

HISTORIC LANDMARK COMMISSION STAFF REPORT

Yalecrest Historic District Designation

October 20, 2010



Planning Division
Department of Community
and Economic Development

Applicant: Historic Landmark Commission
Staff: Carl Leith, 535-7758
Carl.Leith@sclgov.com
Tax ID: Multiple Properties
Current Zone: R-1/5000 & R-1/7000
Single Family Residential, YCI
Yalecrest Compatible Infill Overlay
Master Plan Designation:
East Bench Community Master Plan –
Low Density 4-8 Units/Acre
Council District:
District 5 – Jill Remington Love
District 6 – JT Martin
Yalecrest Neighborhood Community Council Chair:
George Kelner
Size: Approx. 375 acres
Current Uses:
Primarily Residential
Applicable Land Use Regulations:

- Section 21A.34.020
- Section 21A.50

Notification:

- Notice mailed on 9/17/10
- Agenda posted on the Planning Division and Utah Public Meeting Notice websites 10/7/10

Attachments:

- A Yalecrest Yes Heritage Preservation Committee Request
- B Minutes of the HLC Meeting – 3/17/10
- C Yalecrest 2005 Survey & National Register Nomination 2007
- D Area Maps
- E Public Commentary – Public Forum - 9/28/10
- F Additional Public Comments – Received 9/1/10 to 10/8/10
- G Open City Hall Comments – Received 10/5/10 to 10/13/10
- H YYHPC Submission
- I YPFPR Submission

The Request

This is a request from the Yalecrest Yes Heritage Preservation Committee that the Historic Landmark Commission consider preparing an application for a Zoning Map Amendment to establish an H Historic Preservation Overlay District for part of the Yalecrest National Historic District.

Should the Commission decide that it will submit an application to the Planning Commission, and subject to consideration by the Commission, this report forms the basis of an application for the map amendment and evaluates the proposed local historic district against the selection and boundary criteria in the ordinance, and the requirements for a map amendment,

Staff Recommendation

The Historic Landmark Commission should:

1. Consider whether to make an application.
2. Determine whether sufficient documentation is present for the application.
3. Make findings and recommendations regarding the creation of a Local Historic District, and recommendations on the boundaries of this district, and
4. Continue this public hearing to the November 3, 2010, Historic Landmark Commission Meeting.

Consideration, Evaluation & Adoption Process

This is a request that the Historic Landmark Commission consider preparing an application for a map amendment to create an H Historic Preservation Overlay District for part of the Yalecrest National Historic District and to designate this area as a Local Historic District, in accordance with the standards of chapter 21A.34.020 and chapter 21A.50.050 of the City Ordinance.

If the Commission decides to forward an application then the principal sections of this report will form the basis of this application, subject to the Commission's recommendations.

The stages in the current process for consideration of this request, forwarding an application for a map amendment, and the establishment of an H historic preservation overlay are:

1. Yalecrest Yes Heritage Preservation Committee (YYHPC) request that the HLC consider an application for a Local Historic District – 9/1/10.
2. Public forum to gather public views on the request and proposal – 9/28/10.
3. Historic Landmark Commission meeting and public hearing to consider the request and the application – 10/20/10.
4. Historic Landmark Commission meeting and public hearing to conclude consideration of the request and the application, and make a recommendation – 11/3/10.
5. Planning Commission public hearing to consider the application for a map amendment – date to be determined.
6. City Council public hearing to consider the application for the map amendment – date to be determined.

If the Commission considers that this request correctly identifies that the area proposed meets the evaluation criteria for designation as a local historic district, as set out in the ordinance, the Commission should decide whether they wish to prepare an application for a map amendment to establish an H historic preservation overlay district, in accordance with the Commission's general purposes, jurisdiction and authority as defined in the ordinance.

The Commission may decide, in evaluation of the proposed area as required by the ordinance criteria, that the boundaries proposed in this request are appropriate. Alternatively, the Commission may decide that other boundaries for the proposed local historic district are more appropriate in accordance with the ordinance evaluation criteria. The National Historic District boundaries are wider than those proposed in this request.

The Commission should then review this application in accordance with the requirements of sections 21A.34.020 and 21A.50.050 of the ordinance and decide whether this, in its current form, or with modifications, can be favorably recommended to the Planning Commission and City Council.

Background

Consideration of local Historic District Designation - November 2009 to the Present

Additional resources for historic preservation were funded by City Council for FY2010, pending the adoption of the Historic Preservation Plan for Salt Lake City, in recognition of additional responsibilities and workload. In this context City Council also considered a change in policy and adopted a resolution indicating their support for designating additional local historic districts. HLC began its consideration of criteria to help prioritize which districts might be taken forward in the process in November, 2009. Criteria included Zoning Ordinance requirements, survey findings, and other considerations.

Interested community council and area representatives presented their position and desire or otherwise to consider local historic district status to the HLC at a special meeting on March 17, 2010. From the eight presentations the Commission concluded that three neighborhoods, Yalecrest National Register Historic District, Westmoreland Place and University Expansion may be ready to proceed and recommended that they should move forward in the process. The unanimous motion at this meeting was "... that Westmoreland and Yalecrest be moved forward to determine if they wish to become designated local historic districts and to move that process forward if they so desire." The minutes of this meeting form Attachment B of this report.

Information and issues relating to local historic designation in Yalecrest were considered at a Yalecrest Neighborhood Community Council Meeting on April 7, 2010, and at a larger public meeting on April 22.

The local historic designation of Westmoreland Place was considered at a neighborhood meeting on April 15, 2010. Designation of Westmoreland was considered by the Historic Landmark Commission on May 19, and by Planning Commission on May 26, 2010. The designation was approved by City Council on August 10, 2010.

The receipt of the YYHPC request looks to move this process forward for Yalecrest. The first stage of the consideration of this request and forwarding an application includes the recent Public Forum on September 28, and the Historic Landmark Commission meeting and public hearing on October 20, 2010. This provides the opportunity to evaluate Yalecrest as a local historic district for the first time.

Should this YYHPC request to consider an application be supported by the HLC the application will be forwarded to the Planning Commission and then to the City Council for its decision.

Recent Related History

Temporary Regulations in Yalecrest and Westmoreland Place - March 10 to September 9, 2010

On March 9, 2010, the City Council voted to apply temporary zoning regulations to the Westmoreland and Yalecrest neighborhoods for a period of six months. These regulations confirmed that buildings in the defined area could not be demolished and that proposals to remodel, alter or enlarge should conform to the ordinance regulations and design guidelines for a historic preservation overlay district. Neighborhood meetings were held by City Council on May 17, 19, 24 & 26 to provide information on preservation related issues. With minor modifications to the temporary regulations by City Council on March 30, the area subject to the regulations was amended on July 6, and the six month term for the regulations concluded on September 9, 2010.

Consideration of a Demolition Review Ordinance for Yalecrest - July 6 to August 17, 2010

Arising from Legislative Intents adopted by City Council on July 6, 2010 the Planning Division prepared a draft overlay ordinance to address the review of proposed demolitions and setbacks in the Yalecrest area. This draft was reviewed by the Historic Landmark Commission on August 4 and by Planning Commission on August 11, with the recommendation from both commissions to City Council that the draft ordinance be denied. On the basis of these recommendations City Council agreed to take no further action on the ordinance draft at its meeting on August 17, 2010.

City Council also elected to retain the petition until January 15, 2011 to enable neighborhood groups to consider and propose options for their areas. One neighborhood group in Yalecrest Heights appears to have carried discussions on options further. A recent submission from the Yalecrest Preservationists for Property

Rights group also proposes some changes to the compatible infill overlay provisions and the text of the regulations governing the historic designation process.

Yalecrest Yes Heritage Preservation Committee Request

On September 1, 2010, the Historic Landmark Commission received a request, together with a supporting statement, from the Yalecrest Yes Heritage Preservation Committee (YYHPC). This requests that the Commission consider preparing an application to designate part of the Yalecrest National Historic Register District as a Local Historic District (LHD), since the district meets all the criteria for an H Historic Preservation Overlay District.

The request is to proceed with the designation process for part of the National Register Historic District as identified on the map below. This excludes the area to the south and east of the district that was removed from the temporary zoning regulations by City Council on July 6, 2010. This request and the supporting Yalecrest Position Statement are attached to this report as Attachment A.

The YYHPC request refers to the Historic Landmark Commission meeting on March 17, 2010, to prioritize potential new local historic districts in the City. At this meeting the Commission concluded and recommended that “.. Westmoreland and Yalecrest be moved forward to determine if they wish to become designated local historic districts and to move that process forward if they so desire.” See Attachment B. The request also identifies the five Yalecrest neighborhood educational meetings held in April and May, 2010. The YYHPC confirms the work it has carried out over the last five months to educate residents and to gauge support for LHD designation, and states that 72% of the residents who have provided input support the designation. (Attachment A)

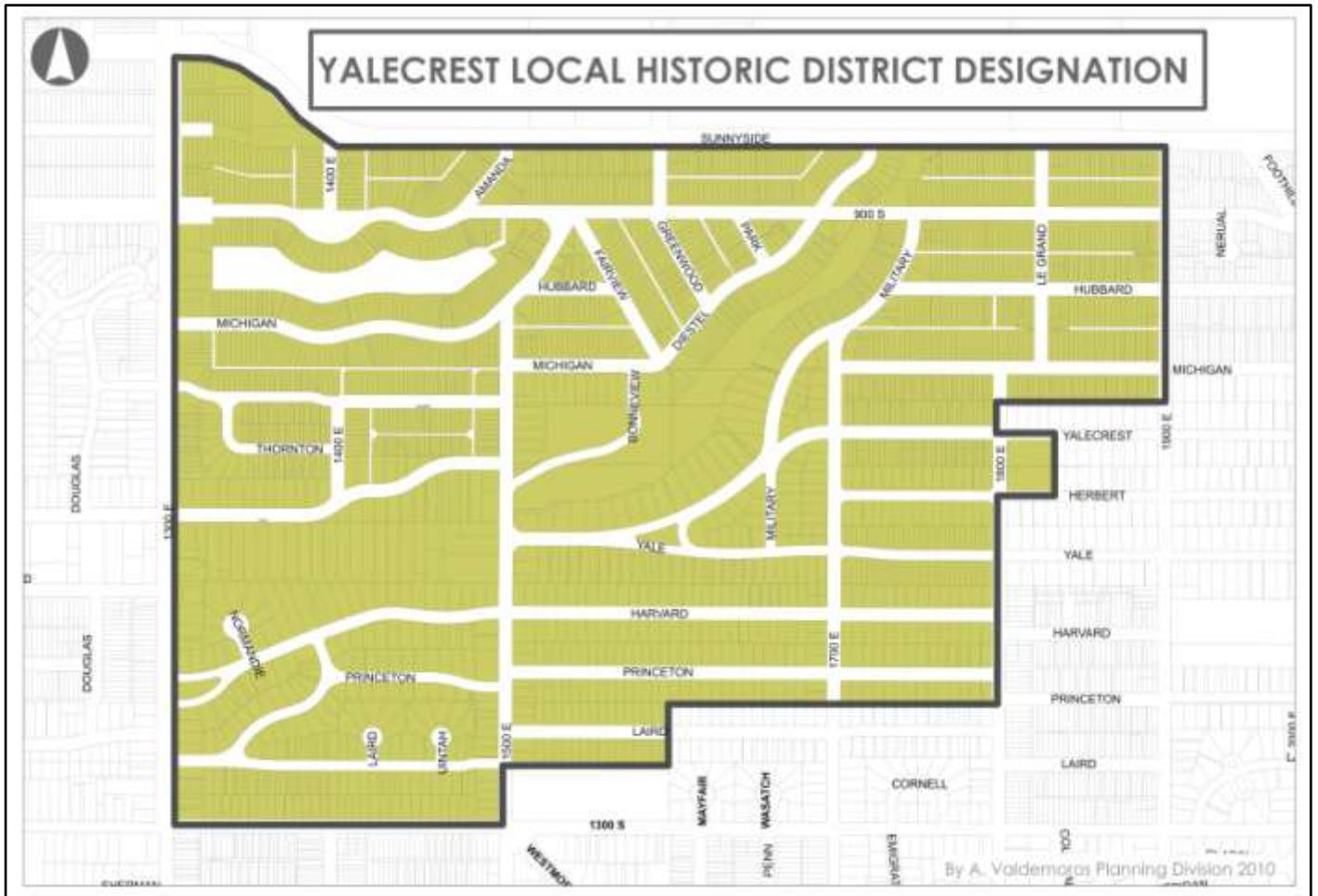
The request asks the Commission to consider the urgency of initiating the process, partly on the basis of the time and resources expended to date, and partly on the basis that the immediate risk of demolition or modification of contributing homes will compromise the architectural and historic integrity of the Yalecrest neighborhood.

Accompanying the request, the position statement addresses the National Register history and status of the district and itemizes the reasons why the process to designate should continue, and its consistency with Ordinance selection criteria and requirements. The statement also addresses their work undertaken on outreach and education, and summarizes support for a Yalecrest local historic district from the neighborhood, surveys, City planning policies, City commissions and council, and the Utah Heritage Foundation. It also identifies additional matters for consideration, including the relative significance of Yalecrest compared with other National Register Historic Districts in Salt Lake City and Utah in terms of its percentage of contributing structures. The statement summarizes findings from a YYHPC neighborhood survey and petition, presenting these findings in graph form for neighborhood areas and identifying support ranging between ca. 65% and 83%. Since receipt of the initial supporting statement, the YYHPC has submitted additional documentation summarizing issues and support, including a petition signed by many within the neighborhood, and a compendium of public comments.

Yalecrest Preservationists for Property Rights Petition

The Yalecrest Preservationists for Property Rights (YPPFR) group submitted a petition request on October 6, 2010, to amend the provisions of Yalecrest Compatible Infill Overlay, in terms of setbacks and voluntary review boards, and the Local Historic Designation Process. See Attachment I of this report.

VICINITY MAP



Description of the Yalecrest National Historic District

The Yalecrest National Historic District is bounded by 800 South/Sunnyside Avenue, 1300 East, 1300 South, and 1900 East. The YYHPC requests that the Commission considers the creation of a local historic district for the National Register district, excluding the Uinta Elementary School site, and the following subdivisions, Upper Laird Park, Mayfair Park, Hillside Park, Colonial Heights, Upper Yale 3rd Addition and Yalecrest Heights. See map above.

The extract descriptions below are taken from the 2005 survey of the Yalecrest Neighborhood and the 2007 National Historic District Nomination which both address the current National Historic District boundaries of Sunnyside Avenue, 1900 East, 1300 South and 1300 East. The survey and nomination reports are attached to this report, as Attachment C.

The Site

“The Yalecrest Historic District is a residential neighborhood located on the East Bench of Salt Lake City, eight blocks to the south and thirteen blocks to the east of the downtown business area of the city. It is remarkably visually cohesive with the majority of the houses built in subdivisions of period revival-style cottages in the 1920s and 1930s. The Yalecrest Historic District consists primarily of

residential buildings but also contains three contributing churches, three commercial buildings (two noncontributing, one contributing) and two contributing parks. Single family houses predominate but there are also fifty-one multiple dwellings, most of which are duplexes.

There are one thousand four hundred eighty seven (1,487) primary resources within the historic district. The district retains a high degree of historic integrity as the overwhelming majority (91%) of the resources, one thousand three hundred forty nine (1,349), contributes to the historic character of the district. There are nine hundred eighty nine (989) outbuildings which are primarily detached garages set to the rear of the lots, the majority from the historic period. All of the streets in the district are paved with curbs, gutters and sidewalks [Photograph 1]. Only one building, a Prairie School-style bungalow, the George Albert Smith House at 1302 Yale Avenue, has been listed on the National Register [listed 1993].

The historic district boundaries coincide with those of the Yalecrest Community Council district and are the surrounding major collector streets, Sunnyside Avenue, 1300 and 1900 East, and 1300 South. The district is visually distinctive from the neighboring areas by its cohesive historic-era architecture, unified tree plantings and landscape design that reacts with the natural topography of the creeks and gullies that cross the area. The architecture is remarkable for the concentration of fine period revival style houses; seventy four percent of the contributing resources (74%) were built from 1920-1939. These houses exhibit a variety of period revival styles with the largest portion being English Tudor (240 examples) and English Cottage (313 examples) styles.

Street patterns vary and represent several concepts of city planning: the rectilinear street grid of streetcar suburbs on the low relief sections, undulating patterns following the edges of streams and gullies, and the use of culs-de-sac and semi circles to limit traffic. There are a handful of alleys in the grid sections. Large uniform mature shade trees line the streets and the houses maintain similar setbacks and scale on the street faces [Photograph 2]. Street lighting is provided by two types of non-historic lamps; one with a cast concrete pole and a metal and glass top [Photograph 3] and the other, a metal pole on a concrete base [Photograph 4]. The yards have established landscaping with lawns and gardens. Both buildings and yards are well-maintained. Because of its historic residences and the tree-lined streets, the neighborhood was initially and continues to be one of the most desirable residential areas of the east bench of Salt Lake City.”

Narrative Statement of Significance

“The Yalecrest Historic District is located on the east bench of Salt Lake City, southeast of the business and downtown section. It is locally significant both architecturally and historically, under Criterion A for its association with the residential development of the east bench of Salt Lake City by real estate developers and builders in the first half of the twentieth century. Its tract period revival cottages and subdivisions of larger houses for the more well-to-do represent the boom and optimism of the 1920s and 1930s in Salt Lake City. The district is also significant under Criterion C for its intact architectural homogeneity. It was built out quickly with 22 subdivisions platted from 1910 to 1938 containing houses that reflect the popular styles of the era, largely period revival cottages in English Tudor and English Cottage styles. The architectural variety and concentration of period cottages found is unrivalled in the state. Examples from Yalecrest are used to illustrate period revival styles in the only statewide architectural style manual. The subdivisions were platted and built by the prominent architects and developers responsible for early twentieth century east side Salt Lake City development. It is associated with local real estate developers who shaped the patterns of growth of the east bench of Salt Lake City in the twentieth century. Yalecrest was initially and continues to be the residential area of choice for prominent men and women of the city. The district is locally

renowned as the “Harvard-Yale area” and its streets lined with mature trees and historic houses are referenced in advertising for twenty-first century subdivisions elsewhere in the Salt Lake Valley. It is a remarkably visually cohesive area with uniform setbacks, historic houses of the same era with comparable massing and landscaping, streets lined with mature shade trees, and a surprising level of contributing buildings that retain their historic integrity. It contains a concentration of architecturally significant period revival cottages and bungalows designed by renowned architects and builders of Utah. The historic resources of the Yalecrest Historic District contribute to the history of the residential east bench development of Salt Lake City.”

Refer to fuller descriptions, analysis and documentation of the 2005 Reconnaissance Level Survey and the 2007 National Register District Nomination in Attachment C of this report.

Comments

The Commission, in reaching its decisions and recommendations, will have the benefit of extensive public commentary covering all or most aspects of the issue. In addition to the public views received since receipt of the YYHPC request, at the previous public forum (9/28/10), and via the Open City Hall online public forum, the Commission has the benefit of receiving further public commentary at the public hearing on October 20, 2010. Many of the comments received, from both groups and individuals, include reference to issues raised during the period of discussion from April through to October 2010.

Public Meetings and Commentary

The public notification for an open Public Forum on September 28 and the Historic Landmark Commission meeting on October 20, 2010 were mailed to property owners and residents within the Yalecrest community, and to affected community councils, on September 17, 2010.

The Public Forum was held at Roland Hall St. Mark’s Chapel, 720 S. Guardsman Way on September 28, 2010. It was attended by over 100 members of the public. Following a short presentation by City Planning staff the time was available for public commentary. A total of 51 attendees addressed the meeting. A summary transcript of this commentary forms Attachment E of this report.

Written comments received at the public forum have been compiled with all the other comments received, from the date of receipt of the YYHPC request until October 8, 2010. These are arranged chronologically as Attachment F of this report. While some are very brief, many give detailed consideration to aspects of the case in support of a position either for or against designation. There are 135 comments in total.

No additional specific community council comments have been received.

The Open City Hall online forum for public commentary on this proposal became operational on October 5, 2010. At the conclusion of this report (10/13/10) for the Historic Landmark Commission meeting on October 20, 36 comments had been received. This report forms Attachment H of this staff report. The intention is that this online forum is kept open throughout this review process.

In support of their request that an application for designation be prepared, the Yalecrest Yes Heritage Preservation Committee has submitted further documentation which forms Attachment G of this report. This documentation includes an explanatory summary introduction, a graph of support by neighborhood subdivision, a petition signed by many residents, and public comments received by the Committee.

The group Yalecrest Preservationists for Property Rights (YPPFR) submitted a petition to the City on October 6, 2010, proposing amendments to the ordinance provisions for the Yalecrest Compatible Infill Overlay District and for the Historic Preservation Overlay District. Accompanying this material, their submission also includes documentation covering polling results from neighborhood meetings in May 2010. This submission forms Attachment I of this report.

One of the primary purposes of the Historic Landmark Commission is to “Preserve buildings and related structures of historic and architectural significance as part of the city’s most important cultural, educational and economic assets.” A principal means of doing so is through the creation of an H historic preservation overlay district and the designation of a local historic district.

Expressions of public support are not one of the criteria established by the Ordinance for the evaluation, selection and designation of a local historic district that the Historic Landmark Commission must consider in reaching a decision. The Commission’s role is to decide upon the merits of the proposed area as a local historic district using the criteria defined by the ordinance and set out below, including the boundaries for the area.

The Commission has, however, in its recommendation on March 17, 2010, confirmed its interest and concern for public understanding and support. A summary of public views received, both in support and in opposition to the proposal, and representative points expressed in this spectrum of opinion for and against, are outlined below. Aside from additional comments offered at this public hearing, public commentary relating to this request and this proposal for designation since receipt of this request is attached to this report. See Attachments A, E, F, G, H & I.

Public Forum – September 28, 2010

Of the 51 attendees who spoke, 28 were in support of the designation and 23 against. Comments received on speaker/comment cards (66 in total) recorded a 50/50 split for and against the proposal.

Written Comment – received September 1 to October 8, 2010

Of the written comments received by Staff since the Commission’s receipt of the YYHPC request the total of 135 identify 56.3% in support of designation and 43.7% against.

Open City Hall Online Public Forum – October 5 to October 13, 2010

The initial report on public response to the Open City Hall online forum over the first 9 days records a total of 36 posted comments, with 18 in support and 18 against the proposal.

Representative Comments

Comments received in support of the designation of a local historic district generally include the following:

- Maintains family and housing diversity – houses and lots
- Rebuilds and remodels are out of scale and out of character
- This the only tool available and the best to protect the integrity of homes, craftsmanship and artistry
- Level of certainty that the valuable architectural and historic character will not be diminished
- Respects the rights of all residents and property owners
- Heightens community pride, with social, community and psychological benefits
- Older neighborhoods display a sense of artistry and stability
- Economic benefits from business recruitment potential and tourism
- Helps maintain a rich, walkable and sustainable community
- Enhances the appearance of the neighborhood and increases property values

- Need to adopt sensitive control before more houses and character are lost
- Cities world-wide have historic districts and recognize their value

Comments received in opposition to the designation of a local historic district generally include the following:

- Adversely affects individual property rights
- Prevents energy efficiency and sustainability
- Not friendly to larger families who will not be able to expand
- Standards are too broad, too restrictive and too arbitrary
- Decreases property values and increases rentals
- People make the neighborhood, not buildings
- Too much government interference
- Discriminates against small home owners
- Concerns that certain sections or streets should not be included
- Deterrent to home buyers
- Remodels and repairs will be too costly
- Seismic safety concerns

Review of the Request and Application

Options

The Commission has the following options.

1. Consider whether or not to create an application.
2. Consider whether or not you have sufficient documentation for the application:
 - a. To determine whether the area meets the ordinance criteria for selection of a local historic district
 - b. To define the appropriate boundaries for the application.

Analysis and Findings

Master Plan and Policy Considerations

The East Bench Community Master Plan and the Draft Salt Lake City Historic Preservation Plan establish relevant planning policy considerations in this context.

East Bench Community Master Plan

The East Bench Community Master Plan (1987) covers the area east of 1300 East and north of 1700 South and Parley’s Way, and includes the Yalecrest neighborhood. The Planning Goal identified in the Urban Design Section of the plan is to: “Enhance the visual and aesthetic qualities and create a sense of visual unity within the community.” Amongst the negative elements detracting from residential character identified in the plan are:

- Building remodeling or additions that are not compatible with the design of the original structure or neighboring homes; and

- New structures that are not compatible with the design of surrounding homes.

In relation to Yalecrest the Plan states the following:

“The older Harvard-Yale area contains many buildings of architectural and historic significance. Conditions may warrant creating a conservation or historic district in this area where the city would review all new buildings, additions, or alterations for compatibility with established neighborhood character. The city is in the process of conducting a survey of the community to document sites of architectural and historic significance and to evaluate the potential for establishing a historic district.”

Urban Design Element, Salt Lake City Master Plan

The Urban Design Element, Salt Lake City Master Plan (1990) includes statements that emphasize preserving the City’s image, neighborhood character and maintaining livability while being sensitive to social and economic realities. Policy concepts include:

- Allow individual districts to develop in response to their unique characteristics within the overall urban design scheme for the city.
- Ensure that land uses make a positive contribution to neighborhood improvement and stability.
- Ensure that building restoration and new construction enhance district character.
- Require private development efforts to be compatible with urban design policies of the city regardless of whether city financial assistance is provided.
- Treat building height, scale and character as significant features of a district’s image.
- Ensure that features of building design such as color, detail, materials and scale are responsive to district character, neighboring buildings, and the pedestrian.

Strategic Plan and the Futures Commission Report

The Strategic Plan and the Futures Commission Report express concepts such as maintaining a prominent sustainable city, ensuring the City is designed to the highest aesthetic standards and is pedestrian friendly, convenient, and inviting, but not at the expense of minimizing environmental stewardship or neighborhood vitality. The Plans emphasize placing a high priority on maintaining and developing new affordable residential housing in attractive, friendly, safe environments and creating attractive conditions for business expansion including retention and attraction of large and small businesses.

Growth Policy for Salt Lake City

The Council’s growth policy notes that growth in Salt Lake City will be deemed the most desirable if it meets the following criteria:

- Is aesthetically pleasing;
- Contributes to a livable community environment;
- Yields no negative net fiscal impact unless an overriding public purpose is served; and
- Forestalls negative impacts associated with inactivity.

Salt Lake City Historic Preservation Plan - Draft

The City’s Historic Preservation Plan, currently pending adoption by City Council, reviewed the historic and cultural resources of the City, including existing and potential local historic districts. An appendix to the plan reviews existing local and national historic districts. It identifies widespread concern regarding teardowns and inappropriate infill in Yalecrest and active discussions to determine the most effective tools “to prevent demolitions of historic resources and to ensure that additions and alterations are sensitive to local historic character.”

Procedure For Establishment Of An H Historic Preservation Overlay District Or Landmark Site

Chapter 21A.34.020.C.1 defines the procedure for the establishment of an H historic preservation overlay district or landmark site. It states:

“An H historic preservation overlay district or landmark site shall be established pursuant to the procedures for amending the zoning map of this title in chapter 21A.50 of this title. An application for a map amendment to establish an H historic preservation overlay district or landmark site shall be prepared by the historic landmark commission and submitted to the planning commission. Any individual or organization can request that the historic landmark commission consider preparing an application of a landmark site or H historic preservation overlay district. The application shall contain information and recommendations concerning the areas, buildings and premises for areas included in the amendment application.”

In this case the Commission has received a request from the Yalecrest Yes Heritage Preservation Committee that the Commission consider preparing an application for the designation of part of the Yalecrest National Historic District as a local historic district.

The Commission should review this request and consider whether to prepare an application and evaluate whether the request is for an area which meets the criteria for the selection of an H historic preservation overlay district, as set out in chapter 21A.34.020.C.2 of the ordinance. In doing so the Commission should also evaluate whether the boundaries proposed in this request meet the requirements of chapter 21A.34.020.C.3 of the ordinance, as outlined below

Criteria for Selection of an H Historic Preservation Overlay District

Chapter 21A.34.020.C.2 identifies the procedure and evaluation criteria for the selection of a local historic district or landmark site. It states:

“The historic landmark commission shall evaluate each parcel of property within a proposed H historic preservation overlay district or the parcel of property associated with a landmark site.

Individual parcels within a proposed district, the district as a whole, and landmark sites shall be evaluated according to the following:

- a. Significance in local, regional, state or national history, architecture, engineering or culture, associated with at least one of the following:
 - (1) Events that have made significant contribution to the broad patterns of history, or
 - (2) Lives of persons significant in the history of the city, region, state, or nation, or
 - (3) The distinctive characteristics of a type, period or method of construction; or the work of a notable architect or master craftsman, or
 - (4) Information important in the understanding of the prehistory or history of Salt Lake City; and
- b. Physical integrity in terms of location, design, setting, materials, workmanship, feeling and association as defined by the national park service for the National Register of Historic Places; and
- c. The age of the site. Sites must be at least fifty (50) years old, or have achieved significance within the past fifty (50) years if the properties are of exceptional importance.”

a. Significance in local, regional, state or national history, architecture, engineering or culture - in relation to items 1 to 4 above: (Attachment C)

Analysis: The 2005 Survey of the neighborhood provides a detailed record of the historic, architectural and cultural resources in Yalecrest, including a brief evaluation of each property. See Attachment B of this report. In the 2007 National Register Nomination and Designation the Yalecrest area is identified as being locally significant both architecturally and historically for its association with the residential development of the east bench of Salt Lake City by real estate developers and builders in the first half of the twentieth century. (Criteria a.1, 3 &4)

The tract period revival cottages and subdivisions of larger houses for the more well-to-do represent the boom and the optimism of the 1920s and 1930s in Salt Lake City. (Criteria a.1, 3 & 4)

Addressing Criteria a.3 & 4 the nomination description also highlights that the architectural variety and concentration of period cottages found in Yalecrest is unrivalled in the state.

It confirms that the subdivisions were platted and built by the prominent architects and developers responsible for early twentieth century east side Salt Lake City development. (Criteria a.2, 3 & 4)

Yalecrest was initially and continues to be the residential area of choice for prominent men and women of the city. (Criterion a.2)

It contains a concentration of architecturally significant period revival cottages and bungalows designed by renowned architects and builders of Utah. (Criteria a.1, 3 & 4)

The historic resources of the Yalecrest Historic District contribute to the history of the residential east bench development of Salt Lake City. (Criteria a.1 & 4)

Finding: The Yalecrest National Historic District can be identified as significant in various respects in relation to all of the selection criteria identified in a.1 to 4 of the ordinance requirements. The reduced area proposed in this request also meets these selection criteria.

b. Physical integrity in terms of location, design, setting, materials, workmanship, feeling and association as defined by the national park service for the National Register of Historic Places. (Attachment C)

Analysis: The National Register Nomination identifies Yalecrest as a remarkably visually cohesive area with uniform setbacks, historic houses of the same era with comparable massing and landscaping, streets lined with mature shade trees, and a surprising level of contributing buildings that retain their architectural integrity, identified as 91% of the total in 2007. Yalecrest is noted as significant for its intact architectural homogeneity. In particular it is noteworthy for its concentration of English Cottage and English Tudor style period revival houses, built in the 1920s and 1930s. Period revival styles account for approximately 59% of the contributing primary resources. Comparisons with other national or local historic districts in the city and the state identify Yalecrest as having the greatest concentration of buildings which retain their integrity and contribution to the architectural and historic significance of the area. The nomination narrative description confirms that Yalecrest's "historic houses retain their historic integrity to a remarkable degree and contribute to the historic association and feeling of the area."

Finding: The physical integrity of the Yalecrest neighborhood has been widely recognized, described and emulated. This is detailed in the 2005 survey and in the narrative description recorded as part of its nomination and designation as a Historic District in the National Register of Historic

Places in 2007. The Yalecrest National Register Historic District satisfies this evaluation criterion for local historic district selection. The area proposed in this request also meets this criterion.

c. The age of the site. Sites must be at least fifty (50) years old, or have achieved significance within the past fifty (50) years if the properties are of exceptional importance. (Attachment C)

Analysis: The period of significance identified in the National Historic Register District designation is 1910 to 1957, with the period up to 1940 accounting for approximately 80% of the contributing primary resources within the neighborhood. The bungalow and period revival styles which primarily characterize the neighborhood were mainly constructed in the period through to the early 1940s.

Finding: The area satisfies this criterion for selection in terms of building age, as does the National Register District.

Boundaries of a Proposed Historic Preservation Overlay District

Chapter 21A.34.020.C.3 of the ordinance establishes the criteria for the assessment of appropriate boundaries of a proposed H historic preservation overlay district. It states:

“When applying the evaluation criteria in subsection C2 of this section, the historic landmark commission shall recommend boundaries of a proposed H historic preservation overlay district to ensure that the boundaries:

- a. Contain documented historic or architectural resources;
- b. Coincide with documented historic boundaries such as early roadways, canals, subdivision plats or property lines;
- c. Coincide with logical physical or manmade features and reflect recognized neighborhood boundaries; and
- d. Contain nonhistoric resources or vacant land only where necessary to create appropriate boundaries to meet the criteria of subsection C2 of this section.”

a. Contain documented historic or architectural resources.

Analysis: The boundaries of the Yalecrest National Historic Register District contain a concentration of documented historic or architectural resources. Some 91% of the 1487 primary resources within the Yalecrest neighborhood documented in the 2005 survey were identified as contributing to the character of district. The boundaries identified in this request from the Yalecrest Yes Heritage Preservation Committee do not include sections of the national historic district to the south and to the east, excluding approximately 258 properties. These boundaries exclude the Uinta Elementary School site, and all or part of the following subdivisions, Upper Laird Park, Mayfair Park, Hillside Park, Colonial Heights, Upper Yale 3rd Addition and Yalecrest Heights. See map on page 5 of this report.

The north-west corner of the proposed district, and of the national historic register district, contains few identified historic structures but does include the earliest subdivision plat in the neighborhood.

Finding: The boundaries proposed in this request, and the boundaries of the National Historic District, contain documented historic and architectural resources and consequently meet this evaluation criterion.

b. Coincide with documented historic boundaries such as early roadways, canals, subdivision plats or property lines.

Analysis: The boundaries proposed in this request, in departing from the boundaries of the National Historic District, do follow historic subdivision boundaries and property lines within the neighborhood.

Finding: The boundaries proposed in this request, and the boundaries of the National Historic Register District, meet the requirements of this criterion.

c. Coincide with logical physical or manmade features and reflect recognized neighborhood boundaries.

Analysis: The boundaries proposed do coincide with logical manmade features in terms of early subdivision boundaries, property lines and roadways. The recognized neighborhood boundaries for Yalecrest are reflected in the National Historic Register District.

Finding: The boundaries proposed in this request meet the requirements of the first part of this criterion. The National Historic Register District boundaries meet it in all respects, as it also reflects the neighborhood boundary.

d. Contain nonhistoric resources or vacant land only where necessary to create appropriate boundaries to meet the criteria of subsection C2 of this section.

Analysis: The boundaries proposed contain historic resources as documented in the 2005 survey and the 2007 National Historic Register District.

Finding: The proposed boundaries of this request, and the boundaries of the National Historic Register District, meet the requirements of this criterion.

Application for a Map Amendment to Establish an H Historic Preservation Overlay District

The procedure for the establishment of an H Historic Preservation Overlay District are established pursuant to the procedures for amending the zoning map, as set out in chapter 21A.50.050 of the ordinance. It states:

“A decision to amend the text of this title or the zoning map by general amendment is a matter committed to the legislative discretion of the city council and is not controlled by any one standard. In making a decision concerning a proposed amendment, the city council should consider the following:”

1. Whether the proposed map amendment is consistent with the purposes, goals, objectives, and policies of the city as stated through its various adopted planning documents.

Analysis: The Yalecrest neighborhood and National Register Historic District is situated east of 1300 East and north of 1300 South, and lies within the East Bench Community. The area is known for its desirable residential neighborhoods and quality housing. The *East Bench Community Master Plan* (April 1987) describes the area as follows:

“The older Harvard-Yale area contains many buildings of architectural and historical significance. Conditions may warrant creating a conservation or historic district in this area where the city would review all new buildings, additions, or alterations for compatibility with established neighborhood character.”

The *East Bench Community Master Plan* recognizes the benefits of preserving historically significant buildings and districts while accommodating new development and renovation that is sensitive to the community’s existing character. The proposed historic district designation supports the specific physical qualities and historical development patterns that establish the Yalecrest neighborhood’s unique urban character.

In addition the purposes, goals, objectives and policies encompassed in the *Urban Design Element of the Salt Lake City Master Plan, the Strategic Plan and the Futures Commission Report, and the Growth Policy for Salt Lake City*, support and are supported by the documented benefits of local historic district designation. These include the importance of the unique characteristics of individual districts informing future development, enhancing district character, ensuring the highest aesthetic standards, neighborhood vitality and stability, livable communities and environmental stewardship.

The *Salt Lake City Historic Preservation Plan*, currently in Draft, identifies the need for the most effective tools to prevent demolitions of historic resources and to ensure that additions and alterations are sensitive to local character.

Refer also to previous discussion on pages 9 & 10.

Finding: The proposed historic district designation and zoning map amendment are supported by the objectives and policy elements of the *East Bench Community Master Plan, the Urban Design Element of the Salt Lake City Master Plan, the Strategic Plan and the Futures Commission Report, the Growth Policy for Salt Lake City, and the Draft Salt Lake City Historic Preservation Plan*.

2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance.

Analysis: The purpose of the H historic preservation overlay district is to:

1. Provide the means to protect and preserve areas of the city and individual structures and sites having historic, architectural or cultural significance;
2. Encourage new development, redevelopment and the subdivision of lots in historic districts that is compatible with the character of existing development of historic districts or individual landmarks;
3. Abate the destruction and demolition of historic structures;
4. Implement adopted plans of the city related to historic preservation;
5. Foster civic pride in the history of Salt Lake City;
6. Protect and enhance the attraction of the City's historic landmarks and districts for tourists and visitors; and
7. Foster economic development consistent with historic preservation.

Local historic district designation places exterior changes to a building and property under the purview of the Historic Landmark Commission. Property owners are required to adhere to the supplemental regulations of the *H Historic Preservation Overlay District* in addition to underlying zoning district regulations, which provide for the above issues in the context of the special characteristics of the district.

Finding: Establishing an H Historic Preservation District Overlay District for all or part of the Yalecrest National Historic District would be a step towards ensuring the preservation of the neighborhood, and thus furthers the purpose statements of the zoning ordinance.

3. The extent to which a proposed map amendment will affect adjacent properties.

Analysis: Historic preservation is an integral element of creating livable, vibrant and unique neighborhoods within the city. The zoning ordinance lists several objectives, as set out under item 2 above, that the City seeks to achieve regarding the *H Historic Preservation Overlay District*. Thus, the overlay district is intended to contribute to the welfare, prosperity and education of the people of Salt Lake City. The benefits of historic preservation are widely documented and universally positive in research nationwide, including safeguarding historic and architectural character, community pride and stability, neighborhood cohesion, enhancing property values, economic, tourism and employment vitality, and environmental sustainability.

Finding: The proposed historic district designation will have a positive impact on surrounding properties.

4. Whether a proposed map amendment is consistent with the purposes and provisions of any applicable overlay zoning districts which may impose additional standards.

Analysis: The area proposed in this request is, in whole or in part, is the subject of two existing zoning overlay districts. The Groundwater Source Protection Overlay seeks to ensure that the quality of water is protected. The Yalecrest Compatible Infill Overlay is designed to provide additional requirements to encourage compatible new development in relation to existing character and scale.

The establishment of an historic overlay district requires the Historic Landmark Commission to evaluate the historical or architectural significance, physical integrity and the age of the site. Historic district designation is intended to impose supplemental standards in addition to the underlying zoning district regulations. (Refer also to previous discussion – page 9)

Section 21A.34.020(C)(2) *Criteria for the Selection of an H Historic Preservation Overlay District or Landmark Site* specifies the criteria under which proposed historic districts shall be evaluated. The ordinance cites three criteria: historical or architectural significance, physical integrity and the age of the site. The reference to this section of the Zoning Ordinance is reinforced in the definition of a H Historic Preservation Overlay District in Section 21A.34.020(B)(1):

A geographically or thematically definable area which contains buildings, structures, sites, objects, landscape features, archeological sites and works of art or a combination thereof, that contribute to the historic preservation goals of Salt Lake City.

The criteria used for determining whether an area is eligible for designation as a local historic district are essentially the same as the National Register criteria for evaluation. The specific language for the designation of a historic district outlined in Section 21A.34.020(C)(2) is as follows:

The historic landmark commission shall evaluate each parcel of property within a proposed H historic preservation overlay district or the parcel of property associated with a landmark site. Individual parcels within a proposed district, the district as a whole, and landmark sites shall be evaluated according to the following:

- a. *Significance in a local, regional, state or national history, architecture, engineering or culture, associated with at least one of the following;*
 - i. *Events that have made significant contributions to the broad patterns of history, or*
 - ii. *Lives of persons significant in the history of the city, region, state of Utah, or nation or*
 - iii. *The distinctive characteristics of a type, period or method of construction; or the work of a notable architect or master craftsman, or*
 - iv. *Information important in the understanding of the prehistory or history of Salt Lake City.*
- b. *Physical integrity in terms of location, design, setting, materials, workmanship, feeling and association as defined by the National Park Service for the National Register of Historic Places;*
- c. *The age of the site. Sites must be at least fifty years old, or have achieved significance within the past fifty years if the properties are of exceptional importance.*

Finding: The proposed map amendment, in its provisions to manage future development, would not be in conflict with the purposes and provisions of the Groundwater Source Protection Overlay.

The proposed map amendment would not conflict with the purposes and provisions of the Yalecrest Compatibility Infill Overlay in that it would introduce a further and more detailed level of review to ensure that development within the area would be compatible with character and scale.

The Yalecrest National Historic District exhibits considerable historic and architectural significance, and physical integrity, as defined in detail in the 2005 survey and 2007 National Register Nomination, and as documented, merits local historic district designation. As a series of early to mid twentieth century residential subdivisions, Yalecrest is significant for its historic and architectural integrity, manifested in its well-preserved and cohesive collection of residential bungalow and period revival architectural styles from the period 1910 through to the 1940s, and for its association with suburban residential development of the east bench of Salt Lake City by prominent architects, real estate developers and builders. (See description – page 5)

The proposed amendment is consistent with the Criteria for historic preservation overlay districts as outlined in Section 21A.34.020(C)(2) of the Zoning Ordinance. In meeting these criteria staff finds the following:

- Criterion a: The Yalecrest neighborhood is significant in local, regional and state history in all of the specified categories identified above, including:
 - a.i - its associations with residential development of the East Bench in Salt Lake City during the boom and optimism of the 1920s and 1930s, many designed by renowned architects and builders of Utah;
 - a.ii - its platting and building by prominent architects and developers, and its initial and continuing role as the residential area of choice for prominent men and women of the city;
 - a.iii - its association with several notable architects and builders and its concentration of architecturally significant period revival cottages and bungalows which is unrivalled in the state;
 - a.iv - its significance in the rapid residential development of the east side of the city represented in its well-preserved collection of early twentieth century residential architecture.
- Criterion b: The Yalecrest National Historic District contains 1487 documented primary buildings with the majority constructed between 1910 and 1950. Of these 91% or 1349 are identified as contributing primary resources. The residences consequently maintain a high degree of integrity, and contribute to the historical character of this side of the city and to the historic, architectural and cultural resources of the entire city.
- Criterion c: The properties within the proposed district are, with few exceptions, over fifty years old.

5. The adequacy of public facilities and services intended to serve the subject property, including, but not limited to, roadways, parks and recreational facilities, police and fire protection, schools, stormwater drainage systems, water supplies, and wastewater and refuse collection.

Analysis: All public facilities and services are available.

Finding: Existing utility services are adequate for the development and designed in a manner that will not have an adverse impact on adjacent land uses or resources.

Attachment A

The Request to Prepare an Application for a Zoning Map Amendment to Establish an H Historic Preservation Overlay District for Part of the Yalecrest National Historic District from Yalecrest Yes Heritage Preservation Committee.