining the existing form, integrity, and materials through ***maintenance*** and ***repair***.
Rehabilitation	Enable a compatible use through ***repair, alterations***, and ***additions*** while preserving.
Restoration	***Removal*** of features from other periods in its history and ***reconstruction*** of missing features.
Reconstruction	***Replicating*** non-surviving site, landscape, building, structure, or object. Reconstruction is a treatment rarely implemented only on a case-by-case basis because it often leads to false historicism.
No False Historicism	Changes that create **a false sense of historical development**, or adding conjectural features, features from other properties, or by combining features that never existed together historically.

6.1 Preserving topographic features.

- **Repair topography when possible.** Do not destroy the shape, slope, elevation, or contour of topography when repair is possible.
- Stabilize slopes with hydro-seeding, vegetation, or other appropriate ground cover when restoring slopes. For guidance on slope stabilization, see: https://www.fs.fed.us/rm/pubs_other/wo_em7170_13/wo_em7170_13_vol1.pdf
- Use historic evidence (such as surveys, plans, or photographs, if sufficient information is available) of landform to reproduce a deteriorated topographic feature.
- Repair declining topographic features. For example, determining and remedying the cause of slope failure, and then restoring an eroding terrace to its historic grade.

6.2 Replacing deteriorated topographic features.

- When replacing deteriorated historic topography, it should be compatible with the shape, slope, elevation, and contour of the historic topography. For example, do not replace level terraces with a curved slope.
- When replacing an extensively deteriorated or damaged topographic feature, replace it in-kind.

6.3 Reconstructing a topographic feature.

- Use historical, pictorial, and physical documentation to reconstruct a non-surviving topographic feature.
- Avoid reconstructing topographic features that cannot be documented historically or for which inadequate documentation exists, as this can create a false sense of history.

6.4 Designing new topographic features.

- If possible, avoid introducing new topographic features to an historic landscape.
- Design new topographic features, when required by a new use, to be as unobtrusive as possible.
- Emulate existing drainage patterns.
- New development should not alter the alignment of natural drainages or cause erosion by altering surface flow.

Chapter 7. Vegetation

Vegetation includes the deciduous and evergreen trees, shrubs, vines, ground covers and herbaceous plants, and plant communities, whether indigenous or introduced in a landscape.

Examples of features associated with vegetation include specimen trees, allees, woodlots, orchards, and perennial gardens.

Vegetation is possibly the most diverse feature of a historic landscape. It can take many forms and express a range of attributes depending on its form, color and shape.

Early Utah settlers had to grow their own food, as well as other useful items like fiber and medicinal plants. This led to the abundance of orchards, vineyards, and gardens on which visitors often commented.[10] Mormon settlers "brought native plants down from the mountains, and their early ties to California and their worldwide missionary efforts allowed them to import a number of exotic plants. Though many of these could hardly have thrived in Utah's climate, the Mormon pioneer horticulturalists were willing to try anything they could manage to get to Utah."[11]

Water Conservation
Water plays an important factor on the use of vegetation in historic landscapes. In Salt Lake City the importance of conserving water is a priority. These design guidelines should be balanced against other city-wide sustainability goals to ensure recommended practices have a rational relationship to water conservation. For more information on water conservation in Salt Lake City, see https://www.slc.gov/utilities/conservation/.

Specimen Plants
An example of specimen plant in Salt Lake City is the Honey Locust, it dates from the early settlers who brought seeds from its native habitat in eastern America in their pioneer wagons. The seeds germinate readily here and it was a species of tree free from pests in Utah.

Trees
Trees were one of Salt Lake City's founding gestures. As early as 1851 an ordinance was introduced to require lot "holders [to] set out trees, for the improvement of the city, in front of their lots, within a reasonable time." Thousands of trees, mostly Lombardy Poplars, were planted.[12] Along South Temple, trees define the pedestrian zone by creating an edge along the sidewalk; they are a character-defining feature of the historic neighborhood.

The loss of mature trees, while inevitable, can change the historic landscape forever. Therefore, best practices promote tree care and replanting to be undertaken in consultation with an arborist and an historic landscape architect. The Salt Lake City Urban Forestry Program provides guidance to the maintenance of city trees. All trees growing in the parkstrip between the sidewalk and road, as well as all trees in parks are city trees. For more information see https://www.slc.gov/parks/urban-forestry/urban-forestry-services/.

[10] Brooksby, Emily Anne. 2011. "The Solitary Place Shall Be Glad for Them: Understanding and Treating Mormon Pioneer Gardens as Cultural Landscapes", thesis.
[11] Brooksby, Emily Anne.
[12] Dougall, Patricia. 1942. "The Shade Trees of Salt Lake City, Utah," p. 14. For example, in the 1860s William Wagstaff planted hundreds of poplars in what became Gilmer Park.

Liberty Park, Utah Historical Society

Plant Groupings
While much historic plant material in Salt Lake City is likely to have been replaced over time, specific plant groupings may have survived. A good example of a plant grouping are the trees which line the central walkway at Liberty Park.

Plant Systems
Large-scale plant communities, such as forests or wetlands, are regarded as systems for the critical role they play within the web of relationships of a larger ecosystem. Native plant communities often help retain bio-diversity, provide habitat, and serve as critical ecosystems. They also help distinguish the regional landscape, thereby providing an invaluable sense of place. As the human population grows, maintaining plant systems is critical to preserving and protecting historic landscapes.

Invasive Plant Material
Invasive plants are those which are introduced to the landscape outside their endemic range and that cause environmental harm. Invasive plants typically have no predators, competitors, or diseases to limit to their reproduction, and therefore outcompete other plants within an ecosystem. As a result, invasive plants often spread rapidly and come to dominate the landscape. They frequently displace native and adapted plant species, resulting in reduced biodiversity and negative impacts to local ecosystems. The control of invasive plant species and the mitigation of their impacts should be an important consideration when modifying the historic landscape. Not

all introduced species are invasive, however, as some non-native plants can adapt and thrive in local soil and climate conditions. Many adapted plants can and do contribute to the historic character of the landscape. At the same time, as the climate changes, the range of plant species that thrives in a particular area will also change, and the arrival of new species and the failure of others will present new challenges to the maintenance of the historic landscape.

Design Objective:
Maintain existing vegetation through proper care and maintenance. If in-kind replacement of vegetation is impractical, any change of vegetation should be compatible with the existing vegetation and programming of the area. To the greatest extent possible, replacement vegetation should have similar form, texture, and color to the plant being replaced. Landscaping should be compatible with historic landscapes, in addition to being water-efficient and environmentally responsible.

Guidelines:
The design guidelines that follow are based on the treatments shown on the table below:

TREATMENT FOR HISTORIC LANDSCAPES	
Preservation	Sustaining the existing form, integrity, and materials through ***maintenance*** and ***repair***.
Rehabilitation	Enable a compatible use through ***repair, alterations***, and ***additions*** while preserving.
Restoration	***Removal*** of features from other periods in its history and ***reconstruction*** of missing features.
Reconstruction	***Replicating*** non-surviving site, landscape, building, structure, or object. Reconstruction is a treatment rarely implemented only on a case-by-case basis because it often leads to false historicism.
No False Historicism	Changes that create **a false sense of historical development**, or adding conjectural features, features from other properties, or by combining features that never existed together historically.

7.1 Preserving vegetation features.

- Do not replace or destroy vegetation when rejuvenation is possible. For example, removing a deformed or damaged plant when corrective pruning may be employed.
- **Ensure that no invasive plant materials are used in the historic landscape and that existing invasive plants be removed.**
- Promote the use of native or adapted regionally-appropriate plant materials when possible.

7.2 Maintaining mature trees.

- Proper care and maintenance is essential for ensuring historic trees meet their full potential and have the longest life possible.

7.3 Replacing deteriorated vegetation features.

- Over time the vegetation will change or need to be replaced. To the extent possible, the current design should be respected, but can be modified. The importance of the vegetation is in creating a setting.
- Replace in-kind a single plant or an entire plant grouping when the vegetation is too deteriorated or damaged to be saved. For example, do not replace a large mature, declining canopy tree with a dwarf ornamental flowering tree.
- Replace deteriorated vegetation features with compatible substitute materials when the original is not technically, economically, or environmentally feasible.

- Selection and use of vegetation for restored planting should adopt sustainable maintenance practices. The need for irrigation or high maintenance should be minimized or avoided.
- The replacement vegetation should match the historic vegetation's habitat, form, color, texture, fruit/flower and scale.

7.4 Replacing trees.

- Plan for the replacement of mature trees that decline due to age or are lost to disease.
- Plan for the replacement of mature trees that are lost due to natural disaster.
- The replacement trees should conform to the planting pattern, general characteristics and original species to the greatest degree possible.
- When replacing a deteriorated historic tree, replace it with a disease resistant and climate appropriate tree of similar type, form, shape and scale.

7.5 Reconstructing a vegetation feature.

- Use historical, pictorial and physical documentation to reconstruct a non-surviving vegetation feature. Do not create a false sense of history by reconstructing vegetation features that cannot be documented historically or for which inadequate documentation exists.
- Consider perpetuation of historic genetic material, through propagation or other means, when plants are rare or have important historical associations or when replacements are unavailable.

7.6 Designing new vegetation features.

- The design of new vegetation features should be compatible with existing/historic vegetation.
- Introduce new vegetation feature in an appropriate location, which is visually compatible in terms of its habit, form, color, texture, bloom, fruit, fragrance, scale or context. For example, do not introduce exotic species in a landscape that was historically comprised of indigenous plants.
- Planting design should recognize the ultimate height and spread (among other characteristics) of the mature plants. Care should be taken that they will not obscure views that need to be preserved when they mature.
- Selection and use of vegetation for new or restored planting should adopt sustainable maintenance practices.
- Irrigation and maintenance should follow water conservation practices (see https://www.slc.gov/utilities/conservation/).

Chapter 8. Buildings and Structures

Buildings are elements constructed primarily for sheltering any form of human activity in a landscape. Structures are elements constructed for functional purposes other than sheltering human activity in a landscape. Engineering systems are also structures. Mechanical engineering systems may be distinguished from structural engineering systems as follows:

- *Mechanical engineering systems conduct utilities within the landscape, such as power lines, hydrants, and culverts.*
- *Structural engineering systems provide physical stabilization in the landscape, such as retaining walls, dikes, and foundations.*

Examples of features associated with buildings include houses, barns, stables, schools, and factories. Examples of features associated with structures include bridges, windmills, gazebos, silos, and dams.

The beginning of Salt Lake City was relatively isolated from the rest of the nation. However, it soon became a reginal center due to its central location in terms of westward movement and exploration. The exposure to a variety of cultures, interests, and income levels, reflects the diversity in architecture styles found in the City including in the historic landscapes.

Design Objective:
Structures that are part of the historic and/or cultural form and character of a park or landscape should be retained and repaired. New structures should be sited and designed informed by the character of the setting. An understanding of the historical context and purpose of a structure, is essential for determining its contribution to the visual quality of the project area.

Guidelines:
The design guidelines that follow are based on the treatments shown on the table below:

TREATMENT FOR HISTORIC LANDSCAPES	
Preservation	Sustaining the existing form, integrity, and materials through ***maintenance*** and ***repair***.
Rehabilitation	Enable a compatible use through ***repair, alterations***, and ***additions*** while preserving.
Restoration	***Removal*** of features from other periods in its history and ***reconstruction*** of missing features.
Reconstruction	***Replicating*** non-surviving site, landscape, building, structure, or object. Reconstruction is a treatment rarely implemented only on a case-by-case basis because it often leads to false historicism.
No False Historicism	Changes that create **a false sense of historical development**, or adding conjectural features, features from other properties, or by combining features that never existed together historically.

8.1 Repair and maintain structures.

- Repair when possible instead of replacing or destroying a historic structure.
- Maintain and preserve the architectural details associated with a historic structure. They are essential to its character, style and integrity.

8.2 Maintain and repair structure materials.

- Primary building materials should never be covered or subjected to harsh cleaning treatments.
- When material is damaged, limited replacement, matching the original, may be considered.

8.3 Maintain and repair structure windows and doors.

- When a historic door is damaged, repairing and maintaining its general historic appearance is preferred.
- The character-defining features of windows and doors should be preserved. That includes openings, distinct arrangement, style and materials.

8.4 Preserving structure roof character.

- The character of a historical roof should be preserved, including its form, features and materials whenever feasible.

8.5 Replacing deteriorated structure features

- When replacing a deteriorated structure with a new feature make sure that it conveys the same visual appearance.
- If replacement is necessary, design the new element using accurate information about the original features.
- When the material is damaged, then limited replacement, matching the original, may be considered.
- Unless it is not technically, economically, or environmentally feasible, then a compatible substitute material may be considered.

8. 6 Altering a historic structure.

- When altering a historic structures the distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a building should be preserved.
- New windows and doors should be in character with the historic structures.
- When altering a building do not destroy historic materials, features, and spatial relationships that characterize the property.

8.7 Adding to a historic structure

- Older additions that have taken on significance also should be preserved.
- New additions should be designed to be recognized as a product of its own time.
- New additions should be differentiated from the old.
- New additions should be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the building and its environment.
- New additions should be built in a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.
- New additions should be kept physically and visually subordinate to the historic structure.

8.8 Reconstructing a structure.

- Use historical, pictorial and physical documentation to reconstruct a non-surviving structures.
- Do not create a false sense of history by reconstructing a structure that cannot be documented historically or for which inadequate documentation exists.
- Use compatible material and treatment of material when reconstructing a structure.

8.9 Designing a new structure

- Be careful not to locate any new structure in such a way that it detracts from the historic character of the landscape.

- Make it visually compatible in mass, scale, form, features, materials, texture or color with the historic landscape.
- Do not create a false sense of history by reconstructing a structure that cannot be documented historically or for which inadequate documentation exists.

8.10 Size of a new structure.

- The size of a new structure should not overwhelm its immediate natural setting.
- Structures should minimize visual intrusion and blend with the natural setting.
- They can be located around natural features such as trees in order to minimize their visual impact in the landscape.

8.11 Material for a new structure.

- Use building materials that complement and reinforce the traditional palette of the landscape and the sense of visual continuity.
- Materials should have a proven durability for the regional climate and the situation and aspect of the building.

8.12 Introducing mechanical equipment

- Functional and convenience equipment such as utility boxes, etc. should be integrated into the design of existing buildings when possible and should not be freestanding.

Bridges

Bridges range from simple, functional structures connecting pedestrians and vehicles systems across waterways or steep drops in topography. They can also incorporate elegantly designed structures and serve as focal points for the site. Materials vary widely depending on the era of construction and the original purpose.

8.13 Preserving bridges.

- Maintain the historic connectivity that bridges provide.
- Consider adaptation, rehabilitation or reuse of vehicular bridges as pedestrian and multiuse bridges.

Stairways

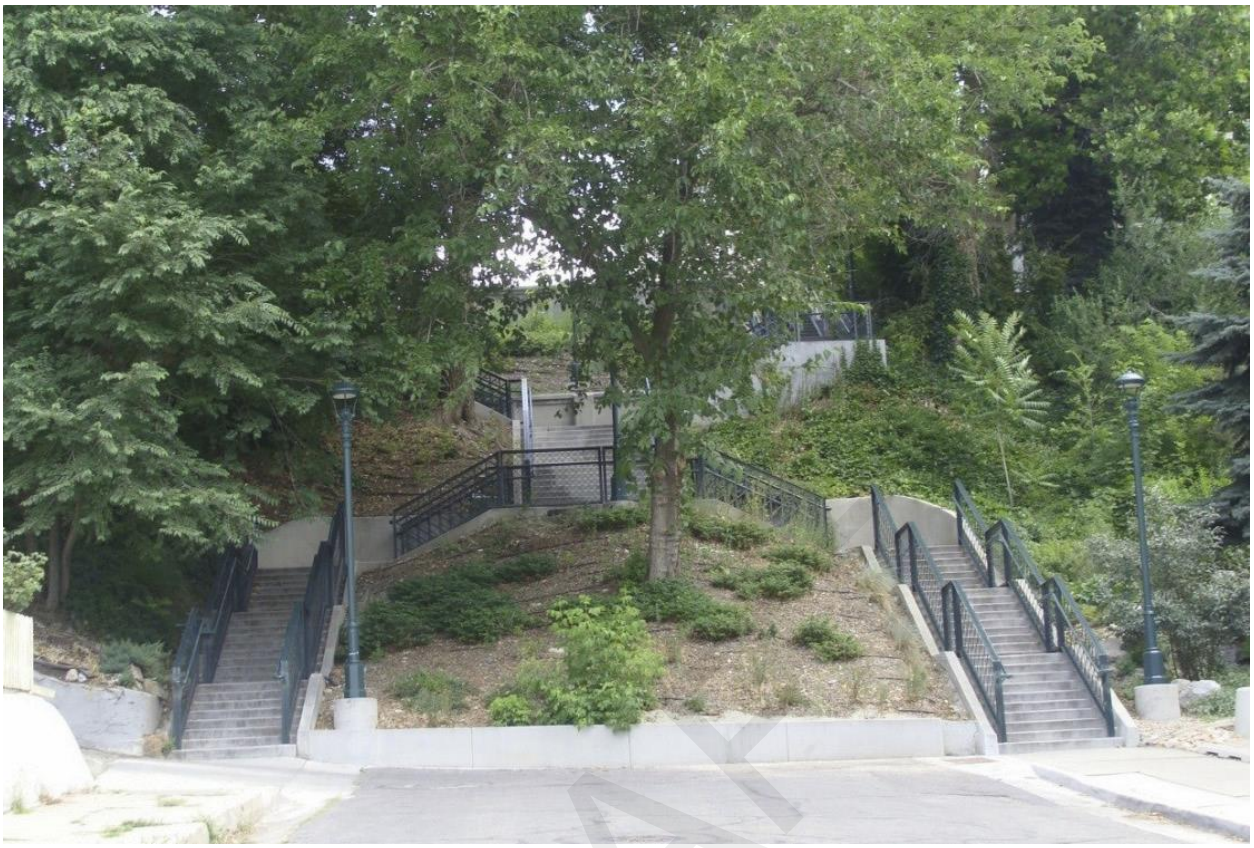
Stairways may be a small component in a large site or the central focus in others. In some cases, stairways help bridge the gap between the base and vertical planes, becoming important components of both.

8.14 Preserving stairways.

- Maintain the historic connectivity that stairways provide.
- Where the original material of stairways will not compromise safety they should be maintained or be replaced in kind.

8.15 Altering stairways.

- As the stairs age and require upgrading and change, consider maintaining the distinctive characteristics of the stairways and associated landscape treatments.
- The use of era-appropriate designs, construction materials and methods should be carefully integrated.



Historic Topography at 4th Avenue Stairs (photo: Landmark Design)

Chapter 9. Views and Vistas

Views and vistas are the prospect created by a range of vision in a landscape, conferred by the composition of other landscape characteristics and associated features. Views and vistas are distinguished as follows:

- *Views are the expansive or panoramic prospect of a broad range of vision, which may be naturally occurring or deliberately contrived.*
- *Vistas are the controlled prospect of a discrete, linear range of vision, which is deliberately contrived.*

The visual landscape character is significant to the quality of life of residents and visitors of Salt Lake City. The physical appearance and cultural context of a landscape gives it an identity and a "sense of place". Our cultural heritage is partly defined by these landscapes.

Among the benefits of preserving the visual quality of historic landscapes is the conservation of scenic heritage, identity and self-image of communities and attractiveness of recreation and tourism settings.

Scenic Attractiveness
Scenic attractiveness, in its purest definition, exhibits the combined effects of the natural and cultural forces in the landscape. People value all landscapes, but they regard those having the most positive combinations of variety, vividness, mystery, intactness, coherence, harmony, uniqueness, pattern, and balance as having the greatest potential for high scenic attractiveness.

Scenic attractiveness is dependent on landscape visibility. Landscape visibility may be subject to many essential, interconnected considerations, including context and experiences of viewers, expected images, position of observer in the landscape, viewing distance, air clarity, and visual magnitude. Observer position depends on location of travel routes, residences, recreational areas and other views.

Scenic Integrity
Scenic integrity indicates the degree of intactness and wholeness of the landscape character. Scenic integrity is a measure by the degree of visible disruption of the landscape character. Scenic integrity is an important consideration in managing activities within a historic landscape. This is especially so where the physical appearance and cultural context is expected to remain without major disturbance of landscape character.

Design Objective:
Design to reduce adverse impacts on landscape and spatial character and scenic integrity and perpetuate desired scenic environments that provide and improve quality of life.

Guidelines:
The design guidelines that follow are based on the treatments shown on the table below:

TREATMENT FOR HISTORIC LANDSCAPES	
Preservation	Sustaining the existing form, integrity, and materials through ***maintenance*** and ***repair***.
Rehabilitation	Enable a compatible use through ***repair, alterations***, and ***additions*** while preserving.
Restoration	***Removal*** of features from other periods in its history and ***reconstruction*** of missing features.
Reconstruction	***Replicating*** non-surviving site, landscape, building, structure, or object. Reconstruction is a treatment rarely implemented only on a case-by-case basis because it often leads to false

	historicism.
No False Historicism	Changes that create **a false sense of historical development**, or adding conjectural features, features from other properties, or by combining features that never existed together historically.

9.1 Preserving visual character.

- Make sure activities within historic landscapes do not impact the visual integrity. It is important to evaluate the compatibility of activities and visual integrity together.
- Avoid visual barriers that can block important views of the site. Such visual barriers could be fences, hedgerows, overgrown vegetation, etc.

9.2 Altering visual character.

- Any changes to a historic landscape should be guided by research to the history of the site. A description of the historic character normally will include how the landscape has developed over time using information from archeologists, historians, ecologists, and other familiar with the landscape being studied.
- Changes to areas of scenic integrity should not be significant, and should be irreversibly altered when possible.

9.3 New activities.

- New activities such as recreational uses, watershed, or other resource management should be weigh against their possible negative effects upon scenic integrity.
- Contemporary facilities should not adversely impact the landscape's physical and visual character. New facilities should be compatible with the historic character and material of the landscape.

Chapter 10. Constructed Water Features

Constructed water features are the built features and elements that use water for aesthetic or utilitarian functions in a landscape.

Examples of features associated with constructed water features include fountains, canals, cascades, pools, and reservoirs.

Water is often one of the most attractive features in a historic landscape. It tends to attract people and encourages them to engage and interact. Many of Salt Lake City's historic parks were created around water features such as existing streams or creeks, natural ponds and reservoir. These features often support site-specific habitat and recreation functions. Water is also used as a sculptural or design element in fountains and water features.

Artificial Ponds, Lakes, & Streams
These include water features that may have an important water quality or storm water management function, or were constructed as a key feature in a historic park and public space. They often have high recreational value.

Pools, Fountains, & Cascades
These include water features constructed as an integral part of a historic public park or space, including, plazas, sculptures, or special features.

Aqueducts, Canals & Ditches
Canals and aqueducts are part of the Salt Lake City establishment story. One of the first acts of the pioneers on arriving in the Salt Lake Valley was to begin digging irrigation ditches. Initiated at the beginning of settlement, they are still used extensively for traditional irrigation purposes, and remain an integral part of water conveyance systems that bring irrigation water to various residential, industrial, and municipal systems.

Design Objective:
Respect the crucial role water features have been to the development of Salt Lake City and of historic landscapes. As such it should be retained and repaired where possible. New water features should be designed based on an evaluation of historic and current character.

Guidelines:
The design guidelines that follow are based on the treatments shown on the table below:

TREATMENT FOR HISTORIC LANDSCAPES	
Preservation	Sustaining the existing form, integrity, and materials through ***maintenance*** and ***repair***.
Rehabilitation	Enable a compatible use through ***repair, alterations***, and ***additions*** while preserving.
Restoration	***Removal*** of features from other periods in its history and ***reconstruction*** of missing features.
Reconstruction	***Replicating*** non-surviving site, landscape, building, structure, or object. Reconstruction is a treatment rarely implemented only on a case-by-case basis because it often leads to false historicism.
No False Historicism	Changes that create **a false sense of historical development**, or adding conjectural features, features from other properties, or by combining features that never existed together historically.

10.1 Repair water features.

- Do not replace or remove features or systems when repair is possible. For example, repair water features by reinforcing materials or augmenting mechanical systems.
- Do not modify the shape, slope, elevation or contour of topography when repair is possible, unless necessary to improve the function of the water feature.

10.2 Preserve water features.

- Preserve the artistic integrity of the water feature.
- Identify and protect riparian corridors.

10.3 Replacing deteriorated water features.

- Make it compatible. When replacing a water feature is necessary, replace it with a new feature that conveys the same visual appearance. For example, replacing a single orifice nozzle with a spray nozzle, thus changing the fountain's historic character from a singular stem of water to a mist-like stream. Or, channeling a natural stream into a culverted pipe.

10.4 Reconstructing water features.

- Use historical, pictorial and physical documentation to reconstruct a non-surviving water feature.
- Do not create a false sense of history by reconstructing water features that cannot be documented historically or for which inadequate documentation exists.

10.5 Designing new water features.

- Efforts should be made to preserve the natural water course when designing a new water feature.
- Make sure the new design is compatible with the historic character of the landscape. For example, do not install a "period" fountain where one never existed.
- Make sure it is in an appropriate location, and is visually compatible in terms of its shape, edge, and bottom condition/material; or water level, movement, sound, and reflective quality. For example, introducing a wading pool in a non-significant space, utilizing traditional materials and colors.
- As new landscapes are developed or as established landscapes are renovated, consider how water will be used, and make choices regarding irrigation, plants, and design that use water efficiently and wisely

Chapter 11. Site Features

Site features are the elements providing detail and diversity for both functional needs and aesthetic concerns in a landscape.

Examples of small-scale features include fences, benches, monuments, signs, and road markers.

The historic landscapes in Salt Lake City have been created at different times and overtime, and reflect the thinking of the people who created and adapted them over time. Each landscape has a unique history, site, look and feel. It's the composition of site features that help establish the character and historic context of a landscapes.

These site features delineate boundaries and edges, retain steep hillsides; manmade monuments, fountains and sculptures add interest and character. Without these unique features the landscapes lose their character and their appeal.

This chapter addresses many of the manmade features of a site, they may be minor individually, but have a greater value as a whole.

Design Objective:
Historic site features often form part of the historic integrity and character of a landscape and as such should be retained and repaired where possible. New site features should be sited and designed based on an evaluation of historic and current character.

Guidelines:
The design guidelines that follow are based on the treatments shown on the table below:

TREATMENT FOR HISTORIC LANDSCAPES	
Preservation	Sustaining the existing form, integrity, and materials through ***maintenance*** and ***repair***.
Rehabilitation	Enable a compatible use through ***repair, alterations***, and ***additions*** while preserving.
Restoration	***Removal*** of features from other periods in its history and ***reconstruction*** of missing features.
Reconstruction	***Replicating*** non-surviving site, landscape, building, structure, or object. Reconstruction is a treatment rarely implemented only on a case-by-case basis because it often leads to false historicism.
No False Historicism	Changes that create **a false sense of historical development**, or adding conjectural features, features from other properties, or by combining features that never existed together historically.

The first six guidelines below apply to all site features.

11.1 Preserving site features.
- Repair site features before replacing or destroying a site feature.
- The characteristics, intent, materials and construction pattern of historically significant site features should be maintained whenever possible.

11.2 Replacing deteriorated site features.
- Make it compatible by using existing physical evidence of form, material and detailing to reproduce a deteriorated site feature.

- When replacing a deteriorated site feature make sure that it conveys the same visual appearance. For example, when removing a wooden rustic footbridge do not replace it with a concrete bridge.
- Be careful to not recreate a false historical appearance because the replaced feature is based on insufficient historical, pictorial and physical documentation.

11.3 Reconstructing a site feature.

- Depict the documented historic appearance when reconstructing a non-surviving site feature.
- Although traditional materials such as masonry, wood, and architectural metals are preferable, substitute materials may be used as long as they recreate the historical appearance. For example, recreating a stone perimeter wall using a poured concrete core and stone facing.

11.4 Designing new site feature.

- When introducing a new site feature in an appropriate location, make it visually compatible in mass, scale, form, features, materials, texture or color.
- New site features should not compete with the historic character of the landscape.

11.5 Material on a new site feature.

- Materials should complement, not compete with the original historic design and intent.
- Materials should reinforce the traditional palette of the landscape and the sense of visual continuity.
- When appropriate, adobe, wood, stone, or metal may be appropriate to use as an illustration of a past notion, intent or use in a landscape.

11.6 Using new materials.

- When possible, the use of recyclable, sustainable materials should be explored when utilizing contemporary materials in historic landscapes.
- Materials should have a proven durability for the regional climate and the situation.
- Avoid using imitation of natural materials, such as concrete made to look like stone, or plastic wood with simulated grain.

Fences

Traditional fence materials have been painted wood picket fences, wrought iron and wire fences. Cast iron and wrought iron added decorative detail and a sense of maturity to the design character of a neighborhood.

Wrought & Cast Iron

Traditional metals such as wrought and cast iron are other types of material traditionally used for historic fences and gates in public and private sites and settings. These were often hand-crafted, lending a “one-of-a-kind” and timeless appeal to the sites. These features typically played a functional as well as an aesthetic role.

Where such fences survive, they should be retained. Often, however, original fences are missing. Replacement with a fence similar in character to that used historically is appropriate.

11.7 Preserving fences.

- Repair fences when possible, replace only those portions that are deteriorated beyond repair.

11.8 New fence.

- Consider a new fence in the context of its immediate setting and the established relationship of landscaping within the streetscape.
- Design a new fence with a "transparent" quality, allowing views into the site from the street.
- Use materials that are compatible to materials that have been historically used for a new fence.
- Non-traditional fencing materials such as vinyl or composite alternative material should not be used on a historic site either as a replacement or for a new fence.
- Fence components should be similar in scale to those seen historically in the site.

Retaining Walls

In some cases, concrete, sandstone, or cobblestone retaining walls were used in landscapes where steep slopes occurred. Many of these walls survive, often serving as character-defining features in a landscape.

These walls also may have distinct stone coursing and mortar characteristics. The bond, color and finish of the stone, as well as its mortar style, are distinctive features that contribute to the historic character of a neighborhood.

11.9 Preserving retaining walls.

- Preserve the materials and construction pattern of a historic masonry retaining wall wherever possible.
- If repointing is necessary, use a mortar mix that is similar to that used historically. Do not compromise the historic performance and appearance of the mortar.
- Replacement material should match the original in size, color, texture and finish, including the color of historic concrete if the retaining wall is concrete.
- Replacement stones should match the original as closely as possible. The bond, color, and finish of the stone, as well as the mortar style are distinctive features that should be preserved when restoring a stone wall.

11.10 New retaining wall.

- New retaining wall should be in the context of its immediate setting and the established relationship of landscaping and site.
- New retaining wall should be avoided where it interrupts an established pattern of grading. Unless there are erosion, or storm drainage issues.
- New walls should respect those traditionally found on the site. It should be similar in materials and height to other walls found on the site.
- Use materials that respect the character of the site and its surroundings.

Site Lighting

Lighting in the historic districts can affect the manner in which historic resources are interpreted at night. Lighting is therefore a design feature that is important in site planning. The approach to a lighting scheme should consider lighting intensity, spillover into adjacent properties, light pollution and fixture design. It should also consider the appreciation of the street and site at night as a visual composition, and the effect that excessive lighting of an individual building might have in this composition.

11.11 New site lighting.

- Shield site lighting to avoid glare and spillover onto adjacent properties.
- Avoid light pollution by directing light to the ground and avoid light trespass.
- Design discrete lighting.
- Focus lighting on walks and entries, rather than up trees and facade planes.
- Minimize the visual impacts of lighting fixtures.

Monuments, Memorials & Interpretive Material

Monuments, memorials, and interpretive material help preserve the connection of current generations to past events and people. They help create a connection between a sense of place and a sense of history.

Interpretive design through the application of monument, plaques and signage, are especially important when a site lacks historically significant elements from the period of significance. They strengthen the common memory of a city.

11.12 Preserving monuments and memorials.

- Preserve the historic character as well as visual attributes of monuments or memorials.

11.13 New monuments, memorials and interpretive material.

- The visibility and location of a monument or memorial should correspond to their historic significance to the site.
- Historically significant monuments or memorials should be located next to a path intersection or closer to an entrance point to facilitate interaction with people.
- Interpretive materials should be located where they can best educate and enhance the period of historic significance.
- Interpretive Material including plaques recognizing a historical figure, event or place should be consistent in placement and styling throughout a given site.

Outdoor Fireplaces

Outdoor fireplaces are a significant feature of historic landscapes. It traditionally provided a gathering place for people to enjoy public parks. It varies widely in design and materials depending on the time of construction and original intent. Common materials included concrete, brick, and stone.

11.14 Preserving outdoor fireplaces.

- Outdoor fireplaces should be repaired and maintained and should not be altered. Consider the historic character as well as the historic utilitarian and visual attributes when preserving outdoor fireplaces.

Playgrounds, Sports Courts, & Sports Fields

Often historic playgrounds, sports courts, and sports fields are unsafe and inappropriate for continued use. The most important criteria for determining the appropriateness of these features is related to the assurance that they meet safety standards. These features should be regularly upgraded as design standards and codes evolve over time.

11.15 Altering sports courts and sports fields.

- As historic playgrounds, sports courts and fields age and require upgrading, they should be modified to ensure they are safe and meet current codes and requirements.
- Changes should be done using era-appropriate designs, materials, colors and methods to the greatest degree possible.

Sculptures & Public Art
Sculptures and public art are visible elements of public spaces that contribute to the image and sense of place. Examples of public art include free-standing sculptures, or features that are integrated into the design as integral features.

11.16 Preserving public art.
- Retain and preserve historic artwork such as murals and sculpture.
- Consider the historic character of art as well as the visual attribute when preserving public art.
- Use signage or plaques to educate the public on the artist and origin of the art.

11.17 New artwork.
- Carefully consider proposed new artwork for their compatibility with the historic site, and whether their design and construction are likely to stand the test of time.

Site Furnishings
Site furnishings in public spaces and parks offer not only functional but decorative value. Salt Lake City vary from site to site, traced back to original craftsmanship works-of-art produced in the valley to other times bulk catalog-ordered pieces shipped in from out-of-state. Furnishings are volatile in nature. The following are examples of typical site furnishings.

Benches and Seating are one of the most notable site furnishings in a historic landscape. In addition to providing a place to sit, benches and seats have aesthetic visual value. They are used to honor historical persons, events or places through dedicatory elements.

Bollards & Flagpoles tend to be subtle in appearance or absent in most historic park and public spaces.

Drinking Fountains are a pervasive furnishing in most historic sites, although the placement, style and materials vary. Many of the older drinking fountains in Salt Lake City are constructed with concrete and stone, although they typically do not function well or meet accessibility standards.

Planters & Urns have high aesthetic, visual and sensual value in historic parks and public spaces. Many of the older planters and urns are constructed of stone such as granite and have lasted considerably well through time.

Tree Grates & Tree Protectors are typically constructed of aluminum and steel that matches the benches or trash receptacles on a site.

Trash Receptacles are probably one of the most common and utilized furnishings in the historic landscape.

11.18 Replacing a deteriorated site furnishing.
- If using the same kind of material is not technically, economically, or environmentally feasible, then a compatible substitute material may be considered.

11.19 Adding site furnishing.
- Site furnishings that include plaques recognizing a historical figure, event or place should be consistent in placement and styling throughout a given site.

11.20 Designing for new site furnishings.

- Be careful not to locate any new site furnishing in such a way that it detracts from or alters the historic character of the landscape.

11.21 Honor the historically significant site furnishings.

- When new site furnishings are required, they should be designed and selected in a manner that is sympathetic to the original design.
- The material and styling selected of site furnishings should complement, not compete with the original historic design, placement and intent.

Chapter 12. Archeological Sites

Archeological sites are the ruins, traces, or deposited artifacts in a landscape, evidenced by the presence of either surface or subsurface features.

Examples of features associated with archeological resources include road traces, structural ruins, irrigation system ruins, and reforested fields.

Salt Lake City has been an attractive location long before the Mormon pioneers made it their home. They were not the first culture to find water, game, shelter, and ways to farm. It's no wonder that there are significant historic archeologic deposits all over the city and especially at historic gathering places such as parks. There are great opportunities to uncover the past when work is done on historic landscapes throughout the city.

Design Objective:
Archeological and structural resources are protected and preserved in place. If such resources must be disturbed, mitigation measures are undertaken including recovery, curation, and documentation. Land use activities, whether historic or introduced, do not impair archeological resources.

Guidelines:
The design guidelines that follow are based on the treatments shown on the table below:

TREATMENT FOR HISTORIC LANDSCAPES	
Preservation	Sustaining the existing form, integrity, and materials through ***maintenance*** and ***repair***.
Rehabilitation	Enable a compatible use through ***repair, alterations***, and ***additions*** while preserving.
Restoration	***Removal*** of features from other periods in its history and ***reconstruction*** of missing features.
Reconstruction	***Replicating*** non-surviving site, landscape, building, structure, or object. Reconstruction is a treatment rarely implemented only on a case-by-case basis because it often leads to false historicism.
No False Historicism	Changes that create **a false sense of historical development**, or adding conjectural features, features from other properties, or by combining features that never existed together historically.

12.1 Preserving archeologic resources according to the Utah standards for archaeological compliance and data management (https://history.utah.gov/wp-content/uploads/2018/08/ARCH_ComplianceGuide_2017.pdf):

- ***Inadvertent Discoveries:*** If there is a potential to encounter previously undocumented subsurface archaeological deposits during an undertaking, it is highly recommended that a discovery clause to all contracts should be included on contracts.
- ***Discovery Clause:*** If during ground disturbing activity, contractors encounter any subsurface archaeological deposits including, but not limited to, prehistoric artifacts or features (pithouses, charcoal staining from hearths, etc.), human remains, historic building foundations or walls, outhouse/privies, or dense trash deposits, work must be halted within 50' of the discovery and notification made to the Utah State Historic Preservation Office (UTSHPO).
- If the discovery is considered a significant, or a National Register Eligible property, the UTSHPO will coordinate the mitigation of the discovery.
- The training of private excavators or building contractors on archaeological discovery potential is encouraged to avoid inadvertent adverse effects.

Chapter 13. Salt Lake City Streetscapes

Streetscapes share common characteristics which help define community character. Features such as sidewalks, park strips, medians or parkways, plantings, street trees, street lighting and street furniture provide visual continuity to a neighborhood, contributing to the character of the street and establishing the historic context of a neighborhood.

Salt Lake City's historic streetscapes tell the story of how this community has evolved. It started with the layout inspired by Joseph Smith's, Plat of Zion, with large blocks and wide streets. From South Temple to 900 South, the city was designed to allow a team of oxen and wagon to turn without backing up. The streets had on each side an irrigation stream and a row of trees planted along the edge.[13]

Before the 1900s city roads were dirt, muddy and dusty. Sleighs were often used in the winter. Bridges were needed across the several streams. Roads to the outlying settlements were only wagon trails which followed the easiest terrain, rather than the straight grid.

During the years 1904-1911 a major effort was made to build sidewalks. Three hundred miles of sidewalks were constructed.[14] In 1906 street car lines were consolidated and the Utah Light and Railroad Company started a program to remove overhead lines from the center of the streets to the sides, or underground, and started paving the streets along the tracks.[15] From that point on streets were expanded and became more focused on the automobile.

The topography of Salt Lake City together with the layout of the city played a big role on creating distinct neighborhoods.

South Temple is an example of how the streetscape has successfully maintained both its multimodal and pedestrian elements. The experience of traveling on South Temple is made enjoyable through the preservation of main elements such as the mature trees and landscaped park strips combined with finer details such as carriage steps, hitching posts, sandstone curbs and lattice posts, historically used for streetcars and now used as modern-day streetlamps.

Design Objective:
The goal is not to freeze the appearance of a streetscape in time or restore it to a particular period. Changes to the streetscape can be accomplished while being sensitive to historic resources.

Guidelines:
The design guidelines that follow are based on the treatments shown on the table below:

TREATMENT FOR HISTORIC LANDSCAPES	
Preservation	Sustaining the existing form, integrity, and materials through ***maintenance*** and ***repair***.
Rehabilitation	Enable a compatible use through ***repair, alterations***, and ***additions*** while preserving.
Restoration	***Removal*** of features from other periods in its history and ***reconstruction*** of missing features.
Reconstruction	***Replicating*** non-surviving site, landscape, building, structure, or object. Reconstruction is a treatment rarely implemented only on a case-by-case basis because it often leads to false

[13] Morgan, "The Changing Face of Salt Lake City," p. 13.
[14] City Engineer Annual Report, 1904, p. 89.
[15] City Engineer Annual Report, 1908, p. 15.

	historicism.
No False Historicism	Changes that create **a false sense of historical development**, or adding conjectural features, features from other properties, or by combining features that never existed together historically.

Historic Features of Streetscape
Streetscape features contribute to the sense of visual continuity on a block and subsequently create distinctive neighborhoods. Historic features such as sidewalks, stone curbs, manhole covers, tree grates, hitching rings and the like establish the age and character of a neighborhood.

13.1 Preserving historic streetscape site features.
- Deteriorated historic streetscape site features should be repaired rather than replaced.

13.2 Replacing historic streetscape site features.
- Where the severity of deterioration requires replacement of a distinctive feature, the new feature should match the old in design, color, texture, and other visual qualities and, where possible, materials.
- Where a neighborhood has a historic design for elements such a manhole, tree grates, or signs, that design should be replicated.

13.3 Reconstructing historic streetscape site features.
- Depict the documented historic appearance when reconstructing a non-surviving site feature.

Sidewalks
Remnant historic features such as historic markers, memorials and infrastructure are often found on Salt Lake City's streetscapes. When reconstruction projects occur, such as the reconstruction of streets, remnants of sandstone sidewalks, curb and gutter and streets may be discovered. It is important to find ways to retain these important pieces of the past that tell the story of the City's development.

13.4 Preserving sidewalks.
- Deteriorated sidewalk historic features should be repaired rather than replaced. For example, early sandstone flags should be retained, and carefully re-laid if uneven. Replace any broken stones with matching material.
- Repair sidewalks or consider replacing them with like material if damaged beyond repair.
- Historic paving materials should be retained where these still occur.
- Repair damaged stone sidewalks if necessary and perform selective, in-kind replacement with matching stones for areas damaged beyond repair.
- Early sandstone flagstones should be retained if in good condition, and carefully re-laid if uneven.
- Where it has been a tradition, consider the use of natural stone paving where sidewalk improvements are considered.
- Stamped concrete is not a historic material in sidewalks and should avoided.

13.5 Replacing sidewalks.
- If sidewalk replacement is necessary, the preferred option is to use either the same material as currently exists or a material used in the location historically, based on adequate documentation.

- Replace concrete because of damage or to accommodate infrastructure improvements is acceptable, when the color of the concrete is similar to or matching the existing sidewalk.
- Avoid using imitation of natural materials, such as concrete made to look like stone.

Accessibility Considerations
Providing barrier-free access is important to promote independence for the disabled persons. While providing accessibility, significant character-defining landscape features, materials and finishes should be preserved as best as possible.

13.6 Sidewalk accessibility.
- Support efforts to make sidewalks accessible by bringing them into compliance with Americans with Disabilities Act (ADA). However, an effort should be made to balance new features, such as ramps and handrails, with the historic character of the streetscape. Select railings that are simple in design and as unobtrusive as possible so as not to distract from the historic character.
- For example, incorporating wider sidewalks only at intersections where ramps are being installed, leaving the main runs or historic sidewalks in place.

Historic Grading
Salt Lake City's street system is based on a 660 foot uniform grid. However, in neighborhoods such as the Avenues and Capitol Hill, the size of the grid was reduced to adjust for the topography of the area. The historic grid pattern and topography is a character defining feature of streetscapes in Salt Lake City. Modifying historic slope conditions can negatively affect the historic character of a streetscape.

13.7 Preserving grading pattern of the streetscape.
- In general altering the overall appearance of the historic grading is inappropriate.

13.8 Altering grading pattern.
- Where change is considered, it should be subordinate to the overall historic grading character.

Retaining Walls
As retaining walls frequently align along the edges of sidewalks, they help establish a sense of visual continuity in the neighborhood. Stone retaining walls were often used in neighborhoods where steep slopes occurred. Some early concrete retaining walls also exist. Many of these walls survived and often are important character-defining features for individual properties and for the districts in which they are found.

13.9 Preserving retaining walls.
- Preserve the materials and construction pattern of a historic masonry retaining wall wherever possible. (See Chapter 2, Site Features for more on retaining walls)

Park Strips & Medians
Salt Lake City's residential streets are characterized by large tree-lined or landscaped parking strips and sidewalks. In the 1930s the City passed an ordinance selecting different types of trees to be planted on its major streets, such as: 200 East was to plant Thornless Honey Locust, 800 East - White Ash, and 200 South - Sycamores.[16]

[16] The Deseret New, June 6, 1933.

This combination of planting strips and street trees provides a rhythm along the block developing continuity throughout the neighborhood. Distinctive tree species have traditionally been used to denote the identity of a district.

For more information on zoning requirements for park strips, see http://www.sterlingcodifiers.com/codebook/index.php?book_id=672&chapter_id=49085#s1122170.

Medians have been a major character defining feature of the streetscape of Salt Lake City. Examples are found on 600 East in Central City, and on 1200 East and 200 South in the University district. These historic medians, also called parkways, are large, linear grassed or treed strips that line the center of a street. They provide a unique landscape amenity and are often used as recreational or leisure spaces. They markedly enhance and unify the character of both the street and of the districts they are part of. Where they are found, medians add a unique character to the streetscape.

13.10 Introducing new elements on park strips.

- Structural encroachments should not be permitted in areas where a predominant design theme consisting of vegetation has been established.
- The material of carriageways (walkways between the curb and sidewalk) may be poured concrete, concrete pavers, brick pavers, or flat, natural stone paving materials such as flagstone or a combination of these materials.

13.11 Replacing plants & street trees on Park Strips & Medians

- Plan for the replacement of mature trees that decline due to age or are lost to disease or natural disaster.
- Since removal of select trees will be necessary over time, the replacement trees should conform to the planting pattern, general characteristics and original species to the greatest degree possible.
- The selection of tree species should be based on the character of the district and as deemed appropriate by the city forester.
- Spacing, caliper and height of a park strip or median tree should be chosen according to the historic pattern of the neighborhood.
- When replacing a deteriorated historic tree, replace it with a disease resistant tree of similar type, form, shape and scale.
- Vegetation should be low in profile so as not to block historic features of buildings and districts.

Water Conservation

Water consumption is a concern for the city as a whole. Grass and trees are significant features of streetscapes that can be protected while reducing water consumption and being sensitive to the historic character of the park strips and medians. Salt Lake City's park strip code was modified in 2000, removing the requirement for turf and allowing that only one-third of the park strip area need to be planted. For more information on water conservation in Salt Lake City, see https://www.slc.gov/utilities/conservation/.

13.12 Conserving water.

- Grass types that reduce water consumption should be considered.
- Other plant materials that promote water reduction should be considered if the planting design is appropriate with the streetscape.

- Consider replacing the irrigation system with an efficient design.
- Require sub-surface or low-impact irrigation on medians, park strips, and in parking lots.

Street Lighting
Salt Lake City was the fifth city in the United States to have electric streetlights. By 1887, streetlights were operating on Main Street, and along First South and Second South Streets. In 1908 Salt Lake City adopted a systematic plan for locating streetlights at each intersection on long blocks and an additional light midblock, when requested.[17]

Street lighting plays a very important role in the function and esthetics and enjoyment of a streetscape. It can change how we perceive or use an area. It can enhance or detract from a street vista. Harsh lighting is not conductive to a pleasing pedestrian environment.

13.13 Preserving street lighting.
- Protect existing historic lighting into the streetscape design where possible.
- Adaptation to meet current standards of lighting and energy efficiency can often be achieved.

13.14 Design new street lighting.
- Design new street lighting as a subtle complement to the streetscape.
- Consider appearance and impact of street lighting during both daytime and nighttime hours.
- If a neighborhood does not have a historic style for street lighting, new street lighting could be a modern design but compatible in scale, appearance, and color with the character of the neighborhood.
- Do not create a false sense of historical development with fixtures that do not match the historic character of the neighborhood.

Street Furniture
Street furniture are elements on the sidewalk that are not permanent. Street furniture such as street signs, planters, benches, bus stops, bike stations, outdoor dining and other like it provide details that influence the character of the streetscape.

13.15 New street furniture.
- Concentrate new street furniture, such as benches, planters, and trash receptacles, at corners.
- Only include furniture where sidewalks are wide enough to accommodate these elements.
- Select furniture based on a local historic design, or introduce a simple, modern design that is compatible in scale, style, color, and texture with surrounding significant historic features.
- Do not introduce historic designs from other locations as this will present a false sense of local history.
- Choose muted colors for modern elements to avoid distracting attention from the historic features of the buildings and streetscape.
- Do not permanently fix new street furniture to historic features. Instead, connect furniture through pavement joints, with chains to stationary objects, or other reversible

[17] As the street car system was remodeled (1906-11), street lighting of the "new form" on steel poles began to be installed in 1908 in the paved district of the city. City Engineer, Annual Report, 1908, p. 15.

methods.

Small Cell Facilities
For additional information about small cell wireless facilities, please see the Salt Lake City Small Cell Infrastructure Design Standards: https://www.slc.gov/engineering/wp-content/uploads/sites/27/2018/08/Small-Cell-Standards-Aug-31-Revised-Version.pdf

13.16 New and replacement small cell infrastructure.

- All wireless facilities and structures in a historic district or a character conservation district must employ screening, concealment, camouflage, or other stealth techniques to minimize visual impacts.
- New and replacement structures must be of monopole design; lattice structures and wooden structures will not be permitted.
- Small cell facilities shall not be installed on existing or new poles located in front of a building designated as a local landmark.
- The design of wireless facilities and related new structures must be integrated with existing buildings, structures and landscaping, including considerations of height, color, style, placement, design and shape.