

# 02

## EXISTING CONDITIONS REPORT

**ALLEN**  
PARK  
Adaptive Reuse and Management Plan

 **Public Lands**  
Parks | Trails & Natural Lands | Urban Forestry | Golf



# INTRODUCTION & BACKGROUND

Salt Lake City purchased the 7-acre Allen Park site in 2020. Allen Park was the home of Dr. George A. and Georgie Ruth Larson Allen from 1931 to 1961 and from 1961 to 2018 when Ruth and the Allen daughters owned and maintained the property.

The property is located in the Sugar House neighborhood and currently includes 15 structures of varying historic significance, most of which are currently uninhabitable and in varying states of disrepair. Emigration Creek runs east to west through the property crossing under Allen Park Drive from south to north at approximately the mid-point.

In 2022 Salt Lake City commissioned a Cultural Landscape Report (CLR) that:

- Documented the history, site features, and buildings;
- Recommended a treatment plan for preservation of historic integrity; and
- Prioritized rehabilitation and preservation actions.

In addition to the CLR Salt Lake City residents responded to a Salt Lake City Public Lands Department survey that asked for ideas and concerns about the future of Allen Park and also solicited stories about the park.

Beginning in 2021 Salt Lake City has completed several necessary maintenance and repair projects in the park to preserve the resources until a final plan and approach is determined and implemented. Maintenance and repair projects include:

- Installation of protective, temporary fencing
- Allen Lodge roof replacement
- Removal of unsafe bridge over Emigration Creek
- Removal of dead and non-native trees from riparian zone
- Removal of dead trees from other areas of the park
- Installation of irrigation and fire protection water lines
- Stabilization of the Allen Lodge
- Upgrade of electrical infrastructure
- Design of irrigation and fire-suppression lines under Allen Park drive (this may be constructed by the time the plan is completed)

Salt Lake City tax payers approved a parks and open space bond in November 2022 that included \$4.5 million for site improvements at Allen Park.

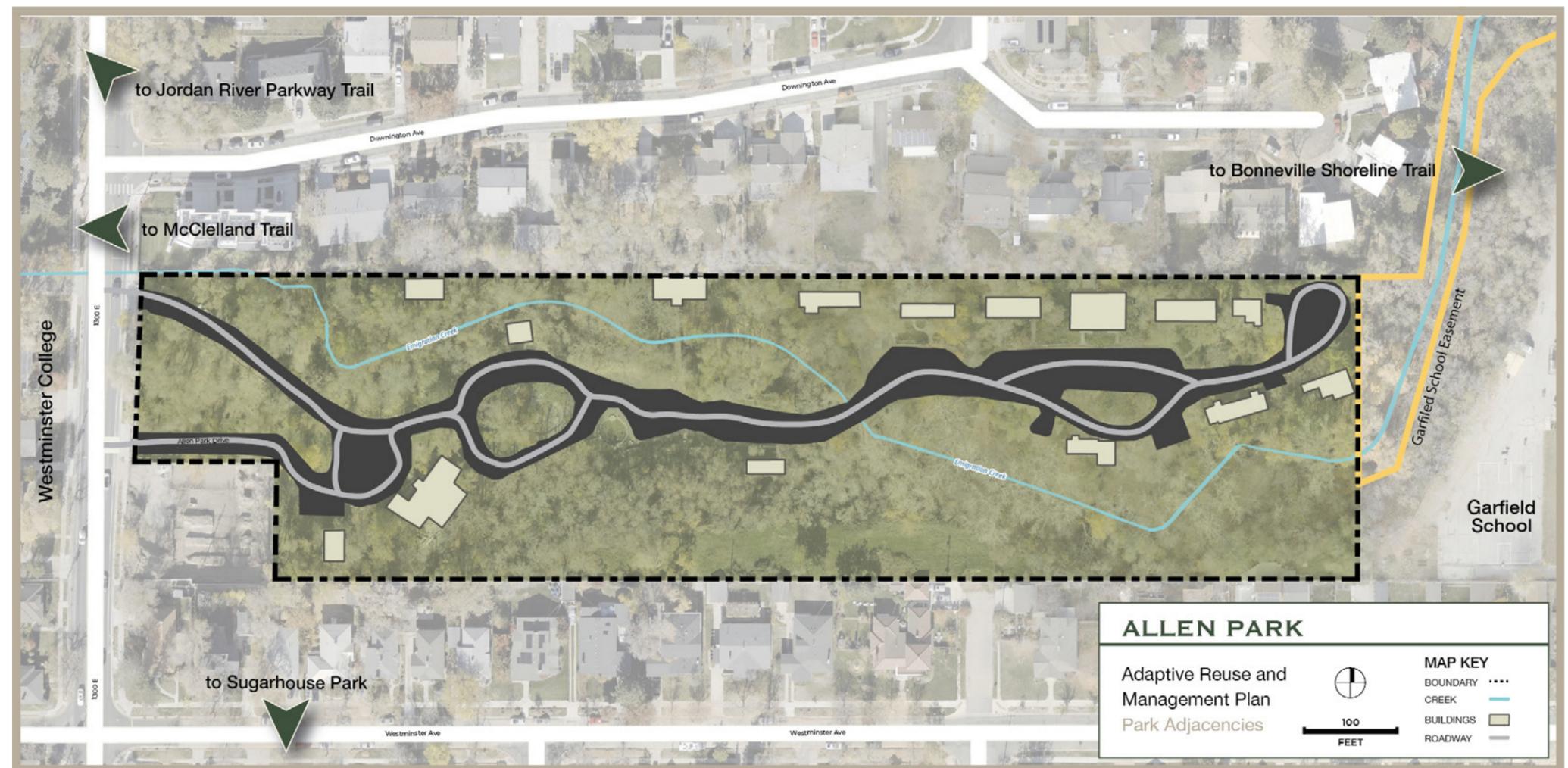


FIGURE XX - ALLEN PARK MAP WITH SURROUNDING AREA

In late 2022 Salt Lake City Department of Public Lands commissioned this Adaptive Reuse and Management Plan to incorporate work completed through 2022, update the existing conditions analysis, solicit comprehensive community input to identify a vision for the future of Allen Park, identify preferred site and other improvements, next steps, and include an implementation and management plan that achieves identified project benefits:

- Preserve the stories and historic character of Allen Park as created over 50 years by the namesake Allen family
- Enhance forested area and restore the natural habitat areas and native vegetation

- Make improvements to Emigration Creek’s floodplain
- Preserve, repair, and adapt the most historically and most architecturally significant structures on the property
- Promote pedestrian access and trail connectivity
- Preserve and protect the unique artwork on site

This report updates the existing conditions analysis including:

- Overview and summary of existing reports
- Structural evaluation of all buildings
- Seismic evaluation of all buildings
- Landscape and art elements inventory and evaluation

A separate Existing Conditions Memorandum by Bowen & Collins provides:

- Riparian zone and streambed evaluation
- Wildlife inventory and evaluation

# KEY FINDINGS & CONSIDERATIONS FOR PLAN

## EXISTING PLANS REVIEW

### ALLEN PARK CULTURAL LANDSCAPE REPORT NOVEMBER 2022

**The CLR found that:**

*The Allen Park cultural landscape qualifies for listing on the National Register under Criteria A, B, and C. The site is significant for its direct association with Dr. and Mrs. Allen and represents some of the activities and properties for which they achieved historical importance on a local level. Finally, Allen Park is significant for its collection of artworks and architectural resources that reflect vernacular styles and contributed to the formation of an intentional community on the property.<sup>1</sup>*

**The CLR further found that:**

*Based on the significance and integrity of the park, we believe that the most appropriate treatment approach for the park as a whole is rehabilitation. The rehabilitation approach would include preservation of the landscape resources which retain the most integrity, while allowing for the adaptive re-use of the landscape, and historically sensitive additions to the park.<sup>2</sup>*

**The CLR documents the March – April 2021 existing conditions within the park including:**

- Environmental Context
- Natural Systems and Features
- Landscape Setting
- Spatial Organization
- Topography
- Views and Vistas
- Buildings and Structures
- Cluster Organization
- Vegetation
- Circulation
- Land Use and Activities
- Constructed Water Features
- Small-Scale Features

The categories included in the CLR are the basis of the evaluation of options for this Adaptive Reuse and Management Plan, with the addition of several categories identified during the community and stakeholder engagement process.

The CLR divides Allen Park into three zones:

- 1 - Lower Allen Park
- 2 - Upper Allen Park
- 3 - Riparian and Mountain Brush

Lower and Upper Allen Park each include buildings, small features, artwork, and paved circulation as well environmental

context, vegetation, and landscape setting considerations. The Riparian and Mountain Brush area includes small features, artwork, unimproved circulation, environmental context, vegetation, and landscape considerations. This Adaptive Reuse and Management Plan preserves the distinction between the three zones in evaluating options and making recommendations.

In addition to the findings above, the CLR made prioritized recommendations relating to the treatment approach for the different types of improvements and areas of the park. Table x-x summarizes the recommendations by zone.

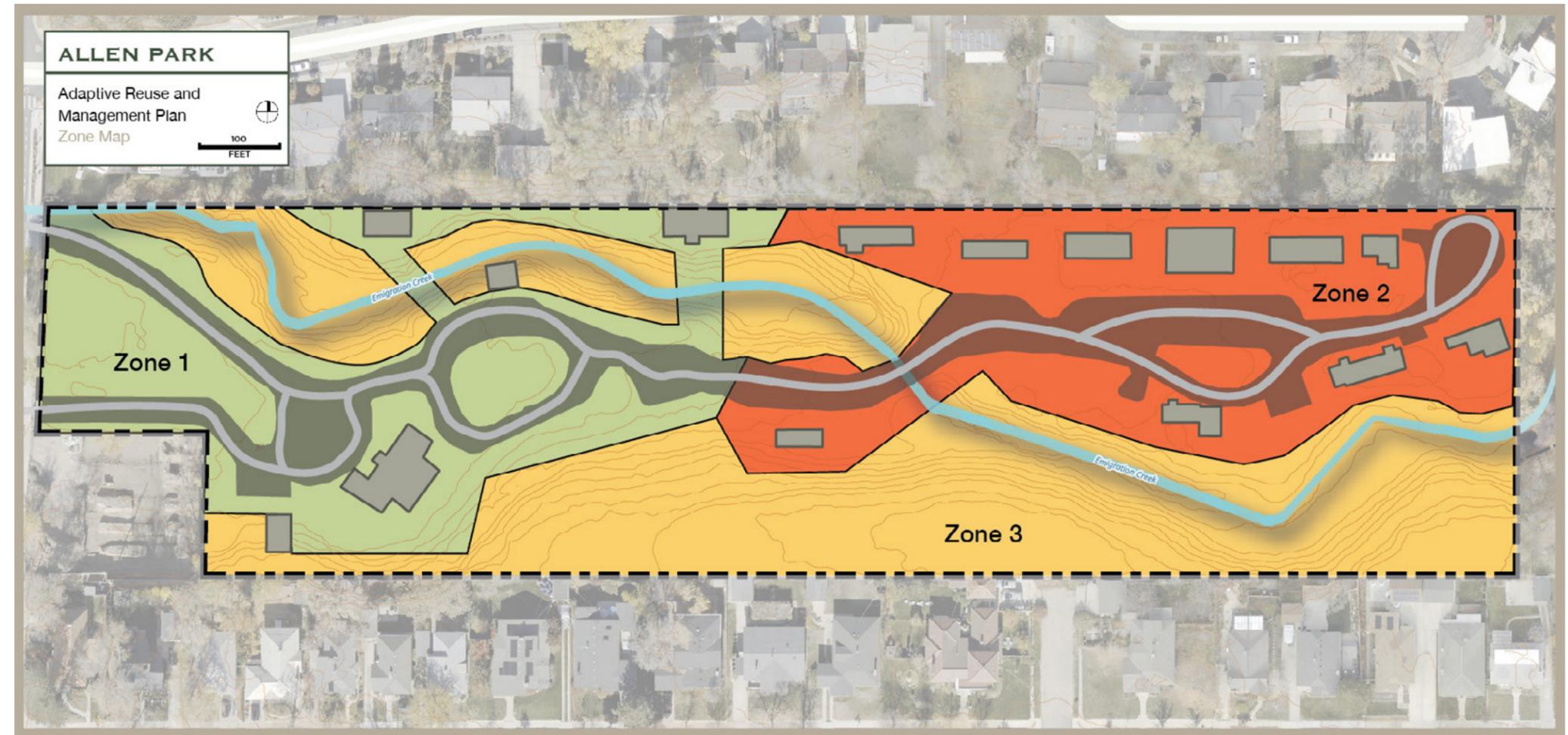


FIGURE XX - ALLEN PARK MAP WITH SURROUNDING AREA

1. Cultural Landscape Report, Page 1; 2. Cultural Landscape Report, Page 1

TABLE XX - SUMMARY OF PRIORITIZED CLR TREATMENT RECOMMENDATIONS

Priority	Zone	Category	Building/Feature	Action
1	1	Buildings	Allen House (1328 East)	Stabilize
			The Roost (1318-1322 East)	Stabilize
			Ye Olde George Albert (1371-1377 East)	Stabilize
			Thomas Boam House (1343-1345 East)	Stabilize
2	2	Buildings	1387-1389 East	Stabilize
			The Ethylene (1431 East)	Stabilize
			The Mary Rose (1401-1403 East)	Stabilize
			The Roberta (1411-1413 East)	Stabilize
			The Sally Ann (1417-1419 East)	Stabilize
			1414-1416 East	Stabilize
			1423-1425 East	Stabilize
			1424-1426 East	Stabilize
			1434-1436 East	Stabilize
			1384-1386 East	Stabilize
3	1 & 2	Driveway/Utilities	Utilities, repave, & narrow Allen Drive	Upgrade
4	1	Buildings	Allen House (1328 East)	Complete rehabilitation of building & landscaping
		Water Features	Pool Area including fence	Rehabilitate pool and reconstruct/restore fence
		Small Features	Light pillar luminaries	Restore
5	2	Small Features	Light pillar luminaries	Restore
		Buildings	1387-1389 East	Rehabilitation of building, structures, & landscaping based on need/use
			The Ethylene (1431 East)	Rehabilitation of building, structures, & landscaping based on need/use
			The Mary Rose (1401-1403 East)	Rehabilitation of building, structures, & landscaping based on need/use
			The Roberta (1411-1413 East)	Rehabilitation of building, structures, & landscaping based on need/use
			The Sally Ann (1417-1419 East)	Rehabilitation of building, structures, & landscaping based on need/use
			1414-1416 East	Rehabilitation of building, structures, & landscaping based on need/use
			1423-1425 East	Rehabilitation of building, structures, & landscaping based on need/use
			1424-1426 East	Rehabilitation of building, structures, & landscaping based on need/use
			1434-1436 East	Rehabilitation of building, structures, & landscaping based on need/use
1384-1386 East	Rehabilitation of building, structures, & landscaping based on need/use			
6	3	Natural areas	Riparian and mountain brush	Rehabilitation



Source: Allen Park Cultural Landscape Report - November 2022, Page 78



**SUGAR HOUSE COMMUNITY MASTER PLAN**

Allen Park is located in the Sugar House neighborhood. Land Use and development decisions and policies are guided by the Sugar House Community Master Plan updated in 1955.

The Community Master Plan includes a section on Parks and Open Space that identifies the following strategies:

- Increase the amount of vegetation and green space areas through extensive tree plantings and landscaping
- Create and maintain urban parks and community gardens
- Promote a network of regional open space areas and corridors

SLC Public Lands Master Plan vision proposes big ideas to transform and sustain quality outdoor spaces that are welcoming, safe and walkable; ensuring people, wildlife and ecosystems benefit from fair investment of Salt Lake City resources over the next 20 years.

**REIMAGINE NATURE SLC PUBLIC LANDS MASTER PLAN – 2022**

Allen Park is one of the newest additions to Salt Lake City’s public lands. Use and improvement of the Park must meet the vision and advance the goals of the City’s system-wide plan.

Plan values are:

- Equity
- Livability
- Stewardship

The plan established a framework for the future to guide implementation and future actions.

In addition, the plan identified 10 transformative projects associated with each of the framework elements.

Allen Park plays a critical role in many of the transformative projects, particularly:

**1. Put environment first**

- Increase landscape resiliency to climate change by reclaiming degraded landscapes with beneficial plants, adopting healthy soil-building practices, practicing water conservation best management, increasing

habitat for birds and wildlife, and hosting education and engagement on environmental practices.

- Foster a robust native ecosystem program that improves habitat through planting native and pollinator friendly plants and includes volunteer and educational opportunities operated out of Public Lands’ greenhouses and plant farms.

**2. Grow our urban forest**

- Maximize planting of appropriate trees on all publicly-owned landscapes such as golf courses, parks, and street medians and leverage investment in tree planting with Salt Lake transportation projects.

**3. Connect mountains to the lake**

- Begin to implement the Seven Greenways Vision, creating a regional system of high-quality greenways along Red Butte, Parleys, Emigration and City Creeks, including locations to uncover creeks, add trails, improve natural habitat, and provide for recreation.

**4. Just five minutes from here**

- Initiate an information campaign and tools for learning about parks, tree-care, public activities in green spaces and city golf courses, environmental education, and recreation opportunities.
- Establish a multi-lingual signage and wayfinding program that reflects Salt Lake City’s diversity.

**5. Reimagine neighborhood parks**

- Promote volunteerism, donation, and adopt-a-park/ friends groups.
- Engage neighbors in redesigning and adding activities to parks that reflect their interest, culture and the character and history of the area.

**6. Coming soon to a park near you**

- Promote partnerships for arts, music, performance, fitness, urban agriculture, and games in parks.
- Provide programming for nature-based education, volunteerism, outdoor recreation, and horticulture.
- Reenergize city parks and neighborhoods by adding concession operations that will generate revenues to reinvest.

**7. Sustaining our stories**

- Initiate a storytelling project with partners to collect, share, and display stories relevant to public lands.
- Engage our communities in identifying more meaningful names for our local parks.



FIGURE XX -

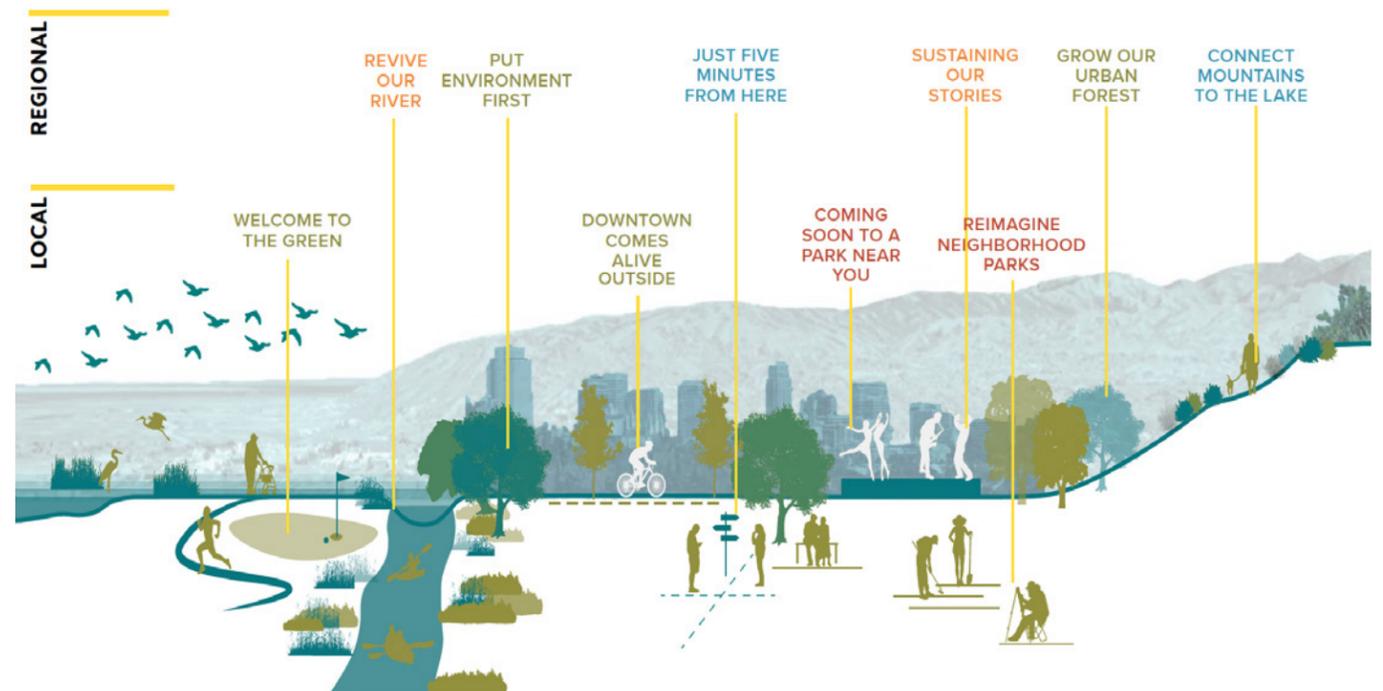


FIGURE XX -

- Invest in restoring and interpreting iconic structures and landscapes such as Allen Park, Fisher Mansion, and Warm Springs Park.

**2022 GENERAL OBLIGATION BOND VOTER INFORMATION PAMPHLET**

Salt Lake City voters approved an \$85 million General Obligation Parks, Trails, and Open Space Bond in November 2022. The bond included \$4.5 million for Allen Park. The use of the funding was summarized as:

*Preservation and rehabilitation of this highly historic and cultural site, which is also one of the City's newest public parks, will be guided by the upcoming Allen Park Adaptive Reuse and Management Plan, driven by a robust public engagement process. Project elements may focus on landscape improvements and restoration with irrigation and native plantings, art preservation, continued analysis of historic structures, stream stabilization and corridor improvements, and other park amenities that improve environmental quality, access, and user experience.*

**SEVEN GREENWAYS VISION PLAN**

The Seven Canyons Trust, a local non-profit, issued its Seven Greenways Vision Plan that identifies opportunities to connect

people through nature and the valley's waterways. The plan focuses on the sections of creek flowing from each canyon's mouth to their confluence with the Jordan River. It addresses our desire to mitigate climate change and environmental injustices (poor water and air quality, drought, and the urban heat island effect) and requires a collective response and articulated message of benefits. This includes the revitalization of streams, enhanced bicycle and pedestrian infrastructure, catalyzed economic activity, increased climate resiliency, improved wildlife habitat, providing places for people to experience nature, and opportunities to learn about and enjoy water in our oasis on desert's edge.

The stretch of Emigration Creek that passes between Wasatch Hollow and Westminster College, through Allen Park, is identified as an opportunity to create a trail connection between public spaces along Emigration Creek, restore riparian habitat, and stabilize streambanks.

**2023 EVALUATIONS**

**Structural & seismic building evaluation**

In February 2022 GSBS Architects and ARW Engineers evaluated the fifteen buildings at Allen Park to determine

observed architectural and structural deficiencies. In addition to expert observations, the evaluation utilized the Allen Park Main Building Structural Evaluation Report prepared by BHB Consulting Engineers, P.C., Dated 8/30/2022. As result of the evaluation, the Existing Condition Rating for each building from the 2022 CLR was updated to reflect current status. Table x-x is a comparison of the 2022 CLR rating and the 2023 updated evaluation rating for each building.

Most of the structures have continued to deteriorate in the year between the CLR and the evaluation for this report. One exception is the Roberta which the City uses for storage and as a result has had some stabilization.

In addition to evaluating the structural and seismic condition of each of the buildings the 2023 report identified specific deficiencies and recommended repairs for short-term stabilization (0 – 5 years) and long-term preservation (25 years). The short-term repairs are intended to halt continued deterioration of the structures during the Adaptive Reuse and Management Plan process and phase one implementation period. The long-term preservation repairs are necessary to preserve the buildings long-term. Additional repairs and actions will be required if any of the buildings are identified for

historic restoration and/or human habitation as a result of the planning process.

The complete 2023 report can be found at Appendix X.

**Landscape & art elements inventory**

Allen Park is located in the Sugar House neighborhood of Salt Lake City. Adjacent to the 7-acre site are residential and educational uses. There is a very dense tree canopy that provides shade throughout the park, which has recently been thinned out to promote the health of the understory along the riparian corridor. Understory vegetation varies in density and size and is comprised of a variety of native and planted species.

In addition to the varieties of vegetation and historic buildings, the site also contains various small-scale built art elements and features including walls, pillars, art installations, an empty fountain, and fencing. The condition of these features varies, with some features in a state of noticeable deterioration with others appearing in good condition. These features are constructed from a variety of materials including stone, concrete, masonry, and metal.



FIGURE XX IS A REPRESENTATION OF THE SEVEN GREENWAYS THROUGH THE VALLEY

TABLE XX - BUILDING CONDITION EVALUATIONS

#	NAME	2022	2023
1	Allen House	FAIR	POOR
2	The Roost	FAIR	FAIR
3	Thomas Boam House 1343-1345	POOR	POOR
4	Aviary	POOR	POOR
5	Ye Olde George Albert 1373-1375	GOOD	FAIR
6	Duplex 1384-1386	FAIR	FAIR
7	Duplex 1387-1389	POOR	POOR
8	The Mary Rose	FAIR	FAIR
9	The Roberta	FAIR	GOOD
10	Duplex 1414	FAIR	FAIR
11	The Sally Ann 1417-1419	FAIR	FAIR
12	Duplex 1423-1425	FAIR	FAIR
13	Duplex 1424-1426	FAIR	FAIR
14	Ethylene 1431	FAIR	POOR
15	Duplex 1434-1436	POOR	POOR

Source: 2022 Cultural Landscape Report; 2023 Facilities Evaluation Report



Adjacencies

Allen Park is located in the Sugar House neighborhood of Salt Lake City. Adjacent to the 7-acre site are residential and educational uses.

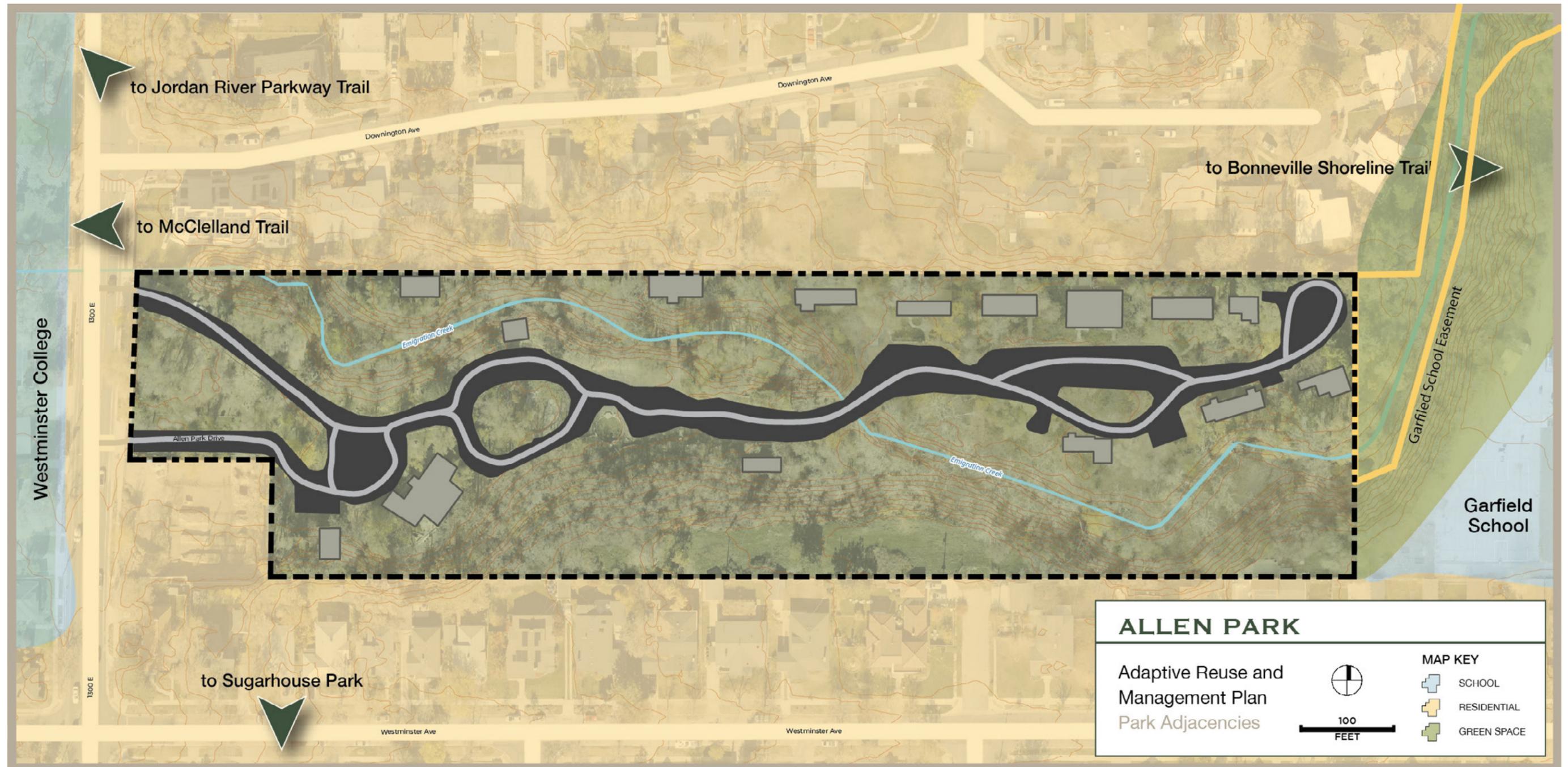


FIGURE XX - PROJECT SITE MAP WITH NEIGHBORHOODS/ADJACENCIES





There are several key aspects of the Allen Park landscape found in each of the three distinct zones as identified in the 2022 CLR:

- Landscaped areas with non-native, perennial plantings
- Natural areas including riparian and mountain brush areas
- Non-habitable structures
- Walls
- Constructed water features
- Small scale features and artwork

Zones 1 – Lower Allen Park and 2 – Upper Allen Park include a combination of naturalized and landscaped areas, buildings, non-habitable structures, walls, constructed water features, and small scale features and artwork. Zone 3 – Riparian and Mountain Brush natural areas are primarily naturalized with some small scale features and artwork. Public access is limited to the paved drive area. Buildings, the creek, and landscaped and naturalized areas are fenced for public safety.

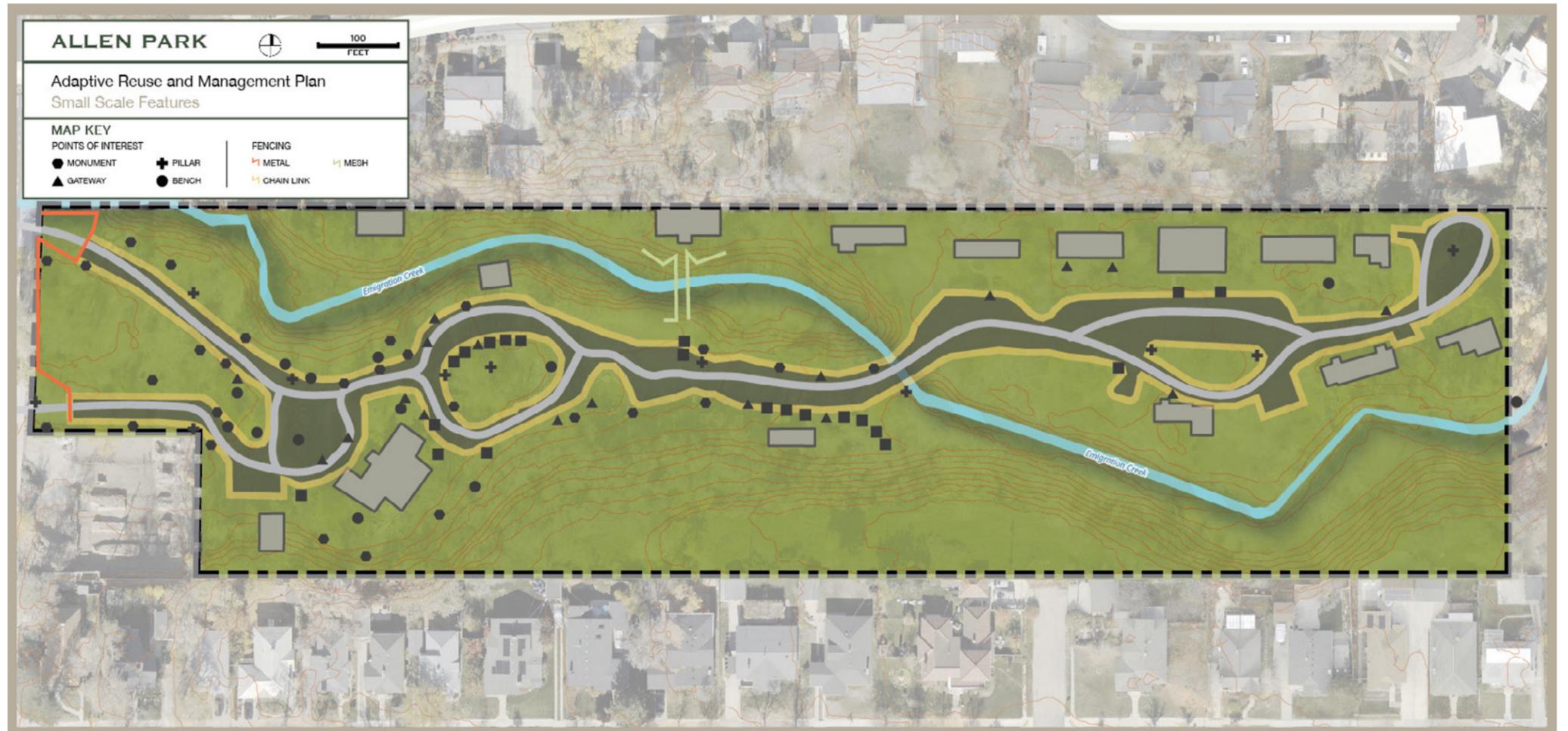


FIGURE XX - MAP OF SMALL SCALE FEATURES/ARTWORK SHOWING LOCATION OF FENCING

**RIPARIAN CORRIDOR & ENVIRONMENTAL BASELINE**

During spring and early summer 2023 Bowen Collins & Associates completed preliminary analyses of Emigration Creek and the approximate floodplain in Allen Park. Ecological surveys of wildlife and vegetation were also completed in June 2023. The results of these analyses and surveys form the basis of recommendations to

- Enhance stream flows and health
- Enhance riparian zone health
- Address invasive plant species
- Identify the birds and other species of wildlife currently in Allen Park

**CONCLUSIONS**

**Hydraulic Analysis and Preliminary Floodplain**

The preliminary floodplain is shown on Figure 1 (see Appendix A). As can be seen from Figure X, the floodplain appears to be contained in the channel through Allen Park. Improvements to Allen Park are recommended to be offset a minimum of 35 feet on either side of the centerline of the creek. The offset will include 15 feet for the channel bottom width, 5 feet for side slopes, and 15 feet for an access maintenance road on each side of the channel.

**Habitat**

Allen Park offers a unique refuge from nearby city life. The wildlife here is distinct from those found in urban areas immediately surrounding the park. This is in part due to the four unique plant communities found here. While many native species grow in the area, there are large patches where weeds have invaded.

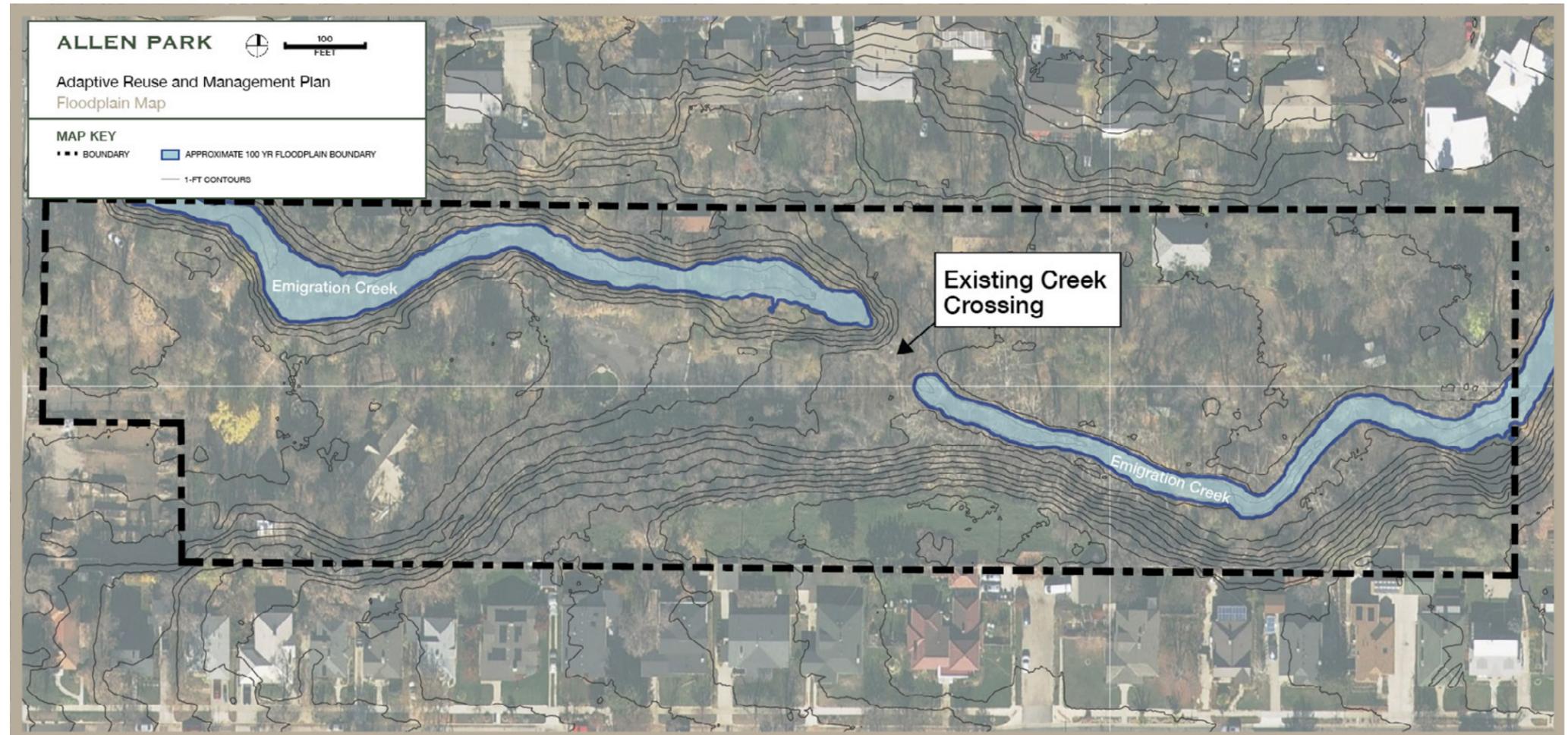


FIGURE XX - FLOODPLAIN MAP

# PRIMARY OBSERVATIONS

- Access to the park is directly from 1300 East with limited parking. There is one handicap accessible spot immediately outside the gate.
- Signage is limited and hard to see from the 1300 East lanes of travel.
- The landscaped and naturalized areas have had only limited care and maintenance over the last few years. The original irrigation system is no longer functional and landscaped areas are wild and ungrooved. The naturalized and riparian areas include significant infiltration of non-native, invasive species.
- The constructed water and small features and artwork are in disrepair and fenced off from the public. In addition, some of the unique address plaques on the buildings are missing. The small features, artwork and address plaques are not currently accessible to the public for enjoyment.
- Access to the core of Allen Park is via Allen Park Drive, a private road that crosses Emigration Creek near the mid-point of the property and ends in a cul-de-sac at the eastern end. Pavement is asphalt and lacks curb, gutter, and sidewalk. The roadway is wide enough for two cars at low, residential speeds and is in significant disrepair. The roadway is currently pedestrian only although disrepair and “speed bumps” limit accessibility.
- Pathways other than Allen Park Drive are in disrepair and also limit accessibility.
- The backyards of residences on the south side of Downington Avenue from 1440 East to 1300 East and on the north side of Westminster Avenue from 1447 East to 1319 East back onto the Park and most property lines are not currently delineated by fencing.
- There are two new townhome developments adjacent to the park. Three units on the corner of 1300 East and Downington Avenue and five units accessed from 1300 East that back onto the park facing east.
- The topography of the site is varied. There is an approximately xx acre relative flat area on the southern boundary of the property at the dead end of 1400 East. This area is vacant and unused. From this plateau there is a xx foot drop to the main area of Allen Park to the Creek

at the eastern end and to the backyards of Allen Lodge and several other building at the western end.

- The hillside from the plateau to the main area of the Park has several informal trails and pathways including the formal alignment of the Kennedy Ditch identified in the CLR.

The analysis and observations, as well as the community input summarized in the next chapter were used to identify three possible futures for Allen Park. These alternatives were the basis of additional community engagement and analysis to identify the recommended preferred plan.

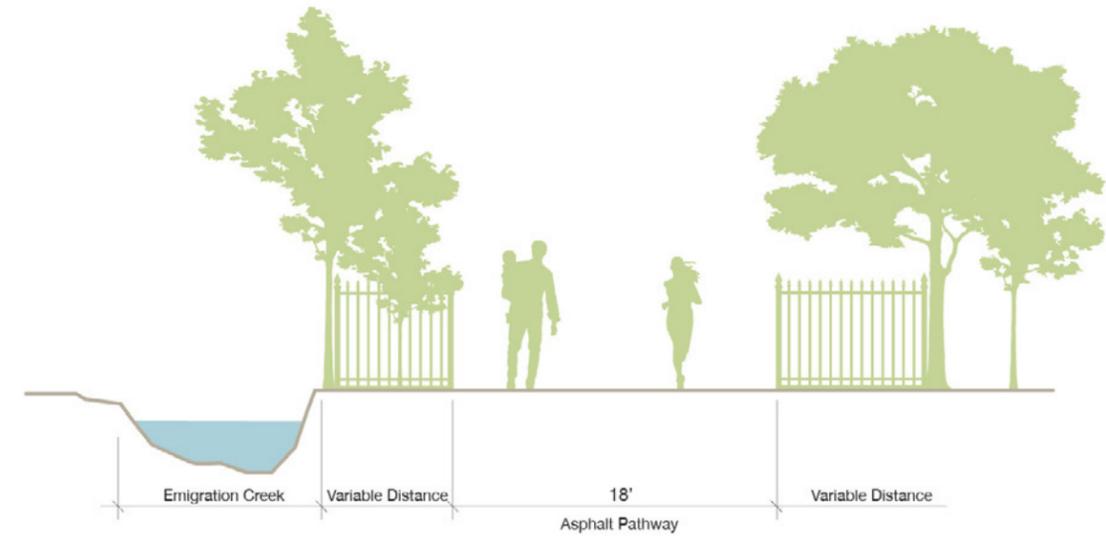


FIGURE XX - CURRENT ROAD PROFILE

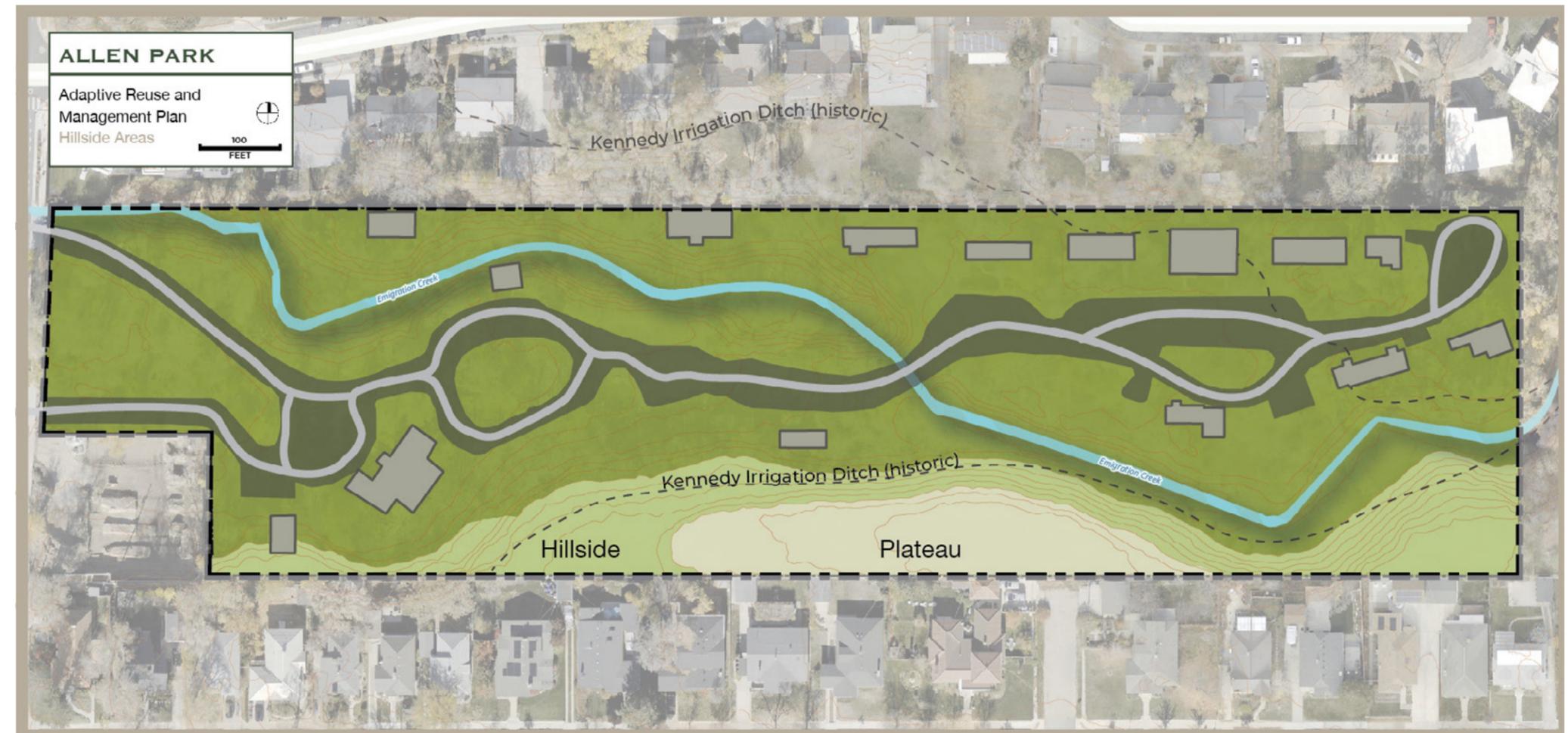


FIGURE XX - THE PLATEAU, THE HILL AND THE KENNEDY DITCH