



# Staff Report

PLANNING DIVISION  
COMMUNITY & ECONOMIC DEVELOPMENT

To: Salt Lake City Historic Landmark Commission

From: Kelsey Lindquist, Principal Planner  
kelsey.lindquist@slcgov.com

Date: October 5, 2016

Re: PLNHLC2017-00302 – Yalecrest – Douglas Park – I Local Historic District Designation

## LOCAL HISTORIC DISTRICT DESIGNATION

**PROPOSED DISTRICT:** Located approximately between 1500 East to Fairview, includes both the north and south side of Hubbard Avenue

**ZONING DISTRICT:** R-1/5000 (Single Family Residential) and YCI (Yalecrest Compatible Infill)

**MASTER PLAN:** Neighborhood (East Bench Master Plan)

**REQUEST:** This is a request by property owner Marguerite Henderson to designate a new local historic district within the Yalecrest neighborhood of Salt Lake City. The proposed boundaries of the Yalecrest – Douglas Park – I Local Historic District are generally from 1500 East to Fairview Avenue including both the northern and southern portion of Hubbard Avenue.

The request is before the Historic Landmark Commission because the local historic district designation process requires the Commission to hold a public hearing and forward a recommendation to the City Council which has final decision making authority on this type of request.

**RECOMMENDATION:** As outlined in the analysis and findings in this staff report, **it is Planning Staff's opinion** that the proposed local historic district meets the applicable standards and therefore, recommends the Historic Landmark Commission forward to the City Council, a recommendation to approve the request. Planning Staff also recommends that the Historic Landmark Commission forward a positive recommendation to City Council for the changes to the 2005 Yalecrest Reconnaissance Level Survey as proposed.

**MOTION (consistent with Staff Recommendation):**

*Motion 1* - Based on the findings listed in the staff report, testimony and information presented, I move to forward a positive recommendation to the City Council to designate a new local historic district for the Yalecrest – Douglas Park – I as proposed.

*Motion 2* – Based upon the information presented, I move to forward a positive recommendation to the City Council to adopt the changes to the building ratings from the 2005 Reconnaissance Level Survey as attached in Attachment E.

**ATTACHMENTS:**

- A. Vicinity Map
- B. Application Information
- C. Excerpts from 2005 RLS
- D. Proposed Rating Changes to the 2005 RLS
- E. Yalecrest National Register Nomination 2007

- F. Analysis of Standards
- G. Other Considerations
- H. Public Process and Comments
- I. Motions

#### BACKGROUND AND PROJECT DESCRIPTION:

The proposed Yalecrest–Douglas Park – I local historic district includes 11 properties all of which are zoned R-1/5000 (Single-Family Residential) and are located within the Yalecrest neighborhood between 1500 East and Fairview. The Yalecrest neighborhood, generally located between 800 South/Sunnyside Avenue and 1300 South from 1300 East to 1900 East, was listed on the National Register of Historic Places in 2007. There are a total of four local historic districts established within this National Register district.

The proposed Douglas Park area includes the properties that were in the original plat of Douglas Park and Douglas Park Amended subdivisions. The Douglas Park and Douglas Park Amended were both recorded in 1911. The proposed LHD includes both the northern portion of Hubbard Avenue, which was originally platted in the Douglas Park subdivision and the southern portion of Hubbard Avenue, which was recorded in the Douglas Park Amended subdivision.

This particular area of the Yalecrest neighborhood was platted by William E. Hubbard, a medical doctor from Chicago who became involved in real estate after moving to Utah. The homes in this selected area of the Douglas Park Subdivision and the Douglas Park Amended Subdivision help to tell the story of the progression and development of the east bench of Salt Lake City. The continued accumulation of pollution in the valley caused citizens to seek housing options further east. Additionally, the establishment of the streetcar, which demarks the proposed boundaries of Douglas Park – I (1300 East and 1500 East), also promoted the growth and development within this area of Salt Lake City.

The majority of the principal buildings in the Douglas Park area are an assortment of bungalows styled in arts and crafts, as well as the neoclassical style. Other styles represented include: styles strictly within the Eclectic Genre, such references include: English Tudor, Colonial Revival and English Cottage. The years of construction for the subject homes within the proposed Douglas Park LHD range from 1916-1936. This particular period range of construction provides for the distinct variety of styles found within the proposed district. The residential buildings that were primarily constructed in the early twentieth century, prior to WWI, included **“modern” styles, such as:** Arts and Crafts and Prairie influenced housing. Post WWI, residential and commercial architecture tended to embrace traditional styles that were represented by period revival. The architectural styles within the Eclectic Genre, include: Colonial Revival, Neoclassical, Tudor, Chateausque, Beaux Arts and French Eclectic, as well as several others.

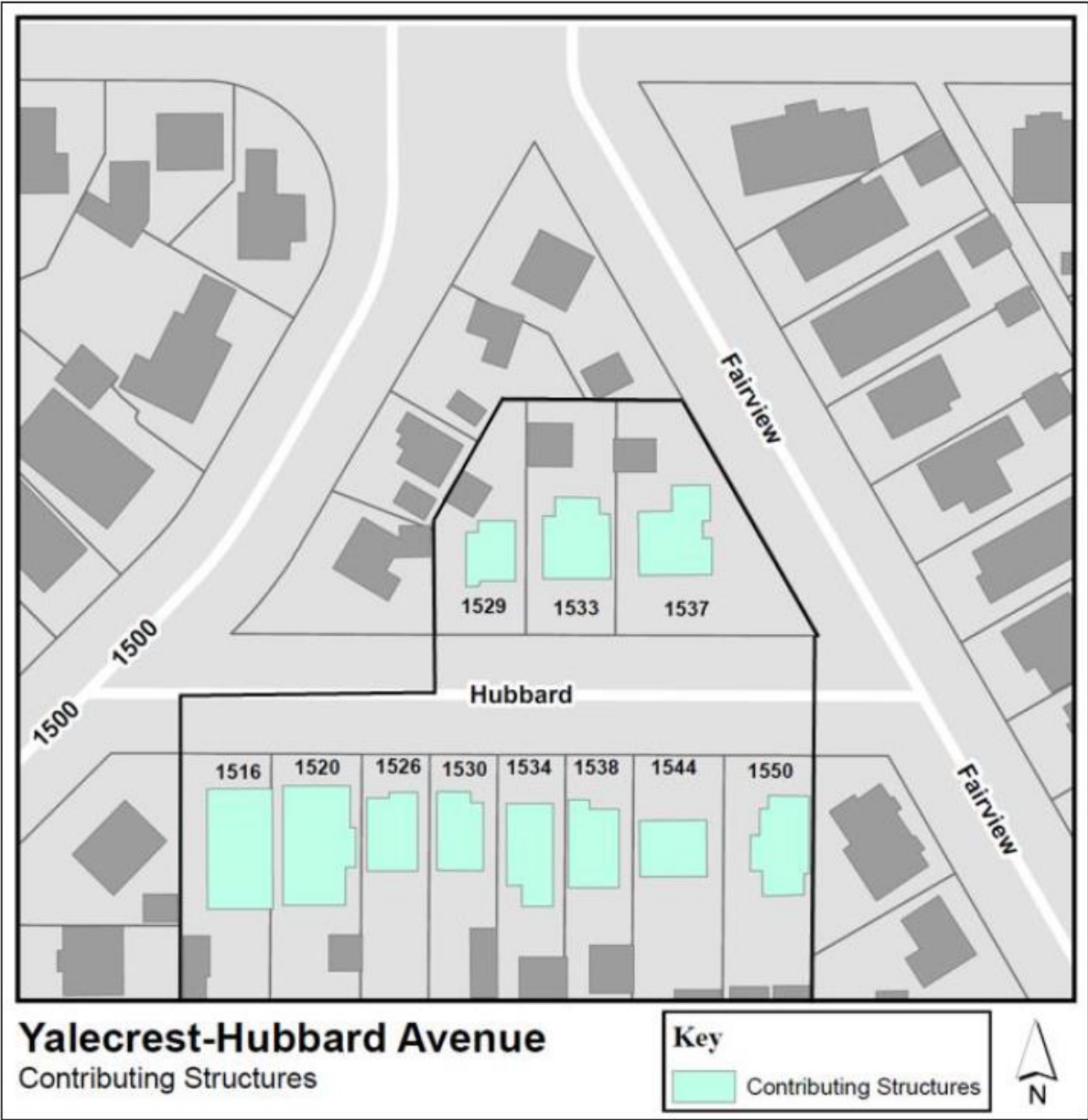
The proposed Douglas Park LHD represents dramatically differing styles of architecture. While there are some housing types that repeat within the proposed area, the majority of them are unique. The following are the most common character defining features and materials of the housing in the proposed district:

- Exterior materials include brick, stucco, stone, clapboard siding, asbestos and aluminum siding
- Unique fenestration
- Decorative use of materials
- Cross gable roofs
- Decorative features, such as: elaborate chimneys, and half-timber gables
- Large covered front porches and projecting eaves

The homes in the proposed Yalecrest – Douglas Park – I local historic district are relatively intact and maintain a high level of integrity. The Yalecrest Reconnaissance Level Survey (RLS) conducted in 2005 indicates that of the 11 structures, 11 are rated as contributing (see Attachment C).

Please see Attachment B – Application Information, as well as Attachment C – 2005 Reconnaissance Level Survey for photos of the subject homes.

The following map reflects the contributing and non-contributing status of the homes in the proposed district according to the 2005 RLS.



Planning Staff, along with State Historic Preservation Office (SHPO) Staff, re-evaluated the rating of all the homes in the proposed district. Since the last RLS was conducted in 2005, physical changes have occurred to many of the homes in the proposed district. The attached table (Attachment D) is a summary of rating changes proposed and further property analysis is given. Note that one (1) **property would be changed from “contributing” to “non-contributing”**. If the City Council adopts the proposed changes to the Reconnaissance Level Survey, of the 11 structures in the proposed district, 10 would be rated as contributing (90.9%), please see Attachment D for additional information.

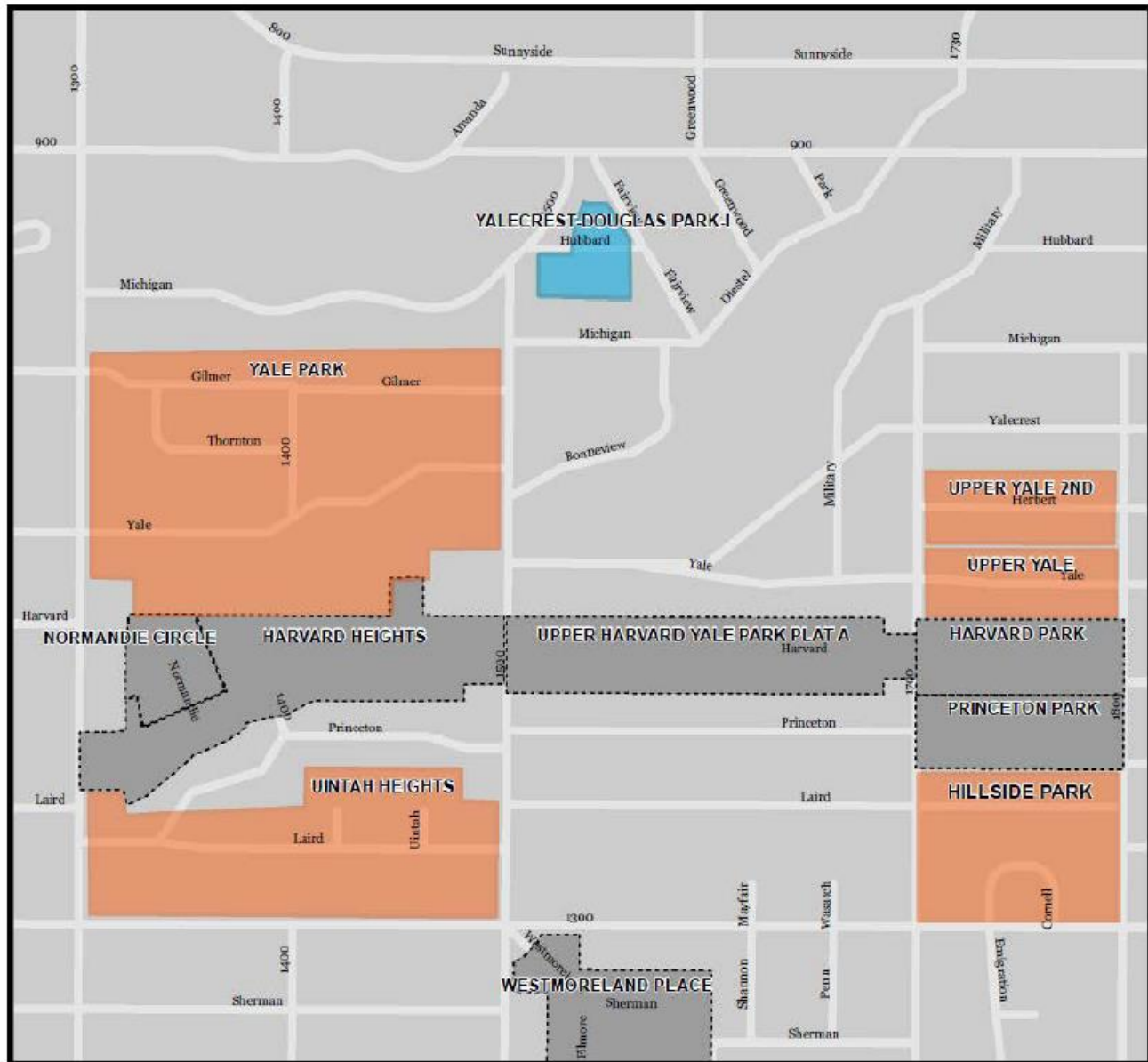
#### NEXT STEPS:

After the Historic Landmark Commission and Planning Commission makes a recommendation to the City Council, the local historic district designation provisions require that a **“Property Owner Opinion Ballot”** be sent to all property owners within the proposed local historic district. Property owners have thirty days to submit their ballot to the city to help determine what level of support exists for creating the new local historic district. Once the ballots are counted, the Planning Staff will transmit to the City Council the recommendations of the Historic Landmark and Planning Commissions, as well as the results of the **“property owner opinion ballot.”** If two-thirds of the total number of returned property owner support ballots, and represents more than fifty percent (50%) of the parcels and units within the proposed district, the City Council may then designate the district by an affirmative vote of two-thirds. If the number of property owner opinion ballots received in support and in opposition is equal, the city council may only designate a local historic district by a super majority vote.



## ATTACHMENT A: VICINITY MAP

### Yalecrest Local Historic District History



#### MAP KEY

- Withdrawn Local Historic District Applications
- Local Historic District Application
- Adopted Local Historic Districts



## ATTACHMENT B: APPLICATION INFORMATION

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# HP: Designation

SALT LAKE CITY PLANNING

## OFFICE USE ONLY

Received By: <i>L. Parisi</i>	Date Received: <i>4/21/2017</i>	Project #: <i>PLNHLC2017-00302</i>
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## PLEASE PROVIDE THE FOLLOWING INFORMATION

Project Name: <i>Yalecrest- Douglas Park-I Local Historic District.</i>	
Name of Applicant (property owner): <i>Marquette Henderson</i>	
Address of Property Owner: [REDACTED]	Phone: [REDACTED]
Address of Applicant: [REDACTED]	
E-mail of Applicant: [REDACTED]	Cell/Fax: [REDACTED]
E-mail of Property Owner: [REDACTED]	Phone: [REDACTED]

☐ **Please note** that additional information may be required by the project planner to ensure adequate information is provided for staff analysis. All information required for staff analysis will be copied and made public, including professional architectural or engineering drawings, for the purposes of public review by any interested party.

## REQUIRED FEE

☐ No application fee is required

## WHERE TO FILE THE COMPLETE APPLICATION

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

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

Signature of Owner or Agent: [REDACTED]	Date: <i>21 April 2017</i>
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## SUBMITTAL REQUIREMENTS

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### 1. Project Description

#### Intake Review



Provide a written description of the proposed local historic district, including the proposed boundaries. The description should include a discussion regarding how the proposed local historic district meets the following criteria:

1. Significance in local, regional, state or national history, architecture, engineering or culture, associated with at least one of the following:
  - a. Events that have made a significant contribution to the important patterns of history, or
  - b. Lives of persons significant in the history of the city, region, state or nation, or
  - c. The distinctive characteristics of a type, period or method of construction, or the work of a notable architect or master craftsman, or
  - d. Information important in the understanding of the prehistory or history of Salt Lake City; and
2. 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;
3. The proposed local historic district is listed, or is eligible to be listed, on the National Register of Historic Places;
4. The proposed local historic district contains notable examples of elements of the City's history, development patterns or architecture.
5. The designation is generally consistent with the adopted planning policies of the City; and
6. The designation would be in the overall public interest.

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### 2. Photographs

#### Intake Review



a. Historic photographs of existing building/s (contact the Salt Lake County Archives at (385) 468-0820)



b. Current photographs of each façade and of the neighborhood



c. Historic photographs of the neighborhood if available

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### 3. Research Material

#### Intake Review



a. Title search



b. Building permits card and invoice



c. Tax card information and photo



d. Biographical information or obituary for any previous owners



e. Information about the architect and/or builder

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### 4. For Landmark Site

#### Intake Review



a. Complete designation form

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### 5. For Boundary Adjustment

#### Intake Review



a. Signatures from each of the property owners who agree to the proposal

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## AVAILABLE CONSULTATION

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

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# Local Historic District Designation Property Owner Support Form

My signature below indicates that I support the initiation of a process by Salt Lake City to consider creating a new local historic district in the location indicated on the attached map.

[Redacted Address]	Penney L. Gregersen	[Redacted Signature]	4-27-17
Address	Printed name	Signature	Date
[Redacted Address]	Stephanie Saenz	[Redacted Signature]	4-27-17
Address	Printed name	Signature	Date
[Redacted Address]	Charles Saenz	[Redacted Signature]	4-27-17
Address	Printed name	Signature	Date
[Redacted Address]	M'Lisa Patterson	[Redacted Signature]	4-27-17
Address	Printed name	Signature	Date

Address	Printed name	Signature	Date
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Address	Printed name	Signature	Date
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# Local Historic District Designation Property Owner Support Form

My signature below indicates that I support the initiation of a process by Salt Lake City to consider creating a new local historic district in the location indicated on the attached map.

Address	Printed name	Signature	Date
[Redacted Address]	Marguerite Henderson	[Redacted Signature]	4/19/17
	[Redacted Name]	[Redacted Signature]	[Redacted Date]
	Billie J. Jones	[Redacted Signature]	[Redacted Date]
	[Redacted Name]	[Redacted Signature]	[Redacted Date]
	Cathy Philpot	[Redacted Signature]	4/19/17
[Redacted Address]	James Marx	[Redacted Signature]	4/19/17
	Cardene Marx	[Redacted Signature]	4/19/17

Address	Printed name	Signature	Date



# Local Historic District Designation Property Owner Support Form

(Required for petitions to create a Local Historic District)

**Applicant:** Marguerite Henderson

**Name of Proposed Local Historic District:** Yalecrest-Douglas Park-I

**Proposed Boundaries:** Attach a map with sufficient information to clearly delineate the boundaries of the proposed local historic district.

**Definition:** A local historic district is a geographically definable area which contains buildings, structures, sites, objects, landscape features, archeological sites and/or works of art that contribute to the historic preservation goals of Salt Lake City and are subject to the regulations of the Historic Preservation Overlay District.

**Intent:** Salt Lake City will consider the designation of a local historic district in order to protect the best examples of historic resources which represent significant elements of the City's pre-history, history, development patterns or architecture. Designation of a local historic district must be in the best interest of the City and achieve a reasonable balance between private property rights and the public interest in preserving the city's cultural, historic, and architectural heritage.

**Minimum Size of a proposed Local Historic District:** A local historic district is a contiguous area with a minimum district size of one (1) block face containing a number of sites, buildings, structures or features that contribute to the historic preservation goals of Salt Lake City by protecting historical, architectural, or aesthetic interest or value.

**Required Property Owner Signatures:** A property owner may initiate a petition to create a new local historic district with the demonstrated support of thirty three percent (33%) or more of the owners of lots or parcels within the proposed boundaries of the proposed local historic district, subject to:

- (1) A lot or parcel of real property may not be included in the calculation of the required percentage unless the application is signed by owners representing a majority of ownership interest in that lot or parcel.
- (2) Each lot or parcel of real property may only be counted once towards the thirty three percent (33%) minimum, regardless of the number of owner signatures obtained for that lot or parcel.
- (3) Signatures obtained to demonstrate support of thirty three percent (33%) or more of the property owners within the boundary of the proposed local historic district must be gathered within a period of 180 days as counted between the date of the first signature and the date of the last required signature.

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## A. Project Description

### 1. Written Description of the Proposed LHD

#### Significance of area in local, regional or state history

In the mid 1800's, Salt Lake City was platted and developed with public buildings in the center of Salt Lake City surrounded by residential lots and farmland to the south and west. The Big Field Survey in 1848 divided the land to the south of the Salt Lake City settlement (900 South today) into five and ten acre plots to be used for farming for the "mechanics and artisans" of the city.<sup>1</sup> The Yalecrest survey area is located on the northeastern section of land that was initially set apart as Five-Acre Plat "C" of the Big Field Survey<sup>1</sup>

*The land was divided into 100-acre blocks, each of which was again divided into 20 lots of 5 acres each. Yalecrest occupies Blocks 28, 29, and 30. The original blocks are bordered by the major north-south streets of the survey area: 1300, 1500, 1700 and 1900 East and the east-west streets of 900 and 1300 South (The Utah Historic Sites Database). The area north of 2100 South was a Five-Acre Plat "A" and the area south was a Ten-Acre Plat. The majority of Yalecrest with the exception of strips along the north and west sides are part of Five Acre Plat "C".<sup>1</sup>*

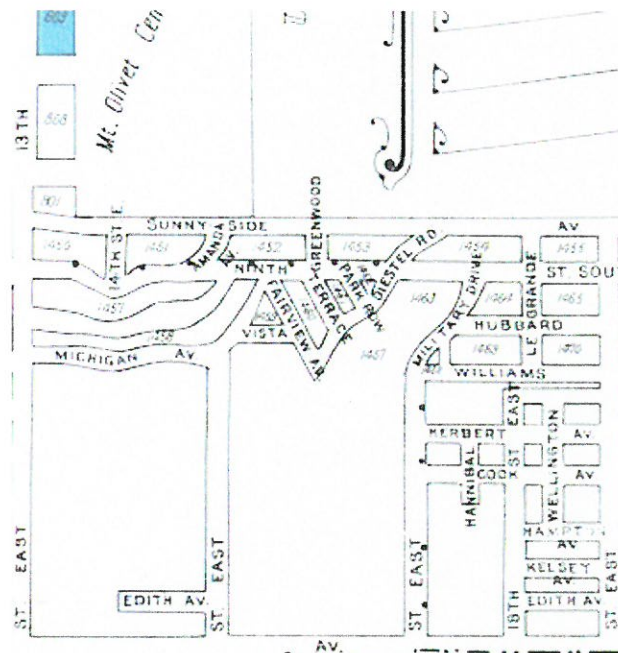
Property within the area was distributed by the LDS church authorities, by lot, for use in raising crops and farming.<sup>1</sup> Dividing the plots for land speculation was discouraged: 1875 maps of Salt Lake City show no development in the southeast section of the city beyond 1000 East or 900 South. The earliest identified residents in the Yalecrest area begin to appear in the 1870's.<sup>1</sup> Yalecrest boundaries are represented by 800 South (Sunnyside Ave) to 1300 South and 1300 East to 1900 East.

A number of factors contributed to the Yalecrest development in the early twentieth century; the city's population doubled between 1900 and 1910, and air pollution in the valley from coal burning furnaces led residents to seek higher elevations East of 1300 East. Transportation options made the Yalecrest area easily accessible to the downtown area. The primary means of transportation in the early part of this era was the streetcar line along 1500 East.<sup>1</sup> The streetcars serving the Yalecrest area traveled from downtown to 1300 East in front of East High, traveling east along 900 South to 1500 East, then south on 1500 East to the State Prison located at 2100 South. The former State Prison on 2100 South is the current site of Sugar House Park. The vehicles of mass transit changed from streetcars to buses, but in general began to be supplanted by use of private cars. By 1940, the 1500 East streetcar was gone and city buses served Yalecrest traveling along 1300, 1500 and 1700 East as well as 900 and 1300 South. The proposed Douglas Park I-Local Historic District (LHD) borders the original 1300 East and 1500 East streetcar routes.

The Yalecrest neighborhood was platted into 22 subdivisions between 1911 and 1938. The largest subdivision, Douglas Park and Douglas Park Amended were laid out across the north central section of Yalecrest in 1911 on the Greater 5-Acre Plat C of Block 29. The north street face of the 1500 East block of Hubbard Ave is part of the Douglas Park subdivision and originally contained plats 4-7, while the south street face is part of Douglas Park Amended Subdivision and originally contained plat lots 3-16 (see **APPENDIX A**). Today, the proposed Yalecrest-Douglas Park-I LHD contains 11 properties. Three homes on the north side of 1500 East block of Hubbard Ave are in the Douglas Park subdivision. Eight homes on the South side of 1500 East block of Hubbard Ave are contained in the Douglas Park Amended Subdivision. Both the north and south sides of the 1500 East block of Hubbard Ave, also known as the street face, are included in the proposed Yalecrest-Douglas Park-I LHD.

William E. Hubbard, a medical doctor from Chicago, came to Utah via Los Angeles and became involved in real estate, mining, and investments.<sup>1</sup> He is credited for platting, developing and selling 41 subdivisions throughout Salt Lake City by 1919. He developed the 1500 East block of Hubbard Ave.

According to the 1911 Sanborn map, the current 1500 East block of Hubbard Ave, was originally named "Vista St" (see below). The street name changed to "Hubbard Ave" first appeared in 1917 Polk Directory on a street near Liberty Park.



The Yalecrest-Douglas Park-I LHD area of Yalecrest avoided the blight common in many urban residential neighborhoods in the 1960's. There was no population pressure as the

population of Salt Lake City slightly decreased during this time period. No major roads were built through the neighborhood in this area, although traffic has increased on the border streets of 900 South were experienced and continue to increase. Zoning ordinances restricted commercial building in this area. The proposed area of Yalecrest-Douglas Park-I LHD is one of many attractive smaller neighborhood sections of Yalecrest with mature street trees, single-family owner-occupied well-maintained houses, with nicely landscaped yards. It is located close to a Latter Day Saints Bonneville Glen and Yale wards, and the Miller Bird Refuge and Nature Park. This area continues to be a desirable residential area.<sup>1</sup>

The current practice of razing an existing small historic structure and replacing it with a residence several/many times the size of the original house in established neighborhoods galvanized some residents into action in the years 2000-2005. A zoning overlay ordinance was created called the Yalecrest Compatible Infill Overlay ordinance<sup>3</sup> passed by the Salt Lake City Council in 2005. The purpose of the ordinance is:

*to encourage compatibility between new construction, additions or alterations and the existing character and scale of the surrounding neighborhood.*

That infill overlay zoning regulated building height (27.5 ft to the midpoint of the roof ridge), minimum setbacks, and several aspects of garages or accessory structures. Due to liberal interpretation of the current City and State demolition ordinances, single family houses in Yalecrest continue to be demolished above grade and replaced with out-of-size, -scale and-mass houses that are architecturally incompatible with the original housing stock. This application seeking a Local Historic District designation is the only current legal option to minimize those detrimental activities in our established, mature and historic neighborhood.

### **Physical Integrity of houses in the Area**

An Architectural and Historic Reconnaissance Level Survey (RLS) of Yalecrest was conducted in 2005<sup>1</sup>, by Beatrice Lufkin of the Utah State Historic Preservation Office (SHPO) for Salt Lake City in preparation for the National Register application. Much of the information in this document comes from that survey. The proposed Yalecrest-Douglas Park-I LHD area currently contains 11 single-family houses constructed over the time period from 1916 (1516 East Hubbard Ave) in the historic era and have maintained the original physical integrity according to the 2005 RLS.<sup>1</sup> All of the houses are listed as eligible/significant (A) and eligible contributing (B). To date, no residential properties have been demolished in the Yalecrest-Douglas Park-I LHD.

The boundaries of Yalecrest neighborhood, the original platting of this area into Douglas Park and Douglas Park Amended, as well as the proposed boundaries of the Yalecrest-Douglas Park-I LHD are shown in **APPENDIX A**. Two houses; 1516 East Hubbard Ave-a rock-faced concrete block bungalow built in 1916, and 1520 East Hubbard Ave-a clinker brick bungalow with clinker brick chimney, built in 1919, were recommended in the RLS



2005<sup>1</sup> for additional intensive level research.

### **Developers, Builders, Architects<sup>1</sup>**

1500 East Hubbard Ave is part of the larger Douglas Park and Douglas Park Amended Subdivisions both platted in 1911 in the north central section of lot 2-3, Block 28, five acre plat "C" of the Big Field Survey in Yalecrest. William E Hubbard (shown below) and William Meeks are credited for developing Douglas Park. William E. Hubbard was a prolific developer. He is also credited with developing and selling real estate in 41 subdivisions in Salt Lake City by 1919.



*The Hubbard Investment Company bought close to 124 acres for \$200,000 from a company based in Denver, called the Douglas Heights Land & Improvement Company. The plan was to plat it, put it "in shape" and start selling lots in the summer. The City was growing and the timing seemed perfect.<sup>10</sup>*

*During this time, however, home building was going on south of Yalecrest. To make Douglas Park attractive for building people needed to see infrastructure and development.<sup>10</sup>*

William E. Hubbard

*A mining and real estate man, William E. Hubbard, got the ball rolling in 1911. Working with another realtor, William Meeks, they tried to give away land to help sell it; first, to the American Women's League and then to the Ladies of the Maccabees. Both declined. But that didn't stop them from advertising a Women's Club was to be built.*

*The City's decision to grade 1500 East, combined with the Utah Light and Railway Company's decision to bring the streetcar up 900 South and down 1500 East, greatly helped the realtors. Dirt was moved and the roads were leveled near the ravines (or gullies). Before long, curbs and gutters could be seen along 900 South and the streetcar was a reality.<sup>10</sup>*

*William E. Hubbard also gave ravine land to the City and promoted the beautiful Sunken Gardens, "coming soon," to be used as City parks. They promoted the area to future lot buyers and their accompanying builders with; the planned and highly touted new modern East High School, its proximity to the University of Utah and Westminster College, a new planned Catholic college, easy transportation access via street car, the "magnificent views" from Douglas Park on the East Bench vs. the "smoke-filled valley, a country club to the southeast, the nearby Fort Douglas grounds, and namedropping of prominent, well-respected people in commerce that*

*"Could be YOUR NEIGHBOR."*<sup>10</sup>



A steam shovel shown working on developing Douglas Park taken by Shipler, October 5, 1911 (*courtesy of Utah State History Office*)

#### **Significant persons in the area**

Historically, Yalecrest has been home to many professional residents who have shaped the city's development and economic base. There has been a diversity of professional occupations amongst past and current property owners in Yalecrest-Douglas Park-I LHD.

A number of notable people lived in the proposed Yalecrest-Douglas Park-I LHD, who advanced the economic base of Salt Lake City. Those individuals are listed as a function of the street address at which they resided.

**1516 East Hubbard Ave:** Built by contractor William M. Smith

**1520 East Hubbard Ave:** Built by contractor E. G. Tucker with notable clinker brick siding

**1526 East Hubbard Ave:** Owned by Martin Brixen (1925-1993) in 1943

*'...Noted architect (B.F.A and B Arch) was the member of the first graduating class in architecture from the University of Utah in 1952.<sup>5</sup> After working in private architectural firms, he returned to the University of Utah in 1956 to organize and direct the Department of Campus Planning and Construction and developed the Campus Master Plan. He left the University in 1963 to co-found the firm of Brixen & Christopher Architects with James W. Christopher, where he served as a partner for 25 years. The firm gained a reputation for design excellence and high professional standards having received more than 50 design awards for projects including The Lodge, The Inn and the Base Tram Terminal at Snowbird; the 13-story office building and parking structure at Second South and State Street in Salt Lake City; Synagogue Congregation Kol Ami; and Nunemaker Place at Westminster*

*College. Brixen & Christopher Architects was named "Firm of the Year" in 1987 by the Western Mountain Region of the American Institute of Architects and honored by an exhibition of its work over the years by the U of U Graduate School of Architecture in 1989. Mr. Brixen was named to the College of Fellows of the American Institute of Architects in 1985, one of the highest honors that can be bestowed on an architect by the AIA National. He was known and admired for the standard of excellence he set for himself, those he worked with, and for his family...<sup>7</sup>*

**1529 East Hubbard Ave:** Built by the Romney Brothers. Current owner Marguerite Henderson, noted SLC restaurateur (Cucina), caterer and local cooking teacher has lived at this residence for 37 years.

**1533 East Hubbard Ave:** Built in 1936. Home to the Thomas and Lena Elwood family, who occupied the home 1936-1946. Thomas was an office manager for the American Asphalt Roof Corporation. Both he and his wife were born in Utah in the 1890's: Thomas was born in Lehi, and Lena was born in Salt Lake City. Below is a 1938 newspaper advertisement for Mr. Elwood's company, American Asphalt Roof Corporation.



**1534 East Hubbard Ave:** Built by Layton Construction Co.

**1537 East Hubbard Ave:** One of the early long-time residents at 1537 E Hubbard Ave was the William and Isabel Spencer family. The Spencers lived there for 22 or 23 years beginning in 1936. At that time, Salt Lake City had a lot of little grocery stores spread throughout city neighborhoods. William Spencer was proprietor of the 8th Ave Meat and Grocery, located on 8<sup>th</sup> Ave between D and E Streets. Today that site contains the Avenues Proper restaurant.

**1538 East Hubbard Ave:** Built by Layton Construction Co. and home to Kendall D. Garff from 1936-1944. "Ken" Garff owned a number of dealerships in Salt Lake City; Ken Garff Used Cars at 440 S State (1936), Ken Garff Studebaker at 120 East 500 South (1940), Ken Garff Used Cars at 601 S Main (1942), Studebaker Truck and Passenger Car Dealer, Divco Twin Milk Truck Distributor, Airfloat Westcraft and Schult

[illegible][illegible]

Rhea died in 1974. She was a member of the Mormon Tabernacle Choir for 35 years, as well as Captain of the Bonneville Camp of the Daughters of Utah Pioneers.<sup>9</sup>

There are no commercial buildings in this proposed Yalecrest-Douglas Park-I LHD.



**Distinctive characteristics of the type, period, and construction material**

Single-family residences in the proposed Yalecrest-Douglas Park-I LHD were built between 1916 through the 1936.

**Construction Years of Original Residential Houses in Yalecrest-Douglas Park-I LHD<sup>1</sup>**

Date	TOTAL
1916-1920	2
1921-1925	4
1926-1930	4
1931-1936	1
<b>TOTAL</b>	<b>11</b>

The 11 houses in the Yalecrest-Douglas Park-I LHD contain a variety of architectural style types including 3 subtypes of the Bungalow; Arts and Crafts/Prairie School Bungalow (2), Neoclassic (1), Bungalow without additional subtype (2), as well as English Tudor (2), Colonial Revival (1), and Colonial Revival subtype Neoclassical (1), and English Cottage (2).

**Architectural Styles in Yalecrest-Douglas Park-I LHD Residential Structures<sup>1</sup>**

Style	#	% Total
Bungalow	2	(18.2%)
Arts and Crafts/Prairie School	2	(18.2%)
Neoclassical	1	(9.1%)
English Tudor	2	(18.2%)
Colonial Revival	1	(9.1%)
Neoclassical	1	(9.1%)
English Cottage	2	(18.2%)
<b>TOTAL</b>	<b>11</b>	<b>(100.1%)</b>

The Plan type in the Yalecrest-Douglas Park-I LHD structures are primarily represented by Bungalow (5), Period Cottage (5), Cape Cod (1) and are tabulated below.

**Plan Types of Residential Structures in Yalecrest-Douglas Park-I LHD<sup>1</sup>**

Type	Total
Bungalow	<b>5 (45.4%)</b>
Period Cottage	<b>5 (45.4%)</b>
Cape Cod	<b>1 (9.1%)</b>
<b>TOTAL</b>	<b>11 (100%)</b>

Exterior construction materials of the 11 houses in the proposed Yalecrest-Douglas Park-I LHD include regular (1) and striated brick alone (2), or with stucco (2), with half-timber (2), with stone (1), with cedar shingles (1), clapboard (1), or asbestos shakes (1). The majority (9/11 or 81.8%) of residential houses in the proposed Yalecrest-Douglas Park-I LHD have striated/regular brick. Only 1 (9.1%) house is clapboard and 1 (9.1%) house is asbestos shingle according to the 2005 RLS.<sup>1</sup>

#### Exterior Construction Materials of Residential Structures in Yalecrest-Douglas Park-I LHD<sup>a</sup>

Type	#	%
Striated Brick	1	9.1
+ stucco	2	18.2
+ stone	2	18.2
+Half-timbered	2	18.2
+ clapboard	1	9.1
+aluminum siding	1	9.1
Asbesto <sup>a</sup>	1	9.1
Clapboard siding	1	9.1
<b>TOTAL</b>	<b>11</b>	<b>100%</b>

<sup>a</sup>1544 Hubbard Ave has original cedar shakes, not asbestos shakes

#### Importance to Salt Lake City History

The proposed area described by the proposed Yalecrest-Douglas Park-I LHD contains a diverse collection of historically contributing architecture styles including Bungalow, English Cottage, English Tudor, and Colonial Revival. These homes were developed, designed, built and owned by renowned individuals who contributed to the cultural, defense, business, medical, education and legal aspects of the city and state.

#### 2. Physical integrity

The houses in the proposed Yalecrest-Douglas Park-I LHD retain a very high degree of historic integrity and have been maintained well. All houses are either eligible/significant (A, 72.7%) or eligible contributing (B, 27.3%) according to the RLS 2005. No houses have been demolished in the proposed Yalecrest-Douglas Park-I LHD.

#### 3. Contributing Structures in Yalecrest-Douglas Park-I LHD

The 2005 Reconnaissance Level Survey (RLS)<sup>1</sup> documented a very high percentage of eligible significant (A = 8/11 or 72.7%) and eligible contributing (B = 3/11 or 27.3%) single-family houses in the proposed Yalecrest-Douglas Park-I LHD. There are no Ineligible noncontributing (C=0/11) nor out-of-period structures (D=0/11) in the proposed LHD. No demolitions (X=0/11) of residential houses were documented in the 2005 RLS.

**Contributing Structure Status of Residential Properties  
in Yalecrest-Douglas Park-I LHD<sup>a,c</sup>**

Street	A <sup>b</sup>	B <sup>b</sup>	C <sup>b</sup>	D <sup>b</sup>	X <sup>b</sup>	Total
1500 Hubbard Ave	8	3	0	0	0	11
<b>TOTAL</b>	<b>8</b> (72.7%)	<b>3</b> (27.3%)	<b>0</b> (0%)	<b>0</b> (0%)	<b>0</b> (0.0%)	<b>11<sup>a</sup></b> (100%)

<sup>a</sup>according to the 2005 RLS, there are 11 single family residential structures and no Commercial properties. <sup>b</sup>A= eligible significant, B= eligible/contributing, C=ineligible/noncontributing, D=out of period, X=demolished. <sup>c</sup>Yalecrest-Douglas Park-I LHD is part of the Douglas Park and Douglas Park Amended subdivisions developed in 1911 by William E. Hubbard.

It is interesting to note that Yalecrest in general, and Yalecrest-Douglas Park-I LHD in particular, attracts home buyers that stay in residence for extended periods of time. A number of property owners have live in the same residence for more than 37 years. Some properties have been passed to the succeeding family generations. This continuity lends consistency, character and stewardship to the area.

Driving access to major interstates I-15 and I-80, and walkability to integrated neighborhood Commercial districts (grocery, pharmacy, restaurants, library and public parks and schools) makes Yalecrest-Douglas Park-I LHD one of the safest neighborhoods and most sought after real estate in Salt Lake City. Houses are well maintained, appropriately updated for modern living while maintaining their original charm. Neighbors are friendly, walk the environs often and interact socially. Collectively, its an enviable lifestyle that makes Yalecrest-Douglas Park-I LHD a highly sought after real estate area for single family residences.

### **3. Eligibility Listing on National Register of Historic Places**

As previously stated, the proposed Yalecrest-Douglas Park-I LHD is located within the boundaries of the existing Yalecrest National Register Historic District that was established in 2007 (#07001168). See **APPENDIX A**.

### **4. Notable examples of elements of the City's history**

An Intensive Level Survey was completed of Yalecrest in 2005 by Beatrice Lufkin of the Utah State Historic Office (SHPO). Exterior and interior photographs, a title search, genealogical and other information are on file at the Utah State Preservation Office.

#### **Important Salt Lake City Builders and Developers in Yalecrest-Douglas Park-I LHD**

The proposed Yalecrest-Douglas Park-I LHD is located on the northern expanse of Yalecrest. The north street side of 1500 East block of Hubbard Ave is contained in Douglas Park Subdivision platted in 1911, originally contained 6 plat lots (# 4-7). Today that area contains 3 property lots. The south street side of 1500 East Hubbard Ave is located in the Douglas Park Amended Subdivision platted in 1911 and originally platted for 14 plat lots (#3-16).

Today, that latter area contains 8 property lots. Thus, there are currently 11 single family houses in the proposed Yalecrest-Douglas Park-I LHD.

Four house builders in the proposed Yalecrest-Douglas Park-I LHD are well known in Yalecrest: William M. Smith (1516 East Hubbard Ave), E. G. Tucker (1520 East Hubbard Ave), Romney Brothers (1929 East Hubbard Ave), and Layton Construction Co. (1534 and 1538 East Hubbard Ave). Those houses along with 1526 East Hubbard Ave (owner and resident Martin Brixen) were cited for additional investigation in the 2005 Reconnaissance Level Survey.<sup>1</sup>

#### **5. Consistent Designation Of Proposed LHD Designation With Adopted Planning City Policies**

The proposed Yalecrest-Douglas Park-I LHD is currently zoned under the Yalecrest Compatible Infill Overlay (YCIO)<sup>3</sup> zoning ordinance adopted by the City in 2007. The purpose of the ordinance is to “encourage compatibility between new construction, additions or alterations and the existing character and scale of the surrounding neighborhood”. The YCIO regulates building height, minimum yard setbacks, and several aspects of garages or accessory structures, but does not protect against demolitions or out-of-scale, -mass, -size, or architecture character, of additions, or compatibility of new structures.

The City's Preservation Policy was adopted in 2011. The Salt Lake City Community Preservation Plan was adopted Oct. 23, 2012.<sup>4</sup> Yalecrest houses were cited for protection in both plans. The proposed boundaries of Yalecrest-Douglas Park-I LHD (**Appendix A**) represents an area on the north east corner in the greater Yalecrest neighborhood that is nationally recognized for its historic value (National Register of Historic Places 2007). Recognizing this resource and protecting it via a Local Historic District designation is consistent with the City's preservation goals.<sup>4,5,6</sup>

#### **6. Public Interest in the Proposed LHD Designation**

The Yalecrest-Douglas Park-I LHD is located south of 900 South and between 1500 and 1600 East Hubbard Ave. It is located on the north central aspect of Yalecrest. It currently contains 11 single-family home property parcels.

The attractive proposed Yalecrest-Douglas Park-I LHD contains mature street trees, single-family owner-occupied, well-maintained houses with landscaped yards. It continues to be a desirable residential area. No major roads have been built through the neighborhood, although commuter traffic has increased on the border streets of 900 South, 1500 East and Sunnyside Ave (800 South). Zoning ordinances have restricted Commercial entities in this proposed Yalecrest-Douglas Park-I LHD area. Also, the blight common to many urban residential neighborhoods in the 1960s with multi-family residential structures has been avoided in this section of Yalecrest.

To date, 7/11 or 64% of the single-family home owners within the proposed area of Yalecrest-Douglas Park-I LHD have signed an application petition in support of opening the process to create an LHD, which far exceeds the required 33% of property owners required



by the LHD designation ordinance guidelines (2016) to begin the process in establishing an LHD.

#### **Support for Local Historic District Designation in Yalecrest-Douglas Park-I LHD**

<b>Street</b>	<b># property Parcels</b>	<b># Application Signatures</b>	<b>% Support</b>
<b>1500 block Hubbard Ave</b>	11	7	64%

Both property owners' signatures were collected on the application signature form for property parcels that have Joint Tenants (JT) and the appropriate trustee signature was obtained for Trusts on associated property parcels.

Designating the Yalecrest-Douglas Park-I as Local Historic District would address items such as demolitions, in addition to preserving character-defining features as well as mass and scale and architectural compatibility that the current Yalecrest Compatible Infill Overlay (YCIO)<sup>3</sup> zoning ordinance does not. Designation of Yalecrest-Douglas Park-I LHD would maintain the historic character and scale of houses within the subdivision while providing homeowners and district residents protection from demolition and dismantling of intact historic structures that result in loss of neighborhood character.

A Yalecrest-Douglas Park-I LHD designation will also provide the citizens of Salt Lake City and the state of Utah with an additional protected heritage resource for future generations from which to learn and appreciate the Cultural and City History of notable residents and fine, well-maintained, diverse architectural examples of Bungalows (Arts and Crafts, Prairie School, Neoclassical), Colonial Revival, English Cottage and English Tudor architectural styles.

#### **B. Photographs**

Original and current photographs of the individual homes in the proposed Yalecrest-Douglas Park-I LHD are listed according to addresses in **APPENDIX C**. The original photographs were downloaded from the Salt Lake County Tax Assessor site. Current photographs (2017) of the houses in the proposed Yalecrest-Douglas Park-I LHD were collected by the applicant, Marguerite Henderson, of 1529 East Hubbard Ave.

#### **C. Research Materials**

The Reconnaissance Level Survey was completed by Salt Lake City in 2005 in preparation for the Yalecrest National Register of Historic Places designation, which was awarded in 2007. Much of the information in this document about the area's architecture, history, builders and building dates comes from that survey. Additional information is on file at the Utah State Historic Preservation Office, Family Search website, and newspapers(s). Research material(s) used to prepare this application are listed in **APPENDIX D**. See <http://utahhistory.sdlhost.com/#!/item/000000011019963/view/146>

**D. Landmark Sites** Not applicable

**E. Boundary Adjustment:**

The map for the proposed Yalecrest-Douglas Park-I LHD within the Yalecrest neighborhood on the East Bench is shown in **APPENDIX A**. A detailed map of the proposed Yalecrest-Douglas Park-I LHD with streets and houses are also shown.

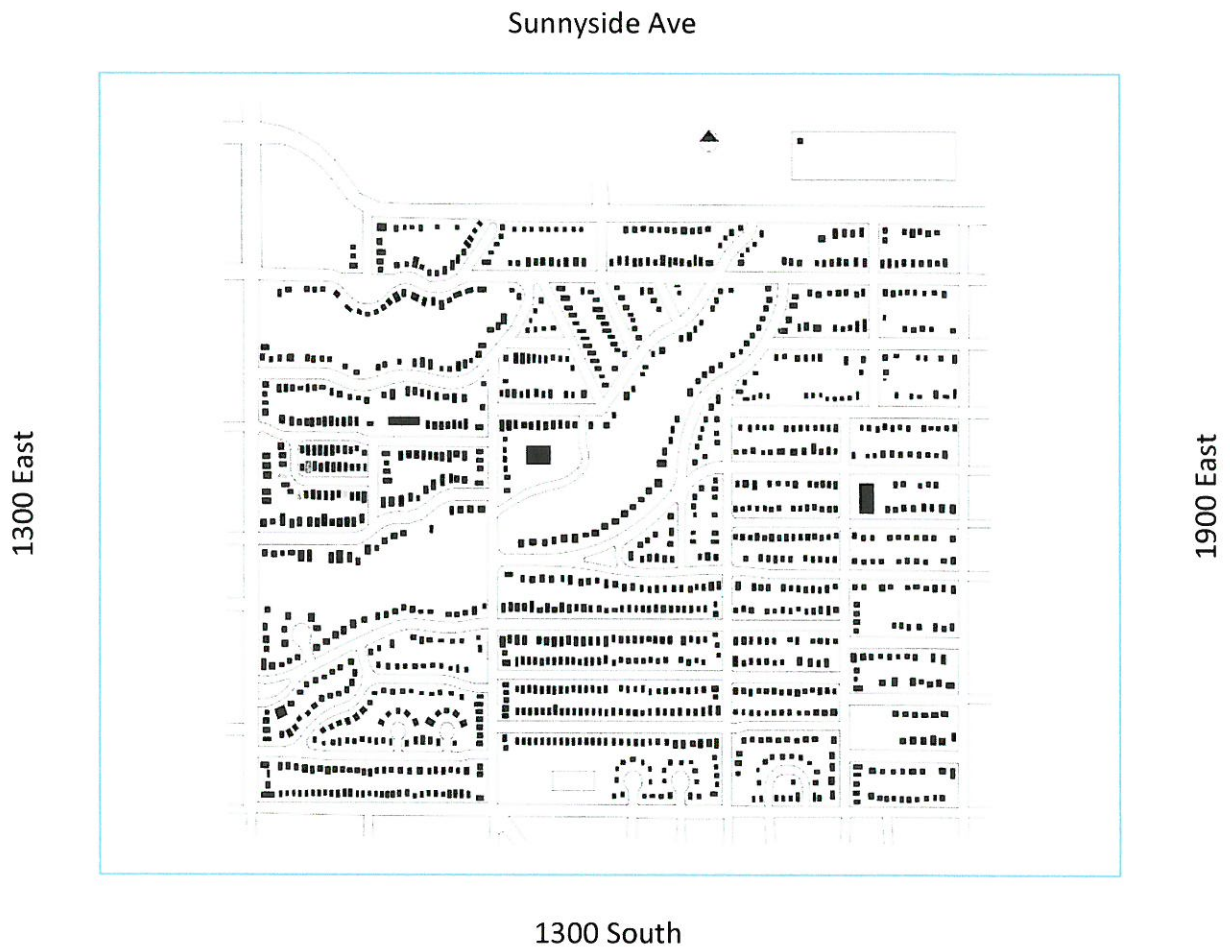
The proposed boundaries of the Yalecrest-Douglas Park-I LHD include 11 properties located on 1500 East block of Hubbard Ave, within the Yalecrest National Historic District.

The Salt Lake City Preservation Plan 2012<sup>4</sup> and the East Bench Master Plans (1987<sup>5</sup>, 2017<sup>6</sup>) strongly support preservation of Yalecrest in general.

**APPENDIX A**

**Maps**

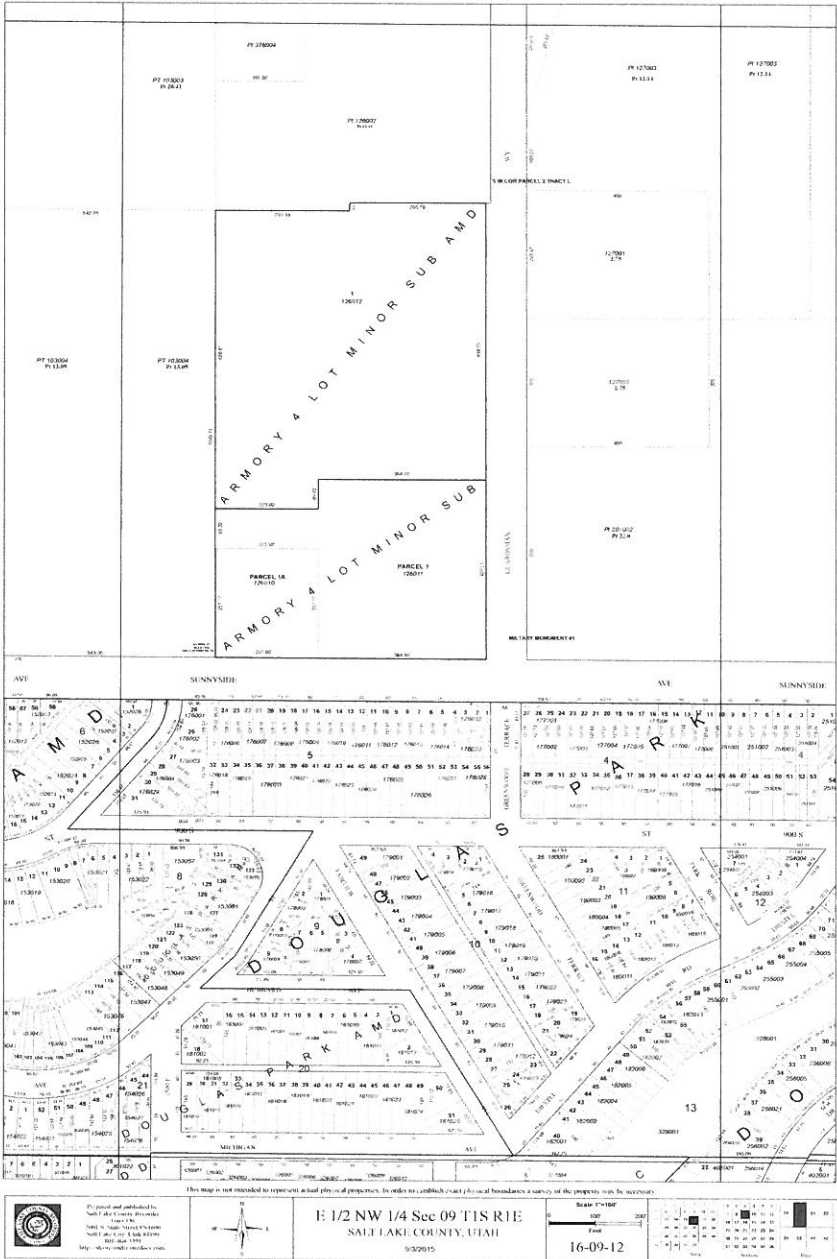
**1. Yalecrest Neighborhood boundary on the East Bench**



Filled structures boxes denote significant (A) or eligible (B) contributing structures  
Open structure boxes denote noncontributing structures (2005 RLS)

APPENDIX A (cont)  
Maps

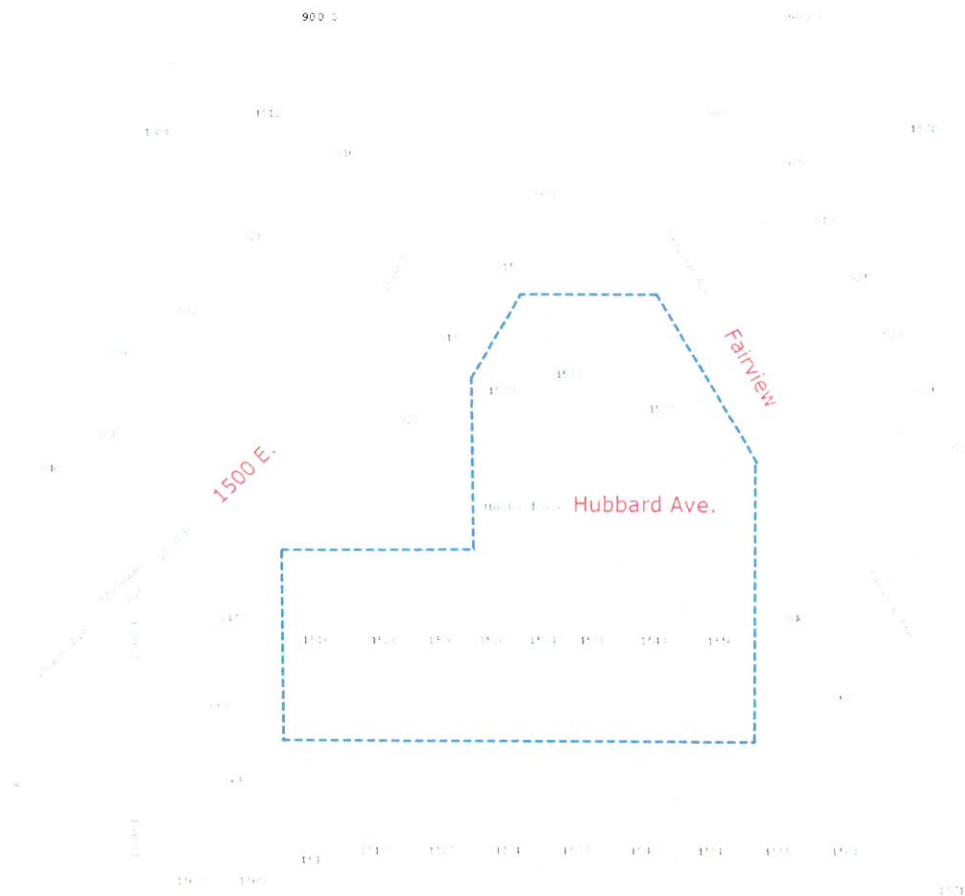
2. Original plat of Douglas Park/Douglas Park Amended  
Yalecrest-Douglas Park-I LHD  
1911, Pr. Plat C, Block 29 lots 2-3





APPENDIX A  
Maps

3. Expanded view of the proposed Yalecrest-Douglas Park-I LHD boundaries  
1500 East block of Hubbard Ave



**APPENDIX B**

**Contradictory documentation in RLS 2005 text**

<b>Address</b>	<b>RLS 2005 text</b>	<b>Correction</b>
1544 E Hubbard Ave	Asbestos siding	Cedar shake shingles

**APPENDIX C**

**Photographs of properties 1500 East block of Hubbard Ave (original vs 2017)**

**1516 East Hubbard Ave  
parcel # 16-09-181-004  
*Arts and Crafts/Prairie School Bungalow*  
contributing status 'A'**

**1916**

**2017**



**1520 East Hubbard Ave  
parcel # 16-09-181-005  
*Prairie/Arts and Crafts Bungalow with clinker brick*  
contributing status 'A'**

**1919**

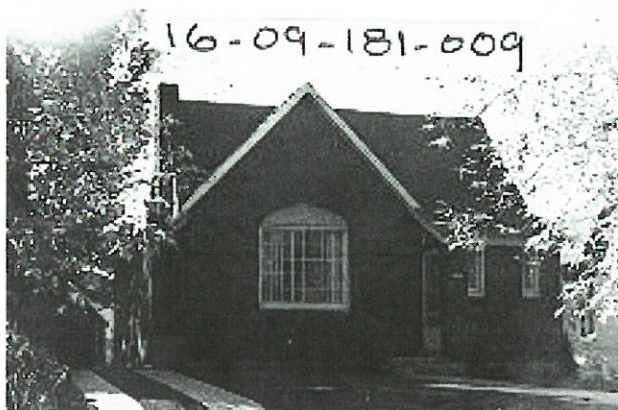
**2017**





1538 East Hubbard Ave  
parcel #16-09-181-009  
*English Cottage*  
contributing status 'A'

1929

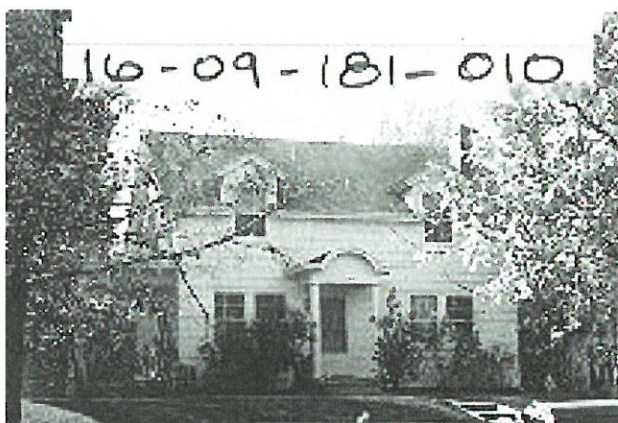


2017



1544 East Hubbard Ave  
parcel #16-09-181-010  
*Colonial Revival*  
Contributing status 'A'

1923



2017



**1550 East Hubbard Ave**  
**parcel # 16-09-181-011**  
***Bungalow***  
**Contributing status 'B'**

**1924**



**2017**





**APPENDIX D****Research Materials (References)**

1. Lufkin, Beatrice. *Yalecrest Reconnaissance Level Survey 2005*. Utah State Historic Preservation Office.
2. Bungalow architectural design characteristics,  
<http://utahhistory.sdlhost.com/#/item/000000011019963/view/146>
3. Yalecrest Compatible Infill Overlay. Sterling Codifier 21A.34.120. December 2005.  
[http://www.sterlingcodifiers.com/codebook/getBookData.php?id=&chapter\\_id=49078&keywords=#s928586](http://www.sterlingcodifiers.com/codebook/getBookData.php?id=&chapter_id=49078&keywords=#s928586)
4. Salt Lake City Community Preservation Plan. October 2012  
[www.slcdocs.com/Planning/MasterPlansMaps/presplan.pdf](http://www.slcdocs.com/Planning/MasterPlansMaps/presplan.pdf)
5. East Bench Master Plan (1987) [www.slcdocs.com/Planning/MasterPlansMaps/presplan.pdf](http://www.slcdocs.com/Planning/MasterPlansMaps/presplan.pdf)
6. East Bench Master Plan (2017) [www.slcdocs.com/Planning/MasterPlansMaps/presplan.pdf](http://www.slcdocs.com/Planning/MasterPlansMaps/presplan.pdf)
7. Martin Brixen obituary. Deseret News, <http://www.deseretnews.com/article/275072/DEATH--MARTIN-GERALD-BRIXEN.html?pg=all>
8. Ralph Thiriot obituary, 1544 Hubbard Ave  
<http://www.deseretnews.com/article/575295/Death--Ralph-Eugene-Thiriot-Sr.html?pg=all>,  
<https://findagrave.com/cgi-bin/fg.cgi?page=gr&GRid=144235622>
9. Rhea Thiriot obituary, 1544 Hubbard Ave, <https://findagrave.com/cgi-bin/fg.cgi?page=gr&GRid=144235590>
10. KEEPYalecrest 'Oldest Homes Walking Tour' October 24, 2015,  
<https://keepyalecrest.org/oldest-homes-walking-tour/>

1526 East Hubbard Ave  
parcel # 16-09-181-006  
*Neoclassical Bungalow*  
contributing status 'A'

1925

2017



1529 East Hubbard Ave  
parcel # 16-09-178-005  
*English Tudor*  
contributing status 'A'

1929

2017





1530 East Hubbard Ave  
parcel #16-09-181-007  
*Bungalow*  
contributing status 'B'

1930

2017



1533 East Hubbard Ave  
parcel # 16-09-178-006  
*Colonial Revival/Neoclassical*  
contributing status 'A'

1936

2017





1534 East Hubbard Ave  
parcel # 16-09-181-008  
*English Tudor*  
contributing status 'B'

1929



2017



1537 East Hubbard Ave  
parcel #16-09-178-007  
*English Cottage*  
contributing status 'A'

1929



2017



## ATTACHMENT C: EXCERPTS FROM 2005 YALECREST RLS





1865 E HERBERT  
A



1870 E HERBERT  
A



1875 E HERBERT  
B



1876 E HERBERT  
C



1883 E HERBERT  
B



1884 E HERBERT  
A

HUBBARD  
AVENUE



1516 E HUBBARD  
A



1520 E HUBBARD  
A



1526 E HUBBARD  
A



1529 E HUBBARD  
A



1530 E HUBBARD  
B





1533 E HUBBARD

A



1534 E HUBBARD

B



1537 E HUBBARD

A



1538 E HUBBARD

A



1544 E HUBBARD

A



1550 E HUBBARD

B



1732 E HUBBARD

A



1740 E HUBBARD

A



1750 E HUBBARD

B



1756 E HUBBARD

A



1759 E HUBBARD

B



1764 E HUBBARD

A

## ATTACHMENT D: PROPOSED CHANGES TO 2005 RLS

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On May 11, 2017, Cory Jenson, Senior Preservation Program Specialist with the Utah Division of State History, along with Preservation Planning Staff, reevaluated properties located within the proposed Yalecrest-Douglas Park-I Local Historic District. For reference, the following ratings are utilized: an A rating is Eligible/Architecturally Significant, B rating is Eligible, C rating is Ineligible/Altered, and D rating is Ineligible/Out of Period. Planning Division Staff recommends the following amendments to the Yalecrest Neighborhood Reconnaissance Level Survey 2005:

PROPERTY ADDRESS	2005 SURVEY	2015 AMENDMENT	CONTRIBUTING STATUS
Hubbard Avenue			
1533 E Hubbard	A	B	Window Replacement
1537 E Hubbard	A	B	Window, Soffit and Fascia Replacement
1544 E Hubbard	A	C	Non-contributing due to side addition

With these proposed amendments, should the City Council designate the proposed local historic district, Planning Staff will use these ratings to determine review standards for any exterior changes proposed on any given structure as per:

- Section 21A.34.020G - Standards For Certificate Of Appropriateness For Alteration Of A Landmark Site Or Contributing Structure Including New Construction Of An Accessory Structure; or
- 21A.34.020H - Standards For Certificate Of Appropriateness Involving New Construction Or Alteration Of A Noncontributing Structure



## INDIVIDUAL STRUCTURE ANALYSIS

1533 E Hubbard Avenue



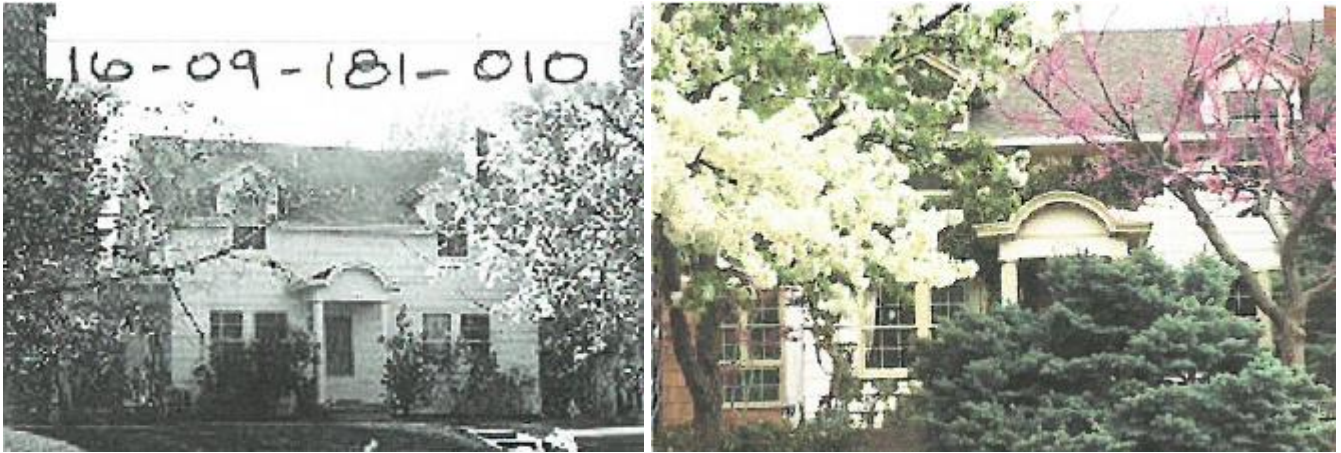
The Yalecrest 2005 Reconnaissance Level Survey rated this house as an “A”, eligible/architecturally significant structure. The subject home was built in 1936. Since 2005, the windows have been replaced. Because of the changes, Planning and SHPO Staff recommend that this home receive a “B” rating, an eligible status.

1537 E Hubbard Avenue



The Yalecrest 2005 Reconnaissance Level Survey rated this house as an “A”, eligible/architecturally significant structure. The subject home was built in 1926. Since 2005, the windows, soffit and fascia have been modified. Because of the changes, Planning and SHPO Staff recommend that this home receive a “B” rating, an eligible status.

1544 E Hubbard Avenue



The Yalecrest 2005 Reconnaissance Level Survey rated this house as an “A”, eligible/architecturally significant structure. The subject home was built in 1923. Since 2005, a large two-story addition was constructed to the east of the historic structure. Because of this significant modification, Planning and SHPO Staff recommend that this home receive a “C” rating, non-contributing status.

## ATTACHMENT E: YALECREST NR NOMINATION

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Click on the following link to access the Yalecrest National Register nomination:  
<http://www.slcdocs.com/Planning/Historic%20Districts/YNR.pdf>

## ATTACHMENT F: ANALYSIS OF STANDARDS

H Historic Preservation Overlay District – Standards for the Designation of a Landmark Site, Local Historic District, or Thematic Designation. (21A.34.020.C.10)

In considering an application for Local Historic District Designation each lot or parcel of property proposed as a landmark site, for inclusion in a local historic district, or for thematic designation shall be evaluated according to the following:

Standard	Finding	Rationale
<p>a. Significance in local, regional, state or national history, architecture, engineering or culture, associated with at least one of the following:</p> <p>(1) Events that have made significant contribution to the important patterns of history, or</p> <p>(2) Lives of persons significant in the history of the city, region, state, or nation, or</p> <p>(3) The distinctive characteristics of a type, period or method of construction; or the work of a notable architect or master craftsman, or</p> <p>(4) Information important in the understanding of the prehistory or history of Salt Lake City;</p>	Complies	<p>The 2007 Yalecrest nomination to the National Register of Historic Places states that the Yalecrest neighborhood is significant for its representation of events important to the pattern <b>of the City's development</b> history and for the distinctive architecture (see Attachment E – Yalecrest National Register Nomination 2007). These findings for the entire Yalecrest neighborhood hold true for the proposed Yalecrest-Douglas Park-I local historic district.</p> <p>Relating to architecture, the proposed district has a variety of distinct architectural styles. Due to the period of construction, which range from 1916-1936, the district represents a shift from the beginning of a modernist style, such as Arts and Crafts and Prairie, to references that embodied more traditional styles. The traditional styles became popular after WWI. The variety of period revival styles found on this particular block, represent this shift. Additionally, the proposed district is also representative of the eastward expansion of the City, as well as the growth and utilization of street car transportation along the east bench.</p> <p>Finding: The proposed Yalecrest-Douglas Park-I Local Historic District is historically significant based on its representation of the <b>City's eastward expansion and growth of Salt Lake City's east bench</b> (Standard a.1) and because of the intact nature of its distinctive architectural styles (Standard a.3). Therefore, this standard is met.</p>

<p>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.</p>	<p>Complies</p>	<p>The homes in Yalecrest – Douglas Park – I are relatively intact and maintain a high level of integrity. According to the 2005 Reconnaissance Level Survey, the method used to evaluate the properties was based on age and architectural integrity as follows:</p> <p>A – Eligible/significant: built within the historic period and retains integrity; excellent example of a style; unaltered or only minor alterations or additions; individually eligible for National Register architectural significance; also, buildings of known historical significance.</p> <p>B – Eligible: built within the historic period and retains integrity; good example of a style or type, but not as well-preserved or well-<b>executed as “A” buildings</b>, though overall integrity is retained eligible for National Register as part of a potential historic district primarily for historical, rather than architectural, reasons. The additions do not detract and may be reversible.</p> <p>C – Ineligible: built during the historic period but have had major alterations or additions; no longer retains integrity. The resource may still have local historical significance.</p> <p>D – Out-of-period: constructed outside the historic period.</p> <p>X – Demolished</p> <p>The Yalecrest Reconnaissance Level Survey (RLS) conducted in 2005 indicates that of the 11 structures in the proposed district, 11 are rated as contributing (100%). Because the original Yalecrest RLS was completed approximately twelve years ago, Planning Staff, along with Staff from the State Historic Preservation Office, walked the area and confirmed the status of the homes as noted in the RLS.</p> <p>In the time since the last RLS was conducted in 2005, physical changes have occurred to many of the homes. Staff is recommending changes to the contributing status of one structure based on field observations (see Attachment D). If the City Council adopts the proposed changes to the</p>
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<p>(continued from above)</p> <p>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.</p>	Complies	<p>RLS, of the 11 structures in the proposed district, 10 would be rated as contributing (90.9%), and 1 rated as non-contributing. Although Planning Staff is recommending that the City Council accept the proposed changes to the RLS, the physical integrity of the homes in the district remains very high even with the proposed changes.</p> <p>The physical integrity of the homes in the proposed Yalecrest – Douglas Park – I local historic district has been significantly maintained. The proposed Yalecrest – Douglas Park – I local historic district meets this standard.</p>
c. The proposed local historic district or thematic designation is listed, or is eligible to be listed on the national register of historic places.	Complies	<p>The proposed Yalecrest – Douglas Park – I local historic district is located within the Yalecrest National Register District, which was designated in 2007.</p> <p>The proposed Yalecrest – Douglas Park – I local historic district meets this standard.</p>
d. The proposed local historic district contains notable examples of elements of the <b>city's history, development</b> patterns or architecture not typically found in other local historic districts within Salt Lake City.	Complies	<p>The proposed Yalecrest – Douglas Park – I demonstrates the growth <b>along Salt Lake City's east bench</b>. Due to the period of construction, which ranges from 1916-1936, the district represents a shift from the beginning of a modernist style, such as Arts and Crafts and Prairie, to references that embodied more traditional styles. The traditional styles became popular after WWI. The variety of period revival styles found on this particular block, represent this shift. Additionally, the proposed district is also representative of the eastward expansion of the City, as well as the growth and utilization of the street car as the primary means of transportation along the east bench. This standard is met.</p>
e. The designation is generally consistent with adopted planning policies	Complies	<p>The City Council adopted the <i>Community Preservation Plan</i> in October 2012. The Plan is the key strategic document that will guide <b>Salt Lake City's preservation efforts</b> into the future. The purpose of the plan is to address the important goals of historic preservation and community character preservation to ensure the continued preservation of</p>

<p>(continued from above)</p> <p>e. The designation is generally consistent with adopted planning policies</p>	<p>Complies</p>	<p><b>the City's neighborhoods. The Plan</b> provides vision and established policies that will help preserve those areas of the City that are uniquely <b>historic and tell the story of the City's</b> historic past.</p> <p>Relevant Preservation Plan Policies</p> <p><i>Policy 3.1a:</i> Identify historic resources in the City through the use of surveys that are consistent with the adopted State Historic Preservation Office survey criteria.</p> <p><i>Policy 3.2a:</i> Local designation of historic resources should occur where the primary purpose is to protect the historic resources for the public interest and not where the primary purpose is something other than that such as to stabilize a neighborhood or preserve neighborhood character.</p> <p><i>Policy 3.2b:</i> The pursuance of new locally designated historic resources should focus on protecting the best examples of an <b>element of the City's history</b>, development patterns and architecture. Local historic districts should have logical boundaries based on subdivision plats, physical and / or cultural features and significant character defining features where possible.</p> <p><i>Policy 3.2c:</i> Protect exemplary groupings of historic properties as local historic districts.</p> <p><i>Policy 3.2d:</i> Local designation should only occur after the City has an understanding of the degree of property owner and public support for the proposed designation.</p> <p><i>Policy 3.2e:</i> Local designation of historic properties should only occur, after the City expends resources to inform property owners of the reasons for the proposed designation and what regulations will be included and the incentives offered for local designation.</p> <p><i>Policy 3.2h:</i> Prior to local designation, national designation should be pursued to ensure financial incentives are in place for those historic resources that are regulated locally.</p>
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<p>(continued from above)</p> <p>e. The designation is generally consistent with adopted planning policies</p>	<p>Complies</p>	<p><i>Policy 3.2i:</i> Professional reconnaissance level survey work should be completed prior to designating a local historic district because it identifies the number and type of historic resources in an area and provides the information needed when determining the appropriateness for change to a specific historic resource.</p> <p>Other adopted City policy documents addressing the role of historic preservation include:</p> <p><i>East Bench Master Plan (2017)</i> The proposed Yalecrest – Douglas Park – I local historic district is located within the area covered by the East Bench Community Master Plan. A stated challenge of the <b>East Bench Master Plan is to “Maintain Neighborhood Character” stating:</b></p> <p style="padding-left: 40px;">There is a strong desire among East Bench residents to preserve the defining features of their unique neighborhoods. The challenge comes in balancing private property rights and allowing the community to grow, while preserving the things that make the neighborhood special.</p> <p>The plan identifies additional City Policy Documents that identify mutual goals of neighborhood preservation and sustainability. The plan identifies the Yalecrest Neighborhood as:</p> <p style="padding-left: 40px;">The Yalecrest neighborhood contains some of the oldest residential development in the East Bench Community and exhibits a variety of period revival architectural styles dating back to the first few decades of the 20<sup>th</sup> Century. The entirety of the neighborhood is designated as the Yalecrest National Historic District in addition to local historic districts within the neighborhood. Streets in this neighborhood are generally lined with large mature street trees and the homes have similar setbacks and scale.</p>
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<p>(continued from above)</p> <p>e. The designation is generally consistent with adopted planning policies; and</p>	<p>Complies</p>	<p><b>Noted within the “Neighborhood Preservation and Conservation Efforts” section,</b></p> <p>Communities within the East Bench are encouraged to continue the dialogue regarding community preservation. If the values of people in certain areas coincide, new overlay zones can emerge. Several tools and ordinances now exist that may assist communities in fulfilling their desires to create such zones.</p> <p><i>Urban Design Element (1990)</i> The Urban Design Element includes statements that emphasize <b>preserving the City’s image,</b> neighborhood character and maintaining livability while being sensitive to social and economic realities. The Plan includes the following concepts:</p> <ul style="list-style-type: none"> <li>• Allow individual districts to develop in response to their unique characteristics within the overall urban design scheme for the City.</li> <li>• Ensure that land uses make a positive contribution to neighborhood improvements and stability.</li> <li>• Ensure that building restoration and new construction enhance district character.</li> <li>• Require private development efforts to be compatible with urban design policies of the city. Regardless of whether city financial assistance is provided.</li> <li>• Treat building height, scale and character as significant <b>features of a district’s</b> image.</li> <li>• Ensure that features of building design such as color, detail, materials and scale are responsive to district character, neighboring buildings and the pedestrian.</li> </ul>
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		<p><i>Salt Lake City Community Housing Plan (2000)</i> Provide historic preservation education to developers and property owners, including information on technical and financial assistance and incentives.</p> <p><i>Plan Salt Lake 2015</i> Guiding Principal: Maintaining places that provide a foundation for the City to affirm our past.</p> <p>The following initiatives were identified within this particular section:</p> <ol style="list-style-type: none"> <li>1. Preserve and enhance neighborhood and district character.</li> <li>2. Encourage the incorporation of historic elements into buildings, landscapes, public spaces, streetscapes, neighborhoods, and districts where appropriate.</li> <li>3. Retain areas and structures of historic and architectural value.</li> <li>4. Integrate preservation into City regulations, policy, and decision making.</li> <li>5. Balance preservation with flexibility for change and growth.</li> <li>6. Improve education and outreach about the value of historic preservation.</li> </ol> <p>The designation of Yalecrest – Douglas Park – I proposed historic district is generally consistent with purposes, goals, objectives, and policies of the City adopted planning documents. The proposed designation of Yalecrest – Douglas Park – I as a local historic district is consistent with the Community Preservation Plan policy directives regarding designation of new local historic districts as well as the East Bench Master Plan and other adopted policies. This standard is met.</p>
f. The designation would be in the overall public interest	Complies	<p>The designation of Yalecrest – Douglas Park – I as a local historic district would generally be in the public interest. Evidence of the public interest in historic preservation has been documented as early as 1993, with the adoption of <b>the City's Vision and Strategic Plan</b></p>



<p>(continued from above)</p> <p>f. The designation would be in the overall public interest</p>	<p>Complies</p>	<p>and as recently as the City Council's adoption of the Community Preservation Plan in 2012 and the other policy documents noted above.</p> <p>Through the City Historic Preservation program, the City intends to protect the best examples of historic resources which represent significant <b>elements of the City's</b> history, development patterns and architecture. These policy documents indicate the importance of protecting our cultural heritage as expressed in stories of the people who developed and lived in the community, the development patterns, and the quality of architecture and craftsmanship. The public interest in preservation within this area was further expressed with the designation of the Yalecrest National Register District in 2007. A benefit of that recognition is the historic preservation tax credit program which provides a financial incentive for property owners to repair and maintain their historic homes.</p> <p>Designation of Yalecrest – Douglas Park – I as a local historic district is being requested by property owners who live in the subdivision to recognize the quality of the historic homes on this block and to ensure that the architectural character of this area will survive into the future. Yalecrest is a very desirable neighborhood that has experienced a significant amount of reinvestment in the last decade. Concern has been expressed that some of the reinvestment in this neighborhood has resulted in examples of additions, and new construction of homes that are not compatible or consistent with the historic development pattern and the loss of historic fabric through demolition of historic structures. Furthermore, there is concern that the Yalecrest Compatible Infill (YCI) Overlay does not adequately provide standards to ensure design compatibility. The Community Preservation Plan, Appendix A: Historic Districts and Sites Field Analysis, recommends that the City consider stronger protections to control demolitions in Yalecrest. Local historic district</p>
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		<p>designation is currently the only process that provides this control.</p> <p>Based on the interest expressed by 54.5% of the property owners (representing a majority of interest in a lot) in Yalecrest – Douglas Park – I that supported the initiation of this historic district designation application and the adopted City policies noted above, designation of Yalecrest – Douglas Park – I as a local historic district appears to be in the best interest of the City. The property owner support ballot process that will occur following the public hearings with the Historic Landmark Commission and the Planning Commission will help provide the City Council with a final expression of interest prior to taking action on the designation. This standard is met.</p>
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Boundaries Of A Proposed Local Historic District: When applying the evaluation criteria in subsection C10 of this section (analyzed in the chart above), the boundaries shall be drawn to ensure the local historic district: (21A.34.020.C.13)

Standard	Finding	Rationale
a. Contains a significant density of documented sites, buildings, structures or features rated as contributing structures in a recent historic survey;	Complies	<p><b>Based on the staff's recommended contributing</b> status ratings discussed above, 10 of the 11 homes (approximately 90.9%) in the proposed Yalecrest – Douglas Park – I local historic district are rated as being contributing buildings.</p> <p>The proposed Yalecrest – Douglas Park – I local historic district contains a significant density of documented buildings that are rated as contributing buildings. This standard is met.</p>
b. Coincides with documented historic boundaries such as early roadways, canals, subdivision plats or property lines;	Complies	<p><b>The proposed local historic district's boundaries are</b> contained within two original subdivisions; the Douglas Park and Douglas Park Amended, which were both recorded in 1911. The boundaries are also expressed by the historic streetcar line. This standard is met.</p>
c. Coincides with logical physical or manmade features and reflect recognized neighborhood boundaries; and	Complies	<p>The proposed Yalecrest – Douglas Park – I local historic district consists of properties found between 1500 east to Fairview Avenue including both the northern and southern portion of Hubbard Avenue. As stated in (b.) above, the proposed Yalecrest-Douglas Park – I local historic district includes properties that are within two original subdivisions; the Douglas Park and Douglas Park Amended recorded in 1911. This is a recognizable manmade boundary and therefore, this standard is met.</p>

d. Contains nonhistoric resources or vacant land only where necessary to create appropriate boundaries to meet the criteria of subsection C10 of this section.	Complies	The proposed Yalecrest – Douglas Park – I local historic district includes one (1) non-contributing building. The non-contributing structure is within the boundaries and not on the edge. There are no additional vacant or non-contributing structures within this proposed district. This standard is met.
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## ATTACHMENT G: OTHER CONSIDERATIONS

The following factors may be considered by the historic landmark commission and the city council to help determine whether the proposed designation of a landmark site, local historic district or thematic designation meets the standards of approval (21A.34.020.C.11):

Considerations	Analysis
a. Sites should be of such an age which would allow insight into whether a property is sufficiently important in the overall history of the community. Typically this is at least fifty (50) years but could be less if the property has exceptional importance.	Douglas Park area is at least fifty years old. All of the buildings within the Yalecrest-Douglas Park-I are fifty years old. All were built between the years 1916-1936.
b. Whether the proposed local historic district contains <b>examples of elements of the city's history, development patterns and/or architecture</b> that may not already be protected by other local historic districts within the city.	As stated above, Yalecrest – Douglas Park – I is largely Pre and Post WWI period revival development which helps to tell a story of the pattern of development during that time period. Also, the individuals who developed, designed, and built these buildings contribute to the cultural, business, education, and architectural aspects of the City and State.
c. Whether designation of the proposed local historic district would add important knowledge that advances the <b>understanding of the city's history, development patterns and/or architecture</b> .	The development of this area represents a shift from the beginning of a modernist style, such as Arts and Crafts and Prairie, to references that embodied more traditional styles. The traditional styles became popular after WWI. The variety of period revival styles found on this particular block, represent this shift. Additionally, the proposed district is also representative of the eastward expansion of the City, as well as the growth and utilization of street car transportation along the east bench community which advances the <b>understanding of the City's history, development patterns and architecture</b> .
d. Whether approximately seventy five percent (75%) of the structures within the proposed boundaries are rated as contributing structures by the most recent applicable historic survey.	Should the City Council accept the proposed changes to the Yalecrest 2005 Reconnaissance Level Survey, 10 of the 11 principal buildings in the proposed local historic district boundaries are considered to be contributing buildings. In short, approximately 90.9% of the principal buildings are contributing.

Based on the analysis above, staff is of the opinion that the proposed Yalecrest – Douglas Park – I local historic district meets all of the factors for consideration.

### ZONING ORDINANCE REVIEW

The proposed Yalecrest – Douglas Park – I local historic district is zoned R-1/5,000 which is a low density single family residential zoning district. The area is also regulated by the Yalecrest Compatible Residential Infill Overlay District which was adopted in 2007.

The purpose of the R-1/5000 single-family residential district is to provide for conventional single-family residential neighborhoods on lots not less than five thousand (5,000) square feet in size. This district is appropriate



in areas of the city as identified in the applicable community master plan. Uses are intended to be compatible with the existing scale and intensity of the neighborhood. The standards for the district are intended to provide for safe and comfortable places to live and play, promote sustainable and compatible development patterns and to preserve the existing character of the neighborhood.

The purpose of the Yalecrest compatible infill (YCI) overlay district is to establish standards for new construction, additions and alterations of principal and accessory residential structures within the Yalecrest community. The goal is to encourage compatibility between new construction, additions or alterations and the existing character and scale of the surrounding neighborhood. The YCI overlay district promotes a desirable residential neighborhood by maintaining aesthetically pleasing environments, safety, privacy, and neighborhood character. The standards allow for flexibility of design while providing compatibility with existing development patterns within the Yalecrest community. There are no design standards associated with this particular overlay district.

The YCI overlay provides some additional universal standards relating to the maximum height of a primary structure and a garage. The designation of a local historic district, as an H Historic Preservation Overlay, would introduce a more detailed level of design review. In that event the stricter level of design review for the local historic district would prevail.

### Zoning Map



## ATTACHMENT H: PUBLIC PROCESS AND COMMENTS

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### Public Notice, Meetings and Comments

The following is a list of public meetings that have been held, and other public input opportunities, related to the proposed project.

#### Property Owner Meeting

On September 13, 2017, the Planning Division met with owners of property located within the proposed Yalecrest-Douglas Park – I Local Historic District. The purpose of the meeting was to inform property owners about the designation process and to discuss how local historic district designation would impact the property owners if the application is approved. The meeting included discussions regarding the process for obtaining a Certificate of Appropriateness, historic preservation standards, and design guidelines and processes. Approximately three individuals attended this meeting.

#### Local Historic District Neighborhood Open House

On September 21, 2017, an open house meeting was held on the fourth floor of the City and County Building. All property owners and residents with 300 feet of the proposed local historic district, as well as those individuals on the Planning Division e-mail list serve were notified of the open house. Approximately three individuals attended the open house. No public comments were received at the Open House.

Notice of the public hearing for the proposal include:

- Notice mailed on September 21, 2017
- Agenda posted on the Planning Division and Utah Public Meeting Notice websites on September 21, 2017

Correspondence: Staff received questions and comments via email and phone about this proposal throughout this process. Many of the calls and emails received were questions regarding the proposed boundaries, the process, and general questions about what it means to live in a historic district and meeting information.

#### Comments

Staff has received one (1) email with concerns of designating Yalecrest-Douglas Park – I as a Local Historic District.

Any comments received after the publication of this staff report will be forwarded to the Historic Landmark Commission.

(See the public comment below)

## Lindquist, Kelsey

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**From:** Francis D Dolce [REDACTED]  
**Sent:** Tuesday, September 12, 2017 11:02 AM  
**To:** Lindquist, Kelsey  
**Subject:** Proposed Local Historic District - Yalecrest Douglas Park

Good morning,

I'm curious about these regular proposals for Local Historic Districts. Who makes the proposal, what is the criteria for a LHD, how is the proposal approved or denied, and is there some way to eliminate future proposals?

Thank you,

Frank Dolce

## ATTACHMENT I: MOTIONS

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MOTION (consistent with Staff Recommendation):

*Motion 1* - Based on the findings listed in the staff report, testimony and information presented, I move to forward a positive recommendation to the City Council to designate a new local historic district for the Yalecrest – Douglas Park – I as proposed.

*Motion 2* – Based upon the information presented, I move to forward a positive recommendation to the City Council to adopt the changes to the building ratings from the 2005 Reconnaissance Level Survey as attached in Attachment E.

Not Consistent with Staff Recommendation:

Based on the testimony and information presented and the following findings, I move that the Historic Landmark Commission forward a negative recommendation to the City Council regarding the request to designate a new local historic district for the Yalecrest – Douglas Park – I. The Commission makes this recommendation based on the following findings:

10. Standards For The Designation Of A Landmark Site, Local Historic District Or Thematic Designation: Each lot or parcel of property proposed as a landmark site, for inclusion in a local historic district, or for thematic designation 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 important 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;
  - c. The proposed local historic district or thematic designation is listed, or is eligible to be listed on the National Register of Historic Places;
  - d. **The proposed local historic district contains notable examples of elements of the city's history,** development patterns or architecture not typically found in other local historic districts within Salt Lake City;
  - e. The designation is generally consistent with adopted planning policies; and
  - f. The designation would be in the overall public interest.
11. Factors To Consider: The following factors may be considered by the Historic Landmark Commission and the City Council to help determine whether the proposed designation of a landmark site, local historic district or thematic designation meets the criteria listed above:
  - a. Sites should be of such an age which would allow insight into whether a property is sufficiently important in the overall history of the community. Typically this is at least 50 years but could be less if the property has exceptional importance.
  - b. **Whether the proposed local historic district contains examples of elements of the city's history,** development patterns and/or architecture that may not already be protected by other local historic districts within the city.
  - c. Whether designation of the proposed local historic district would add important knowledge that **advances the understanding of the city's history,** development patterns and/or architecture.
  - d. Whether approximately 75% of the structures within the proposed boundaries are rated as contributing structures by the most recent applicable historic survey.
13. Boundaries Of A Proposed Local Historic District: When applying the evaluation criteria in subsection C.10 of this section, the boundaries shall be drawn to ensure the local historic district:
  - a. Contains a significant density of documented sites, buildings, structures or features rated as

- contributing structures in a recent historic survey;
- b. Coincides with documented historic boundaries such as early roadways, canals, subdivision plats or property lines;
  - c. Coincides with logical physical or manmade features and reflect recognized neighborhood boundaries; and
  - d. Contains non-historic resources or vacant land only where necessary to create appropriate boundaries to meet the criteria of subsection C.10 of this section.