



Staff Report

PLANNING DIVISION COMMUNITY & NEIGHBORHOODS

To: Salt Lake City Historic Landmark Commission
From: Kelsey Lindquist, Senior Planner
801 535 7930 or kelsey.lindquist@slcgov.com
Date: May 7, 2020
Re: **PLNHLC2018-00557 and PLNHLC2018-00558 4th Avenue Pump House New Construction**

4TH AVENUE PUMP HOUSE NEW CONSTRUCTION

PROPERTY ADDRESS: 300 North Canyon Road (South West Corner of Canyon Road and 4th Avenue)
PARCEL ID: 09-31-327-022-0000
HISTORIC DISTRICT: The Avenues Local Historic District
ZONING DISTRICT: H Historic Preservation Overlay District (21A.34.020) & Open Space (21A.32.100)
MASTER PLAN: Avenues Community Master Plan and City Creek Master Plan
DESIGN GUIDELINES: Residential Design Guidelines, due to the location within a residential neighborhood.

REQUEST: 4th Avenue Pump House – A proposal for new construction and associated special exceptions of a pump house located at 300 N. Canyon Road. The Salt Lake City Department of Public Utilities is proposing the new construction in order to continue to provide drinking water to the community and to ensure the well, located on the site, is safe and secure. The pump house is proposed to contain equipment to operate the well, and a tablet system to treat the water. Petitions associated with the proposal:

- A. New construction of a pump house located at 300 N. Canyon Road, Petition number: PLNHLC2018-00557.
- B. Associated special exceptions for the proposed new construction in the Open Space Zoning District, Petition number: PLNHLC2018-00558.
 - a. Building setbacks: A reduction of approximately 4'7" - 7'9" for the southern front yard setback.
 - b. Landscaped yards: A reduction of approximately 4'7" - 7'9" for the southern landscaped yard.

RECOMMENDATION: Planning Staff recommends the Historic Landmark Commission approve the new construction and associated special exceptions of a pump house located at 300 N. Canyon Road with the following conditions:

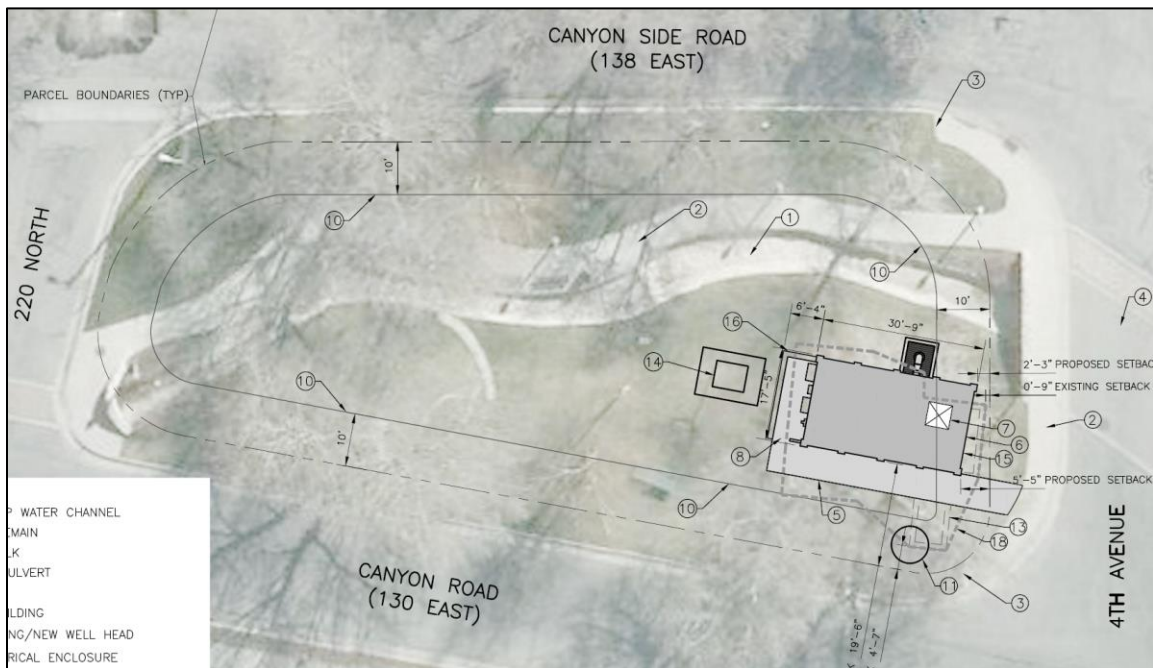
1. Any modification to the exterior details or materials require approval by the Historic Landmark Commission.
2. A lighting plan for the external illumination of the building require Planning Staff approval, prior to an issuance of a Certificate of Appropriateness.
3. Public Utilities utilizes a trained arborist to try and preserve the 38" caliber London Plane tree, as shown in Attachment C.

- The tree mitigation plan must be submitted and approved by Urban Forestry for the removal and replacement of the three existing trees on the site.

PROJECT DESCRIPTION

Salt Lake City Public Utilities is requesting approval for the new construction and associated special exceptions to construct an above grade pump house at 300 N Canyon Road; a linear park located between 4th Ave., Canyon Road, 220 North, and Canyon Side Road. The subject property is located in the Avenues Local Historic District and is directly adjacent to the boundary of the Capitol Hill Local Historic District. The property is also located in the OS (Open Space) zoning district. Utility structures and uses are allowed as permitted uses in the OS district (21A.33.070: Table of Permitted and Conditional Uses for Special Purpose District); however, Historic Landmark Commission approval is required for the design of new structures and any associated special exceptions to dimensional zoning regulations within a local historic district.

The design of the pump house integrates historic pump house references, as well as materials and details found within the City Creek linear park spaces and the surrounding residential area. These design elements and materials integrate the structure into the park context, as well as the surrounding historic residential context. These components, materials and elements are explained further in the following sections.



Site Plan

Neighborhood Character and Location

The proposed new construction is located on the south west corner of the area of Canyon Park located between Canyon Road, 220 North, Canyon Side Road, and 4th Avenue. The site is located within the Avenues Local Historic District, as well as the Avenues National Historic District and abuts the Capitol Hill Local Historic District. The surrounding residential context includes both single-family and some multi-family structures. The surrounding structures all range in design and age. The residential structures range between 1.5 to 2 stories in height. The majority are masonry structures.

The subject property is a park and houses mature trees, lawn, and pedestrian features, such as a bridge and a curvilinear walkway. An above ground storm water channel runs north to south along the eastern portion of the park. This is not considered a historic feature. It was created circa 1995 to represent an homage to City Creek.

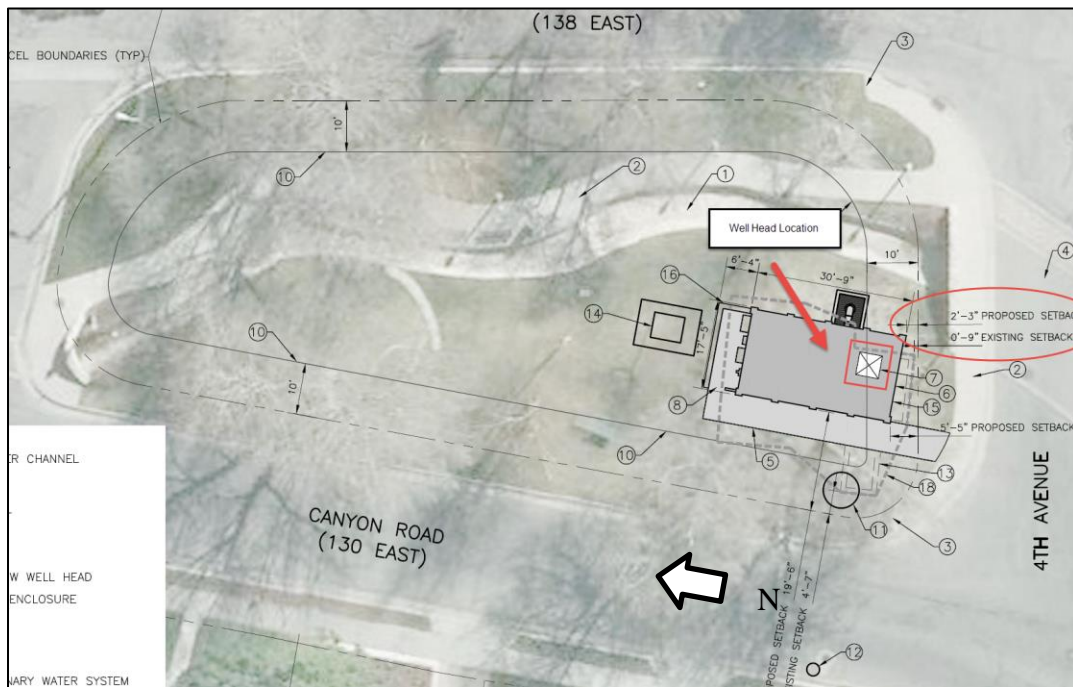
Although the subject property has been developed and used as a park, it has always functioned in a utility capacity. Prior to the development of the park in 1912, the site was the location of the City Creek stream channel, which provided drinking water to Salt Lake City. In 1943, a well was drilled at the location of the proposed pump

house to also provide drinking water. According to Salt Lake Public Utilities, the well was equipped in 1956 and rebuilt in 1968. The proposed pump house enhances the utility function of the site by bringing the existing well up to current safety standards, while still allowing continued use of the property as a park.

Placement and Orientation

The proposed structure is placed on the south west corner of the parcel, which is directly over the existing well head and underground vault. This placement ensures that the existing well head will be utilized and remain in place.

The OS zoning district requires all structures to be located at least ten feet from the property lines along street frontages and landscaping is required within that ten-foot setback. The proposed structure is 19’6” from the west property line and 2’3” at the closest point from the south property line. The structure does not meet the required setback and landscape requirements along the south side. Placing the structure at this location requires approval of a special exception to the OS district setback and landscape yard regulations.



Existing Well Head

The placement of the structure has a similar placement to the residential structure located at 236 N Canyon Road. 236 N Canyon Road is the only residence oriented towards the south, similar to the proposed pump house. The proposed structure was oriented this direction, to provide the appearance of the “primary entrance” facing 4th Avenue. The site lends itself to the proposed orientation, due to the south to north lot configuration.

Access and Parking

There are two access points: one located on the south elevation and the other located on the west elevation. Both access points provide entrances for the maintenance crew. The double doors on the west elevation are for delivery and service. A sidewalk is provided from the southern property line along the western elevation for maintenance access.

The proposed use does not require parking. The original proposal included a parking stall and curb cut adjacent to the west side of the building, but these have since been removed from the proposal. This eliminates additional impacts to the existing vegetation in the park. Public Utilities maintenance crew would utilize parking on the street to access the facility. Public Utilities anticipates a vehicle at the site 15-30 minutes per day and 2 hours once every three to four weeks.

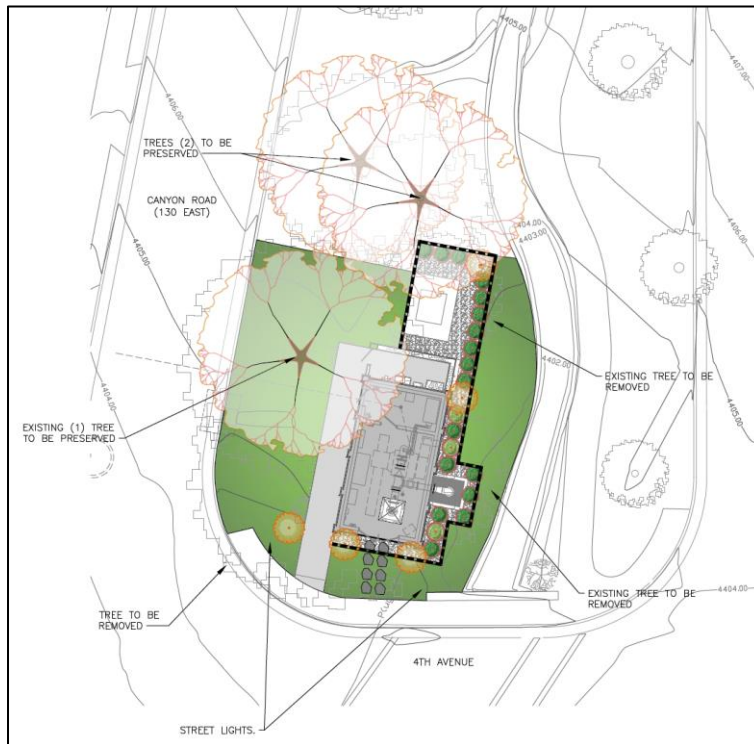
The existing pedestrian access in the park will remain unimpeded. The proposed pump house will not alter the existing sidewalk or the pedestrian path. Additionally, sandstone stepping stones are proposed to be utilized to create the southern entrance walkway.

Landscaping and Lighting:

Three trees and four shrubs are proposed to be removed as part of this proposal. The trees for removal include:

1. London Plane (30" caliber) – good condition
2. Maple (20" caliber) – poor condition
3. Cherry (8") – fair condition

Because three trees are slated to be removed, a tree mitigation plan is required by Urban Forestry and, replacement trees will be required. Additionally, Public Utilities, Urban Forestry, an arborist and a consulting landscape architect have developed a tree preservation plan to save the large 39" caliber London Plane tree. The landscaping proposal is included in Attachment C.



Landscape Proposal

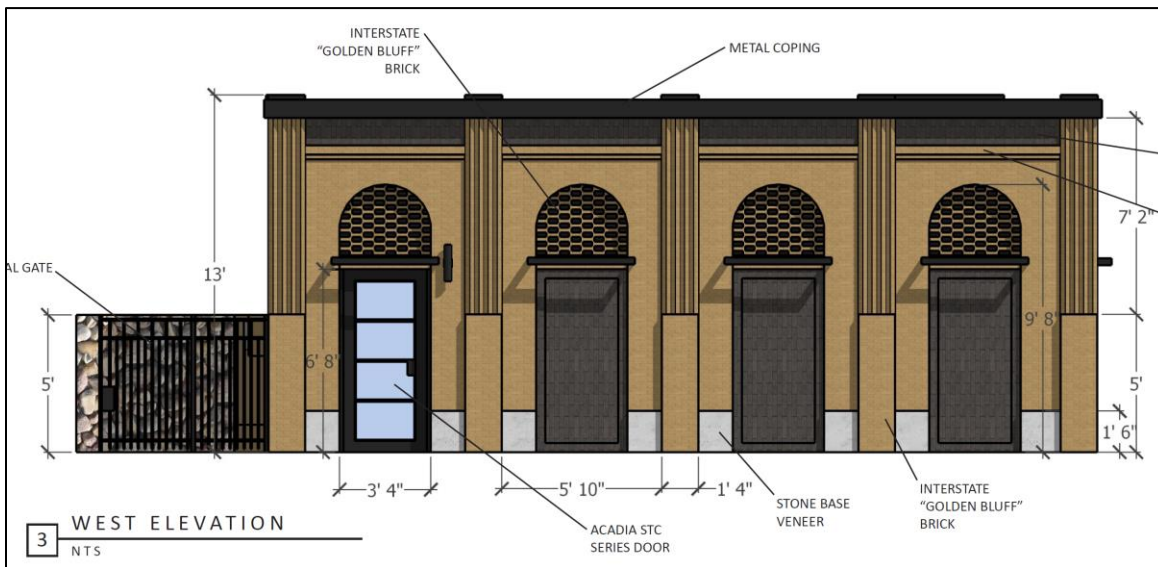
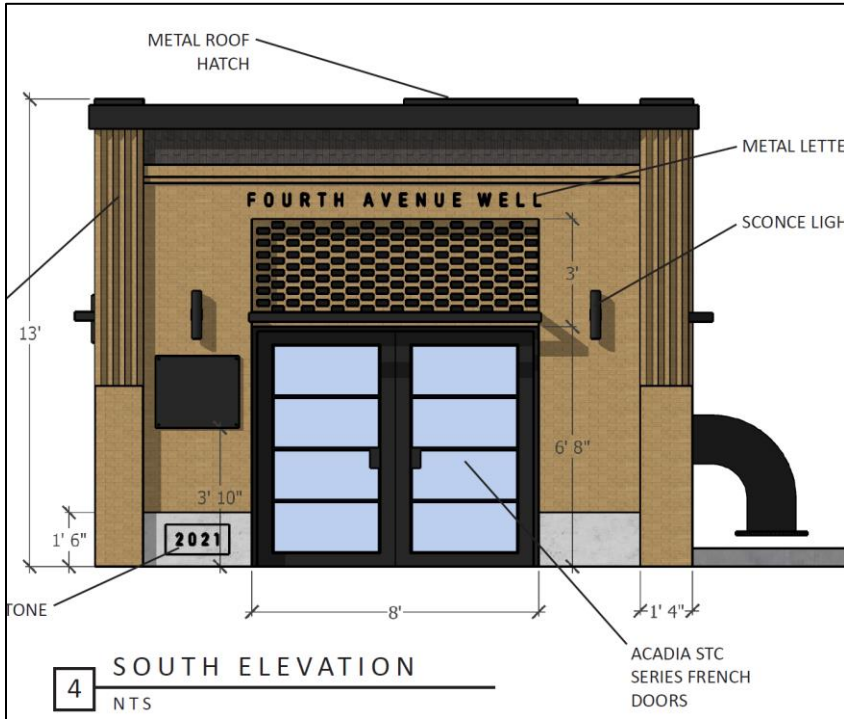
The existing park lighting will not be altered with the proposal. The architects designed the structure with exterior sconces to be installed on the southern and western elevation to light the two entrances. All lighting would be programmed to turn off at the same time. Additionally, interior lighting would be installed on a timer to provide a small amount of light in the interior of the building.

Form and Scale:

The pump house structure is proposed to be approximately 511 square feet in size with an addition 111 square feet of fenced enclosure to house the AC units to the north. The parcel is approximately 10,853 square feet in size and the proposal encompasses approximately 5% of the lot area. The form is rectangular and measures: 30'9"x17'5". The scale and massing are not out of character for the residential context of the neighborhood, in that it is the typical size of an accessory building. The length of the structure is oriented north to south. The rectilinear form minimizes additional impact to the existing vegetation.

The building is weighted in the location, but integrates enough detail, material changes and massing distribution to soften the building within its surrounding environment. The height of the pump house reaches 13 feet, which

reflects the minimum height needed to accommodate the equipment. The structure represents a traditional bottom, middle and top design. The architect integrated an exposed foundation, two varieties of brick veneer, and metal coping. The exposed foundation wall is approximately 1'6" of concrete. The material transitions to bluff masonry as the main coursing material. Darker "midnight" toned masonry is utilized to break-up the visual massing of the elevations through a change in coursing pattern and placement. The masonry is topped by a metal coping, which distinguishes the terminus of the structure.



Building Materials and Character:

The subject park is part of a series of linear parks that create a promenade to Memory Grove. The architects, by utilizing commonly found materials in the linear park areas and the residential context, created a distinct and delineating design to represent the utility function of the structure. The structure is designed to have two types of

masonry veneer with a variety of coursing patterns. The exterior fence/wall that will shield the ac units will be clad with river rock to reference the prominent use of cobble stone within the direct vicinity. Per the architect,

As a pump station, the utility building inherently has a different character than the surrounding single-family dwellings, but the scale and rhythm of façade articulations are designed to reflect the residential and pedestrian scale of the surroundings. The small module of brick reinforces the sense of scale, and we have mixed the brick patterns to create more interest in the facades. The cobblestone fence has a natural color palette and harmonizes with the creek embankments. This material is also an allusion to the pioneer-era 8-foot stone retaining wall that once stood on the east side of Canyon Road between Third and Fourth avenues but was gradually demolished in the 1960s and 70s.

The structure does not contain any window openings, due to both security and sound mitigation concerns. The architects designed large rectangular changes in the masonry to help create a sense of pedestrian scale without creating additional openings. Additionally, the large rectangular masonry features are topped with an arch detail that contains two varying brick colors to create the essence of openings and to reduce the overall scale and massing. The double door located on the south and the single door located on the west will contain obscured glass and will be lit from the interior to provide a sense of inhabitation.



South And East Elevations



West and South Elevations

Canopy features were added above each rectangular feature and the doors. The canopy extension relates to the surrounding residential context. The canopy functions as both a reflection of the detail, and as a functional component of the structure – providing environmental reprieve to pedestrians.

SPECIAL EXCEPTION REQUESTS

The site is located within the OS (Open Space) zoning district. The proposal requires modifications to zoning regulations through the special exception process. The special exceptions are listed within the Project Description provided by the applicant, found in Attachment C.

1. Building Setbacks:

Front Yard (South side of the parcel, along 4th Ave): 10' required from property line. Requested: 2'3" at the closest point and up to 5'5" at the furthest point. (Red box)
 Applicant's Explanation: The well building and associated improvements appear to comply with the specific requirements applicable to the Open Space (OS) zone except for the minimum front yard requirements. The OS zone requirements state that 10-foot is required around all parcel boundaries as shown in Salt Lake City Ordinance (21A.32.100.E).

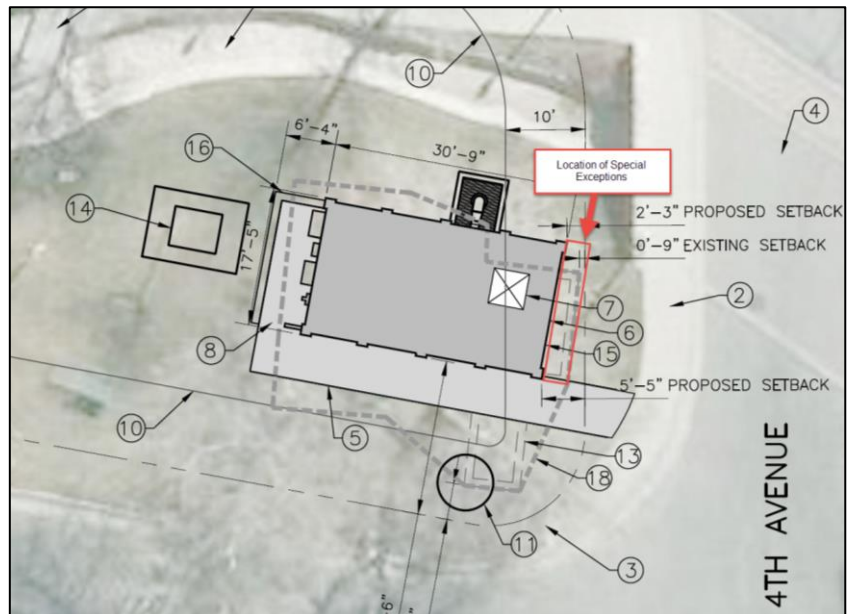


Illustration of the Location of Special Exceptions

The proposed well will not be able to achieve those front setbacks. The existing well head itself is located outside the 10-foot setback allowed by code. The front east corner setback (near the south central part of the parcel) is proposed to be approximately 2'3". The front west corner setback (near south-west corner of the parcel) is proposed to be approximately 5'5". It should be noted that the existing underground vault has an approximately 0'9" front setback. Although the proposed well will have a larger above ground presence, the setbacks will be improved compared to the existing well structure, particularly on the west side. Obtaining a special exception for the front setback is required to allow the project to move forward.

2. Landscape Yards:

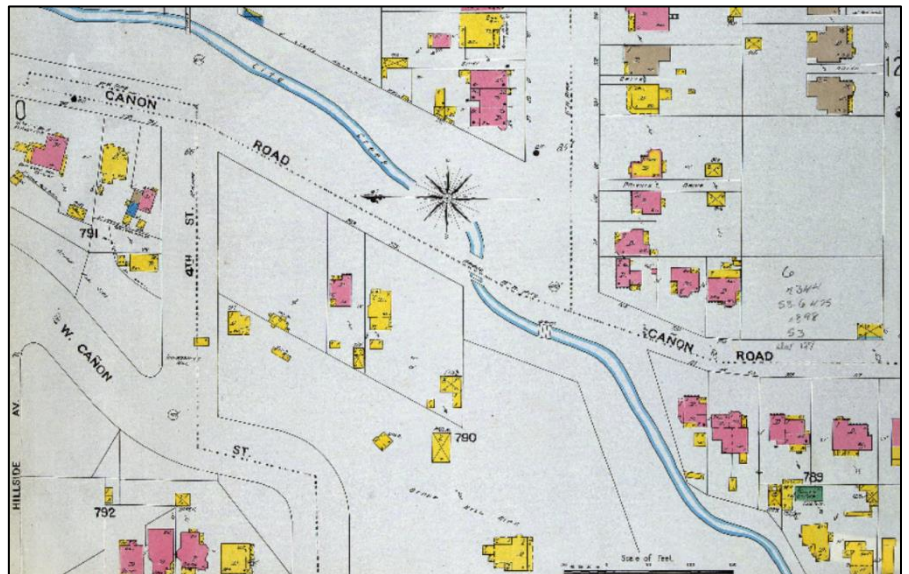
Front Landscape Yard (South side of the parcel, along 4th Ave): 10' required from property line. Requested: 2'3" at the closest point and up to 5'5" at the furthest point. (Red box)

Applicant's Explanation:

The landscaped yard associated with the new well building appears to comply with the specific requirements applicable to the OS zone except for the minimum front landscape yard requirements. The OS zone requirements state that all building yards are to be maintained as landscape yards per Salt Lake City Ordinance (21A.32.100.F). Therefore, the front east corner setback (south-east corner of the parcel) is proposed to be approximately 2'3". The front west corner setback (south-west corner of the parcel) is proposed to be approximately 5'5" as described in special exception #1 above. Obtaining a special exception for the front landscape yard is required to allow the project to move forward.

HISTORY & EVOLUTION OF THE AREA

Historically, this site has served as a water utility function. City Creek provided clean water to the residents and promoted the development and the establishment of the City. Referenced in *The Residential Design Guidelines*, the Avenues Local Historic District, the growth of the Avenues and the settlement of the Memory Grove area is attributed to City Creek. City Creek determined the establishment pattern of the residential uses, which surround the previously surfaced creek. Additionally, the continued growth and establishment of the Avenues is directly correlated to the diversion of City Creek water from City Creek Canyon through 6th Avenue. Discussed in the *Memory Grove Concept Plan* (1999), City Creek "created a sustaining role in the lives of people."



1898 Sanborn Fire Insurance Map



1912 Photo Provided by a Member of the Public



1912 Photo Provided by a Member of the Public

The establishment of the two linear parks are directly correlated to the burying of City Creek. Illustrated in the photo provided by a member of the public and the Sanborn Fire Insurance Maps; City Creek previously ran through this park. When City Creek was buried, the park area was established and landscaped. Noted within the City Creek Master Plan (1986): “Originally, Canyon Road had been built in two sections on each side of City Creek. In 1909, the city put the creek underground to protect the water supply and to prevent accidental drownings. Residents of the area petitioned the city to make the in-filled creek bed into a park. By 1912 a small formal park had been completed on the strip between 3rd and 4th Avenue and the green area was constructed in the park area above 4th Avenue.”

Through associated Master Plans and studies, the City recognizes the importance of the utility function within this area, with the following statement noted in the City Creek Master Plan (1986): “The city should remain committed to maintaining public facilities and utilities in good working condition in this area. As with most older areas, infrastructure is aging and in need of ongoing maintenance and repair.” This pump house proposal correlates to this policy document.

While the site is located within one of the oldest residential neighborhoods in Salt Lake City and within the Avenues Local Historic District, each aspect of the park is not recognized as a historic landscape characteristic. The most relevant landscape characteristics, which convey the historic significance of Canyon Road within the Avenues Historic District are land use (the organization, form, and shape of the landscape in response to land use), natural systems and features (natural aspects that often influence the development and resultant form of a landscape), and constructed water features (built features and elements that utilize water for aesthetic or utilitarian functions). The character-defining landscape characteristic of this park is its continuous land use as a water source for the City. The subject area has historically been used as a well to serve the City, since 1948. The proposal correlates to current safety standards and water-use demand. The above ground pump house is proposed to continue this historic use within this utility corridor.

HISTORIC LANDMARK COMMISSION REVIEW

The Historic Landmark Commission is tasked with the review of the proposed new construction, which includes: the design, siting, access, materials, form, scale, landscaping, associated compatibility features and special exceptions. Per Chapter 21A.33.070, the proposed use and utility function are permitted in the OS (Open Space) zoning district.

KEY CONSIDERATIONS

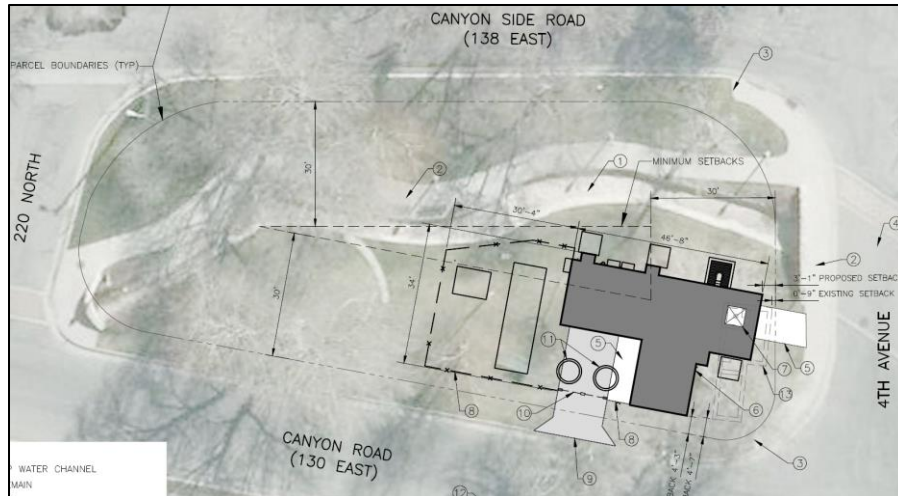
1. Evolution of the proposal.

Salt Lake City Public Utilities has been working with Planning on the pump house proposal since 2018. Salt Lake City Public Utilities first attended a work session with the Historic Landmark Commission on September 6, 2018. The Historic Landmark Commission provided concerns on the design, materials, footprint, and location of the structure, location of the generator and the loss and impact to the existing vegetation. For minutes or video of the Historic Landmark Commission meeting, please reference: <https://www.slc.gov/boards/historic-landmark-commission-records-2018/>. After this initial work session, SLCPU hired CRSA, an architectural firm, to aid in the design of the pump house. CRSA redesigned the proposal and integrated several of the discussion points from the initial work session meeting with the Historic Landmark Commission. Through the redesign, the generator was eliminated, the footprint was reduced, and the loss of existing trees was reduced from 7 to 3. This iteration was viewed at a public open house on December 13, 2018 and later at a work session with the Historic Landmark Commission on March 7, 2019 <http://www.slcdocs.com/Planning/HLC/2019/00557Memo.pdf>. After this work session, the Salt Lake City Council placed additional requirements on the project. It was at this time, SLCPU took a step back and hired Wilkinson Ferrari, a public relations firm, to help facilitate stakeholder meetings with the neighborhood.

Wilkinson Ferrari began outreach in August of 2019. Additionally, several stakeholder meetings were held to discuss goals of the project, the aspects of the project that were flexible, design concerns, and sound mitigation. The following list provides the dates of each meeting. Please see Attachment N for additional information on the meeting summaries.

1. October 22, 2019 4th Avenue Well First Facilitated Working Group Meeting
2. December 2, 2019 4th Avenue Well Second Facilitated Working Group Meeting
3. February 27, 2020 4th Avenue Well Third Facilitated Working Group Meeting
4. March 16, 2020 4th Avenue Well Virtual Facilitated Working Group Meeting
5. March 30, 2020 4th Avenue Well Virtual Community Open House

Each facilitated working group meeting had robust discussions about varying engineering, footprint and design topics. It was through these working group meetings that the architects and engineers were able to gain insight on what the community viewed as a concern, as well as what the community values. Both the architects and the engineers integrated the public concerns, input and comments into the latest iteration of the pump house. While the design is different from the initial proposal in 2018, the primary changes occurred to the footprint, scale and massing. SLCPU has worked with the County and the State to gain approval to eliminate the fluoride, as well as to move to a tablet disinfectant system. The tablet disinfectant system reduced the required footprint for the proposed structure. As illustrated in the site plans, the initial proposal was approximately 993 square feet of structure and 2,293 of fenced off area. The current iteration includes a structure that is approximately 511 square feet and 111 square feet of fenced area.



2018 Proposed Site Plan



2020 Proposed Site Plan

In summary, SLCPU engaged with the surrounding community and that influenced the design, footprint and scale of the structure. It was through community input and engagement that encouraged the references to historic utility structures that are integrated into this iteration of the pump house design. Overall, this project has gone through several iterations, and several public and community meetings to arrive at this current design and at this stage.

2. Analyzing new construction in Open Space, focusing on historic context (21A.34.020.H).

Section 21A.34.020.H. Standards for Certificate of Appropriateness Involving New Construction or Alteration of a Noncontributing Structure, state:

In considering an application for a certificate of appropriateness involving new construction, or alterations of noncontributing structures, the Historic Landmark Commission, or Planning Director when the application involves the alteration of a noncontributing structure shall, using the adopted design guidelines as a key basis for evaluation, determine whether the project substantially complies with each of the following standards that pertain to the application to ensure that the proposed project fits into the established context in ways that respect and contribute to the evolution of Salt Lake City’s architectural and cultural traditions.

The code stipulation for new construction requires the review of each standard to ensure compatibility within the established context. The standards state the review and analysis of “block face” and “historic context” when evaluating compatibility. However, the key term “block face” is defined as: “All of the lots facing one side

of a street between two (2) intersecting streets. Corner properties shall be considered part of two (2) block faces, one for each of the two (2) intersecting streets. In no case shall a block face exceed one thousand feet.” The issue with the review and utilization of the term “block face”, stems from the fact that the subject property functions as its own block face, since there are no additional properties between the two intersections. It is difficult to evaluate compatibility through the analysis of the existing block face. Staff approached the review by utilizing the existing residential context, as well as the linear park space to the south and Memory Grove to the north. Staff’s review of the standards is located in Attachment K of this report.

3. Neighborhood concerns regarding sound attenuation and potential environmental impacts.

As discussed under item 1, SLCPU has made several changes to the proposed pump house. The four significant changes that address the potential environmental impact concerns from the neighborhood include; the elimination of the fluoridation room and onsite generator, reduction of the overall footprint, and the switch to a tablet disinfection system. Through these changes 4 of the slated trees for removal will remain.

The table disinfectant system will consist of calcium hypochlorite tablets, which will be added to the water produced by the well to meet the State disinfectant requirements. SLCPU, the architects and engineers have provided information on each feature in the facility which ensures the safety, stability and security of the calcium hypochlorite tablets. The system will be housed with several sensors that ensure safety standards are met and any issues are flagged. While these concerns are valid and have been evaluated with great care, Public Utilities assures that the site and disinfectant system are required to provide safe and clean drinking water.

In order to address the noise pollution concerns, CRSA and Bowen Collins, the engineering consultants, have integrated several sound attenuation features to address the sound concerns. The full sound attenuation proposal can be found in Attachment D. In summary, the sound attenuation features, include:

- A wall with a 4” thick brick veneer and 8” thick concrete masonry unit backing
- 2” air gap between the brick and CMU
- Elimination of window openings
- Doors with an STC rating between 40
- Acoustical louvers for the ventilation system
- Ceiling-mounted air-handling unit on the interior
- Pump motor balanced to eliminate vibration and located on a concrete pad

According to CRSA and Bowen Collins, the sound attenuation goal is 30 decibels. These sound attenuating features will ensure that this site and use will stay within the permitted decibel range authorized by the Salt Lake County Health Department, and ideally lower. As the design is brought closer to completion, additional attenuation measures will be taken and evaluated to achieve the stated goal.

4. Compatibility of the pump house within a park parcel.

The subject park is located within the Avenues National Historic District, as well as the Avenues Local Historic District. According to the Residential Design Guidelines, the design goal for the Avenues Historic District is:

To preserve its historic scale and unique character, while accommodating compatible new construction. The distinctive design characteristics of individual building types and styles should be preserved here. New construction should be compatible with its historic context while also reflecting current design. (The Avenues, 13:8)

The historic scale and the unique character of the Avenues Historic District is defined by the incremental development of the neighborhood over many decades, framed by its intimate street pattern and eclectic architectural character. This section of City Creek has itself evolved from natural water course and source of fresh water for the growing city to public open space, yet still providing essential needs for city water. It is today a public amenity landscaped space and a critical water source provided by the current well and by City Creek itself.

Historic policy, standards and guidelines assume ongoing incremental change and seek to ensure that such change is sensitive to and compatible with its historic architectural context. The historic architectural character for which the Avenues is highly regarded, will not be directly affected by the current proposal;

however, the form and character of this landscaped open space would be. It is important that the addition of an essential utility structure within this space is designed to be compatible with and ideally a complement to this context. As currently proposed, the form and design of the new pump house has been reduced in scale and refined in design and integrates materials to reflect specific characteristics of the present landscape. While compatibility with the characteristic Avenues streetscape and architecture is not directly at issue here in evaluating a structure within this open space, sensitivity to the character of the open space is addressed in the design. The proposal is sensitive to its historic context, while introducing an element of contemporary design in a manner which recognizes the characteristics of the open space.

5. Parkway medians vs. park parcels.

A community member has raised concerns regarding the use of “parkways” and that approval of the proposed pump house could create a precedent for future decisions concerning the introduction of structures within these areas, see Attachment M for the Public Comments. The public comment cites the following statement from Chapter 1 in the Residential Design Guidelines:

Parkway are large grassed or treed medians that line the center of a street, such as along 600 East in Central City, and on 1200 East and 200 South in the University district. They provide a unique historical landscape amenity and are often used as recreational or leisure spaces. They markedly enhance and unify the character of both the street and that part of the district. Where they are found, parkways add a unique character to the streetscape, and consequently should remain. Where they have been removed, consider their reinstatement.

Staff understands this concern; however, the subject property is not considered a “parkway” and is not subject to the recommendation stated above. Parkways are located within the public right-of-way and are part of the right-of-way as either wide park strips or landscaped medians. The subject property is a parcel of land and is described in the Salt Lake City Code as a part of Memory Grove Park (SLC Code, Title 15, Chapter 15.04.130). Unlike parkways, the subject property is developable in accordance with the applicable zoning regulations. It is the opinion of Staff that the guideline cited is not applicable to the subject property; therefore, a decision on this matter would not create a precedent that would influence future decision on the use of parkways.

ATTACHMENTS:

- A. Location**
- B. Photographs**
- C. Application Materials**
- D. Sound Attenuation Information**
- E. First Iteration (September HLC Work Session)**
- F. Second Iteration (March HLC Work Session)**
- G. Third Iteration (Pulled from Public Hearing)**
- H. Citation Materials**
- I. Existing Conditions**
- J. Design Standards for New Construction and Applicable Design Guidelines**
- K. Evaluation of Standards for New Construction**
- L. Special Exception Review Standards**
- M. Public Process and Comments After June 2019**
- N. Public Process Meeting Summaries**
- O. Public Process and Comments Before June 2019**