



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

ZONING MAP AMENDMENT

PROPERTY ADDRESS: The proposed Yalecrest – Douglas Park – I local historic district, includes 11 parcels and is located within the Yalecrest neighborhood, generally between 1500 East to Fairview Avenue including both the northern and southern portion of Hubbard Avenue.

MASTER PLAN: Neighborhood (East Bench Master Plan)

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

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 which includes both the north and south sides of Hubbard Avenue. This includes building survey status updates to the Yalecrest survey.

The request is before the Planning Commission because the local historic district designation process requires the approval of a Zoning Map Amendment to apply the H Historic Preservation Overlay district. For this type of application the Planning Commission is required to hold a public hearing and forward a recommendation to the City Council.

RECOMMENDATION: Based on the findings in this staff report, it is Planning Staff's opinion that the proposal generally meets the applicable standards for a Zoning Map Amendment and therefore recommends that the Planning Commission transmit a favorable recommendation to the City Council to approve the request. Planning Staff also recommends that the Planning Commission forward a positive recommendation to City Council for the changes to the 2005 Yalecrest Reconnaissance Level Survey as proposed.

ATTACHMENTS:

- A. Application
- B. Vicinity Map
- C. Parcel ID Numbers
- D. Existing Conditions
- E. Excerpts from 2005 RLS
- F. Proposed Rating Changes to the 2005 RLS
- G. Analysis of Standards
- 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 five local historic districts established within this National Register district.

On April 21, 2017 Marguerite Henderson, a property owner, submitted an application to designate a new local historic district within the Yalecrest neighborhood. The application was submitted with approximately 54% support from the property owners within the proposed district, which exceeds the required 33% in order to start the planning process. A report regarding the proposed district was presented to the City Council on August 8, 2017, at which time Council instructed Planning Staff to proceed with processing the request.

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 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.

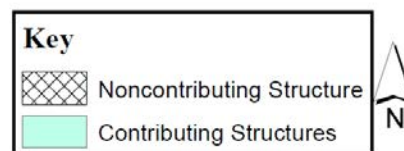
Planning Staff, along with State Historic Preservation Office (SHPO) Staff, re-evaluated the rating of all the homes in the proposed district. Since the last RLS was conducted in 2005, physical changes have occurred to many of the homes in the proposed district. The attached table (Attachment D) is a 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).

The following map reflects the contributing and non-contributing status of the homes in the proposed district according to the Historic Landmark Commission recommendation.



Yalecrest-Hubbard Avenue

Contributing Structures



KEY ISSUES:

The key issues listed below have been identified through the analysis of project, neighbor and community input and department review comments.

Issue 1: Petition Initiation – *Resolved*

The petition was initiated by Marguerite Henderson a property owner within the proposed district. The local historic designation process 21A.34.020.C requires that the property owner petition initiation must demonstrate that there is a minimum of 33% support for the proposed district. The applicant obtained approximately 54% support to initiate the petition, which exceeds the minimum required by ordinance.

Issue 2: Petition Opposition – *Resolved*

To date, there has been relatively little public comments in support or in opposition of the proposed district. All public comments and detailed information on communication with property owners and residents are included in Attachment F – Public Process and Comments.

Issue 3: Policy Support – *Resolved*

The City Council has adopted several policy documents that generally support historic preservation. The *Community Preservation Plan* (October 2012), is a key strategic document that guides Salt Lake City's preservation efforts 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 the City's** neighborhoods. The plan provides vision and established policies that will help preserve those areas of the City **that are uniquely historic and tell the story of the City's historic past.**

The *East Bench Master Plan* (2017) addresses the role of historic preservation within the Yalecrest Neighborhood. Additionally, the *Urban Design Element* (1990) and *Plan Salt Lake* (2015) also address the importance of preservation within Salt Lake City.

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.

Issue 4: Protection of Historic Resources – *Resolved*

The homes located within the proposed Yalecrest – Douglas Park – I have retained a high degree of physical integrity. Some property owners have voiced concerns that the current zoning and the Yalecrest Compatible Infill Overlay (YCI) do not offer enough protection for the existing structures.

In 2005, Salt Lake City created the Yalecrest Compatible Infill Overlay (YCI) district 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 standards allow for flexibility of design while providing compatibility with existing development patterns within the Yalecrest Community. Some property owners are concerned that the YCI does not include design standards which address appropriate exterior alterations in the context of maintaining the historic integrity or structures in the area, and that the mass and scale of the homes that can be built within the requirements of the existing zoning is not compatible with the existing character of the homes in the area.

The H Historic Preservation Overlay district that would be applied to Yalecrest – Douglas Park – I local historic district, if approved would add additional protection and regulation that would require design review for exterior alterations and imposes stringent regulations on demolition of contributing buildings.

Issue 5: Proposed Rating Changes to the 2005 RLS - *Resolved*

Due to changes in State Code, both the Historic Landmark Commission and the Planning Commission are required to forward recommendations regarding the building survey ratings to City Council. This new process **ensures that the regulation of H Historic Preservation Overlay is properly associated with “contributing”** structures. In regards to the homes in the proposed Yalecrest – Douglas Park – I local historic district, the Yalecrest Reconnaissance Level Survey (RLS) conducted in 2005 indicates that of the 11 structures, 11 are rated as contributing. 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 F) is a summary of rating changes proposed and further property analysis is given. Note that one (1) property would be changed from **“contributing” to “noncontributing”**. **If the City Council adopted the proposed changes to the Reconnaissance Level Survey, of the 11 structures in the proposed district, 10 would be rated as contributing (90.9%).**

NEXT STEPS:

After the 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 30 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 ballots are supportive, and represent more than fifty percent (50%) of the parcels and units within the proposed district, the City Council may then designate the district by a simple majority vote. If the number of property owner opinion ballots received in support does not reach this threshold, the city council may only designate a local historic district by a super majority vote.

ATTACHMENT A: APPLICATION



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>
----------------------------------	------------------------------------	---------------------------------------

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

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

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>
--------------------------------------------	-------------------------------

SUBMITTAL REQUIREMENTS

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.

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

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

4. For Landmark Site

Intake Review



a. Complete designation form

5. For Boundary Adjustment

Intake Review



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

AVAILABLE CONSULTATION

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.



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 Paterson	[Redacted Signature]	4-27-17
Address	Printed name	Signature	Date

Address	Printed name	Signature	Date
---------	--------------	-----------	------

Address	Printed name	Signature	Date
---------	--------------	-----------	------

Address	Printed name	Signature	Date
---------	--------------	-----------	------

Address	Printed name	Signature	Date
---------	--------------	-----------	------

Address	Printed name	Signature	Date
---------	--------------	-----------	------

Address	Printed name	Signature	Date
---------	--------------	-----------	------

Address	Printed name	Signature	Date
---------	--------------	-----------	------

Address	Printed name	Signature	Date
---------	--------------	-----------	------

Address	Printed name	Signature	Date
---------	--------------	-----------	------

Address	Printed name	Signature	Date
---------	--------------	-----------	------



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]	Marguerite Henderson	[Redacted]	4/19/17
	[Redacted]	[Redacted]	[Redacted]
	Billie J. Jones	[Redacted]	[Redacted]
	[Redacted]	[Redacted]	[Redacted]
	Cathy Philpot	[Redacted]	4/19/17
[Redacted]	[Redacted]	[Redacted]	[Redacted]
[Redacted]	James Marx	[Redacted]	4/19/17
[Redacted]	[Redacted]	[Redacted]	[Redacted]
[Redacted]	Cardene Marx	[Redacted]	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: Marquerite 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.

TABLE OF CONTENTS

	Page
A. Project Description	
1. Written Description of the Proposed LHD.....	3
Significance of area in local, regional, state or national history	
Physical Integrity of houses in the area	
Developers, Builders, Architects	
Significant persons in the area	
Commercial Buildings	
Distinctive characteristics of the type/period/method of construction	
Importance to Salt Lake City history	
2. Physical Integrity.....	11
Location, Design, Setting, Materials, Workmanship,	
Feeling and Association	
3. Eligibility Listing on the National Register of Historic Places	12
4. Notable examples of elements in Salt Lake City’s History	12
5. Consistent Designation Of Proposed LHD Designation with City	
Planning Policies	13
6. Public Interest in Proposed LHD Designation	13
B. Photographs	14
C. Research Materials	14
D. Landmark Sites.....	15
E. Boundary Adjustment.....	15

APPENDICES

A. Maps

1. Yalecrest Neighborhood boundary on the East Bench.....	16
2. Original Plat of Douglas Park and Douglas Park Amended	17
3. Expanded view of the proposed Yalecrest-Douglas Park-I LHD boundaries	18
2. Contrary Documentation in 2005 RLS text.....	19
3. Photographs of houses Yalecrest-Douglas Park-I LHD (original vs. 2017)	20
4. Research Materials (References)	26

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.¹ 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 Survey¹

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".¹

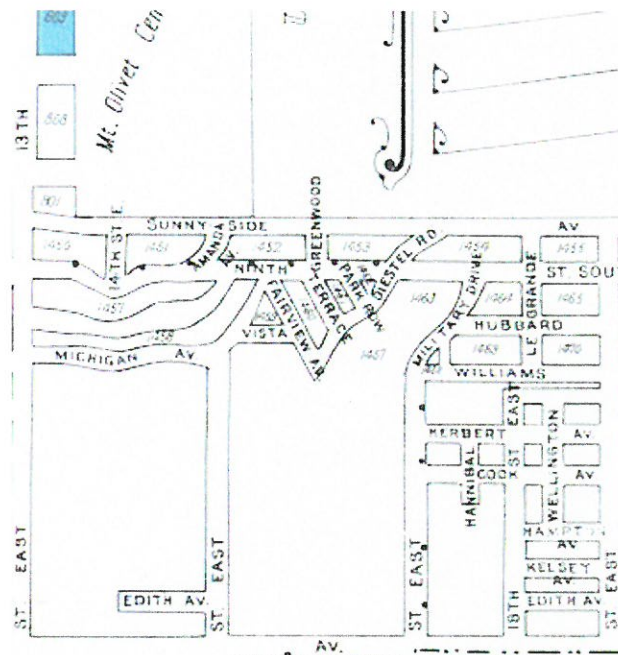
Property within the area was distributed by the LDS church authorities, by lot, for use in raising crops and farming.¹ Dividing the plots for land speculation was discouraged: 1875 maps of Salt Lake City show no development in the southeast section of the city beyond 1000 East or 900 South. The earliest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

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 ordinance³ 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 2005¹, 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.¹ 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

2005¹ for additional intensive level research.

Developers, Builders, Architects¹

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.¹⁰

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.¹⁰

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.¹⁰

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, it's 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."*¹⁰



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 1952.⁵ 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...⁷

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 8th 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

Trailer Distributor (1942). Newspaper ads (1938) for trucks and sedans from the Ken Garff automotive dealership located at 444 South State Street are shown below

The New STUDEBAKER CAB-FORWARD TRUCKS



American has never needed this extraordinary truck. None of its kind in the low priced field, completely engineered throughout, for better load distribution, better handling, less wear and lower maintenance—this new Studebaker Cab-Forward is waiting everywhere.

It can cover overall length by as much as 42 inches—makes possible greater load capacity and within the legal requirements. Turns in widely sharper radius. It uses less horsepower and less fuel per gallon. It gets that extra mile and a bit of every place where ordinary trucks can't go at all.

City Police, delivery, transport, mail and construction work, railroad and farm service—anywhere that short turns in cramped quarters are necessary, since the Cab-Forward will save time, fuel and money as well as damage to the truck itself and to other property.

Studebaker of the Studebaker tradition, 200,000,000 production, for 30 years is under 1938's design in full finishing, top quality, best workmanship and value. Studebaker City delivery, 100,000,000 production, not only saves from other trucks, but also delivers to customer over.

Announcing the Appointment of
KEN GARFF
444 South State Street
as Distributor of
STUDEBAKER TRUCKS
TRUCK DEALERS

WONDERFUL, MODERN, NEW CO. ST. LOUIS, MO.
BETH MOORE COMPANY, ST. LOUIS, MO.
CHAS. MENZIES AUTO. SUPPLY, BIRMINGHAM, ALA.
FORD AUTO. ST. LOUIS, MO.

ST. LOUIS, MO. ST. LOUIS, MO.
ST. LOUIS, MO. ST. LOUIS, MO.
ST. LOUIS, MO. ST. LOUIS, MO.
ST. LOUIS, MO. ST. LOUIS, MO.

HIGH PRICES MUST GO!!
We've reduced prices to stimulate
Buying Now! All Models Reduced.
Savings up to \$92.00 For You!



LOOKS LIKE A RICH MAN'S LUXURY—but at these lower prices, Graham costs less to buy, less to own, than other cars and money as this and money!

For the personal new Graham... it's money saved. Mad money saved... from any angle of the Year's "Hot Buy".

GRAHAM
KEN GARFF

444 SOUTH STATE STREET
ST. LOUIS, MO.

1544 East Hubbard Ave: Home to Ralph Eugene Thiriot Sr and Rhea Thiriot lived at this address for over 60 years beginning in 1935/36. Ralph was born in 1899 and lived to be 98, dying in his home on July 26, 1997.⁸ Ralph worked for the Strevell-Paterson Hardware Company for 50 years. He started working at Strevell-Paterson at age 14 yrs, which required his mother to purchase his first pair of long pants. Hardware companies, including both retail and wholesale companies, were a very competitive market in Salt Lake City. The Strevell-Paterson Company had an older building on West Temple and a newer one on 600 West. Unlike the home Ralph lived in, the building he worked in is no longer standing today.

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.⁹

Commercial Buildings

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 LHD¹

Date	TOTAL
1916-1920	2
1921-1925	4
1926-1930	4
1931-1936	1
TOTAL	11

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 Structures¹

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%)
TOTAL	11	(100.1%)

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 LHD¹

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

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.¹

Exterior Construction Materials of Residential Structures in Yalecrest-Douglas Park-I LHD^a

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 ^a	1	9.1
Clapboard siding	1	9.1
TOTAL	11	100%

^a1544 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)¹ 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^{a,c}**

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

^aaccording to the 2005 RLS, there are 11 single family residential structures and no Commercial properties. ^bA= eligible significant, B= eligible/contributing, C=ineligible/noncontributing, D=out of period, X=demolished. ^cYalecrest-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.¹

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)³ 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, 2012.⁴ 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.^{4,5,6}

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

Street	# property Parcels	# Application Signatures	% Support
1500 block Hubbard Ave	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)³ 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.

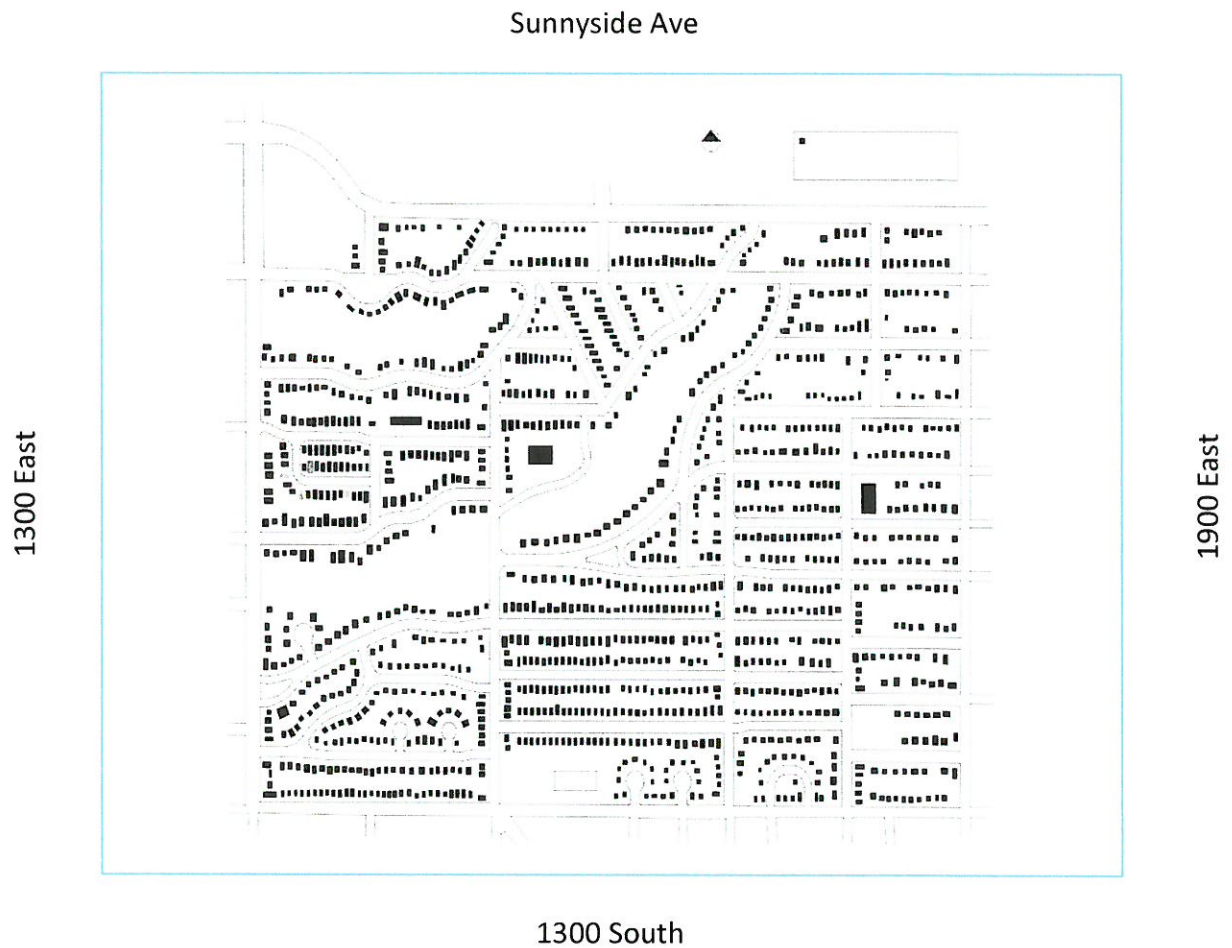
The proposed boundaries of the Yalecrest-Douglas Park-I LHD include 11 properties located on 1500 East block of Hubbard Ave, within the Yalecrest National Historic District.

The Salt Lake City Preservation Plan 2012⁴ and the East Bench Master Plans (1987⁵, 2017⁶) strongly support preservation of Yalecrest in general.

APPENDIX A

Maps

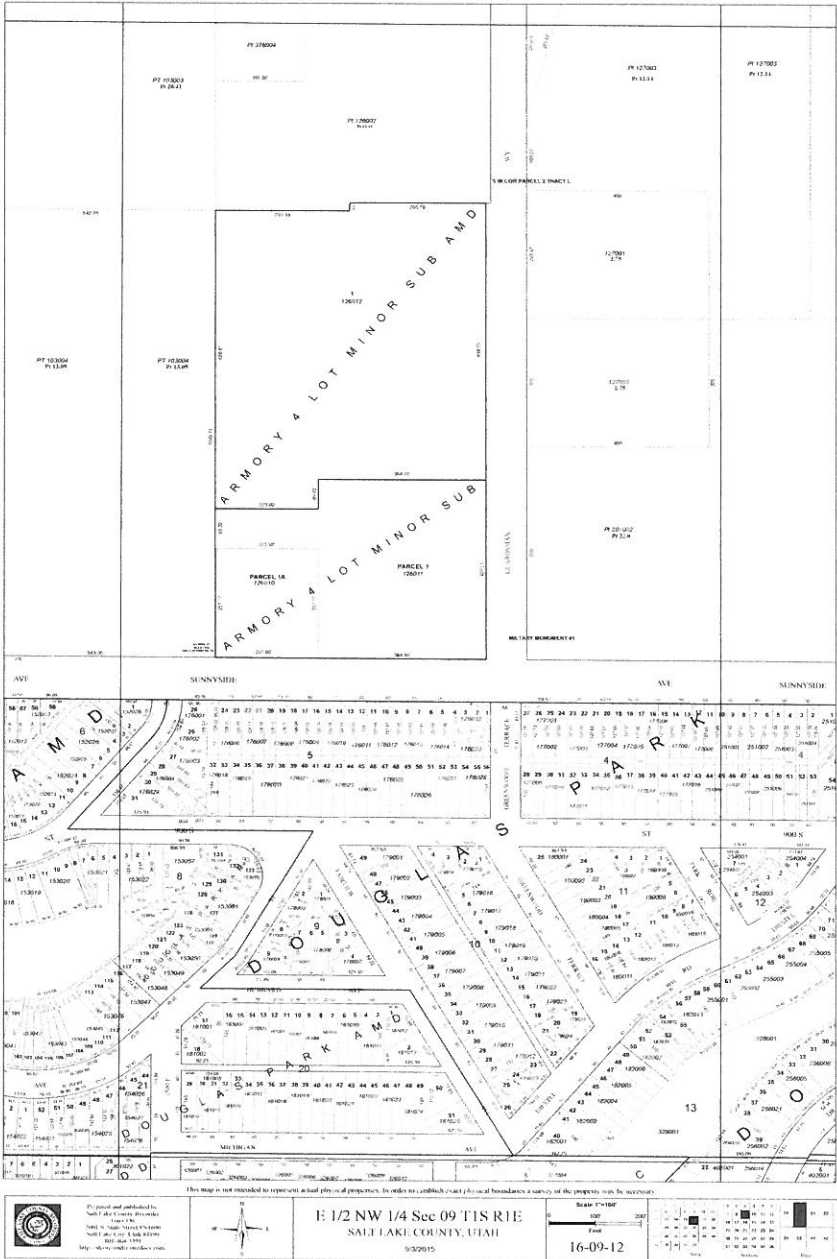
1. Yalecrest Neighborhood boundary on the East Bench



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

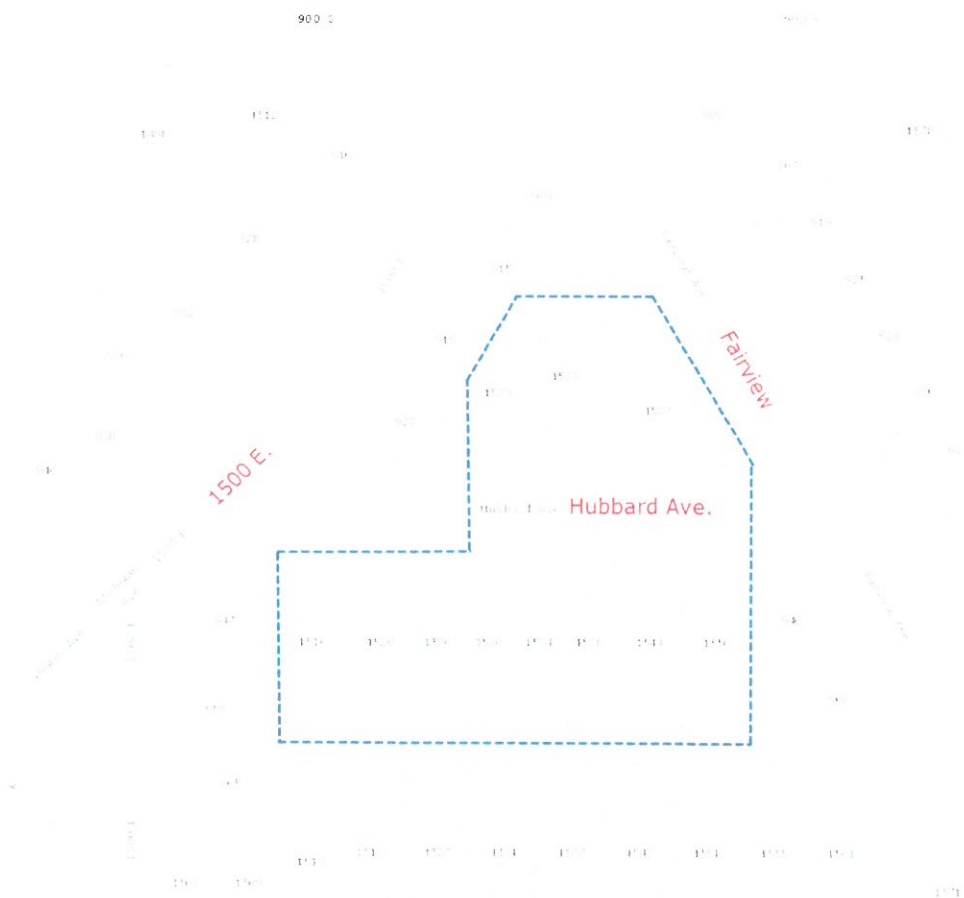
APPENDIX A (cont)
Maps

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

Address	RLS 2005 text	Correction
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**



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

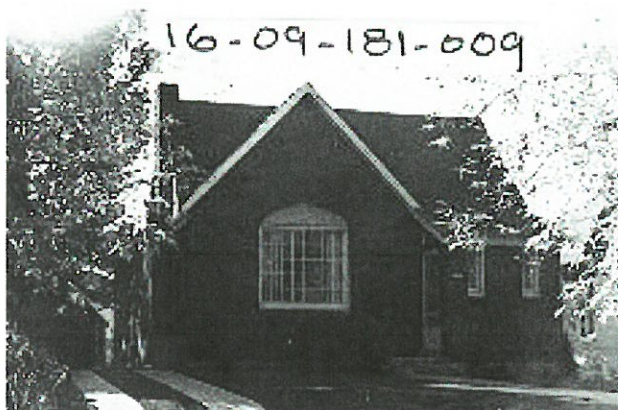


2017



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

1929

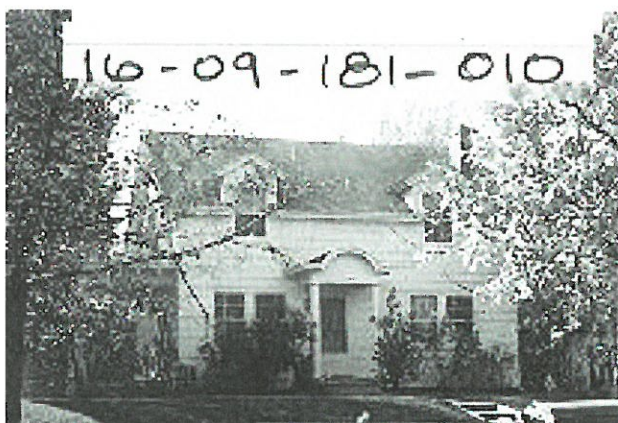


2017



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

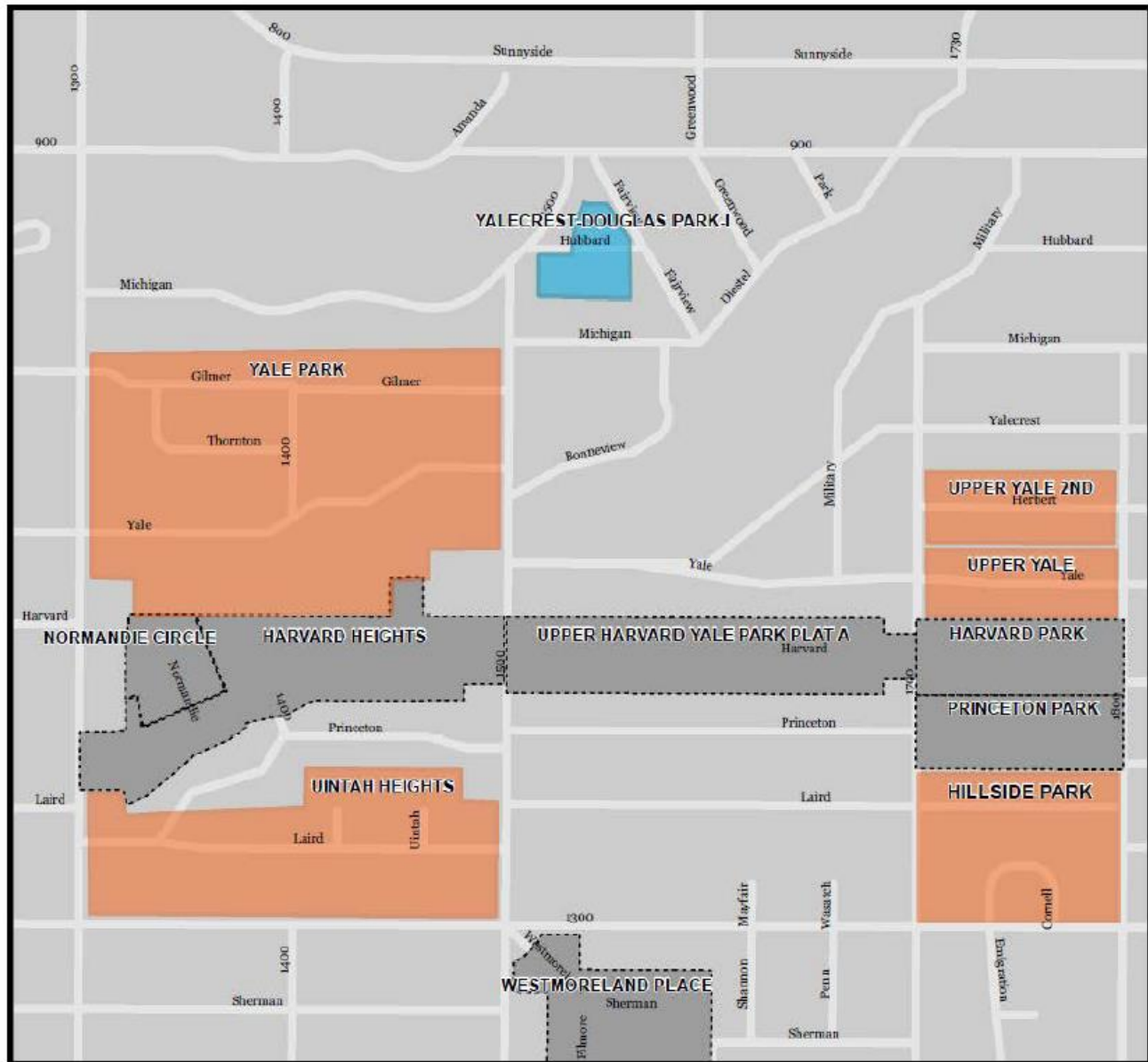


APPENDIX D**Research Materials (References)**

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
4. Salt Lake City Community Preservation Plan. October 2012
www.slcdocs.com/Planning/MasterPlansMaps/presplan.pdf
5. East Bench Master Plan (1987) www.slcdocs.com/Planning/MasterPlansMaps/presplan.pdf
6. East Bench Master Plan (2017) 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/>

ATTACHMENT B: VICINITY MAP

Yalecrest Local Historic District History



MAP KEY

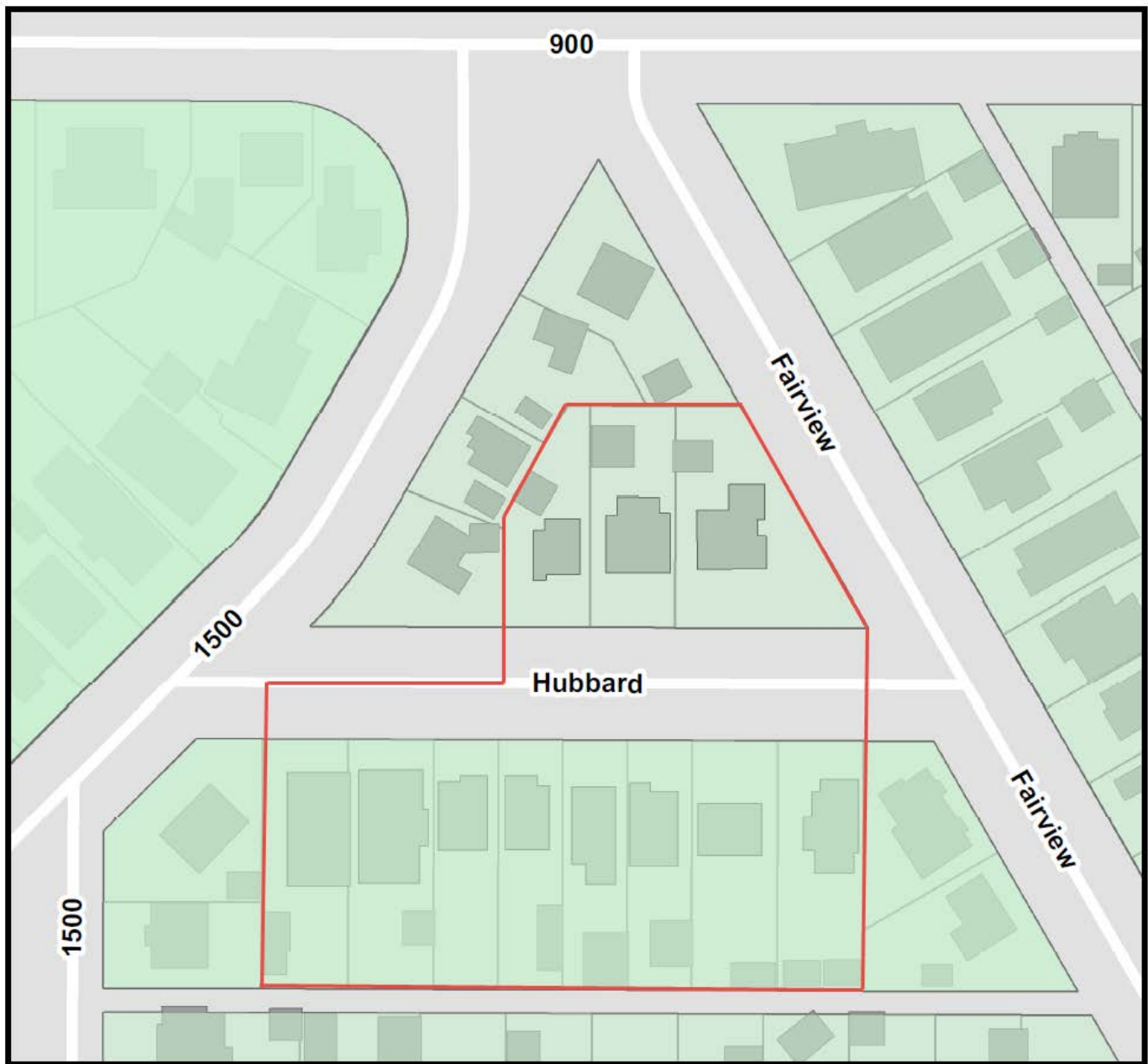
-  Withdrawn Local Historic District Applications
-  Local Historic District Application
-  Adopted Local Historic Districts



ATTACHMENT C: PARCEL ID NUMBERS

Parcel Address	Parcel Number
1516 E. Hubbard	16-09-181-004-0000
1520 E. Hubbard	16-09-181-005-0000
1526 E. Hubbard	16-09-181-006-0000
1529 E. Hubbard	16-09-178-005-0000
1530 E. Hubbard	16-09-181-007-0000
1533 E. Hubbard	16-09-178-006-0000
1534 E. Hubbard	16-09-181-008-0000
1537 E. Hubbard	16-09-178-007-0000
1538 E. Hubbard	16-09-181-009-0000
1544 E. Hubbard	16-09-181-010-0000
1550 E. Hubbard	16-09-181-011-0000

ATTACHMENT D: EXISTING CONDITIONS



Yalecrest-Hubbard Avenue

Legend
R-1/5000



Historic Preservation Overlay: [Link to 21A.34.020.C](#)

- A. Purpose Statement: In order to contribute to the welfare, prosperity and education of the people of Salt Lake City, the purpose of the H historic preservation overlay district is to:
1. Provide a 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;**
 7. Foster economic development consistent with historic preservation; and
 8. Encourage social, economic and environmental sustainability.

Adopted Master Plans and City Policies

Community Preservation Plan

The City Council adopted the *Community Preservation Plan* in October 2012. The Plan is the key strategic **document that will guide Salt Lake City's preservation efforts 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 the City's neighborhoods. The Plan provides vision and established policies that will help preserve those areas of the City that are uniquely historic and tell the story of the City's historic past.**

Relevant Preservation Plan Policies

Policy 3.1a: Identify historic resources in the City through the use of surveys that are consistent with the adopted State Historic Preservation Office survey criteria.

Policy 3.2a: 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.

Policy 3.2b: The pursuance of new locally designated historic resources should focus on protecting the **best examples of an element of the City's history, 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.**

Policy 3.2c: Protect exemplary groupings of historic properties as local historic districts.

Policy 3.2d: Local designation should only occur after the City has an understanding of the degree of property owner and public support for the proposed designation.

Policy 3.2e: 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.

Policy 3.2h: Prior to local designation, national designation should be pursued to ensure financial incentives are in place for those historic resources that are regulated locally.

Policy 3.2i: 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.

Other adopted City policy documents addressing the role of historic preservation include:

East Bench Master Plan (2017)

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 East Bench Master Plan is to “Maintain Neighborhood Character”** stating:

- 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.

The plan identifies additional City Policy Documents that identify mutual goals of neighborhood preservation and sustainability. The plan identifies the Yalecrest Neighborhood as:

- 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 20th 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.

Noted within the “Neighborhood Preservation and Conservation Efforts” section:

- 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.

Urban Design Element (1990)

The Urban Design Element includes statements that emphasize preserving the City’s image, neighborhood character and maintaining livability while being sensitive to social and economic realities. The Plan includes the following concepts:

- 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 improvements 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.

Salt Lake City Community Housing Plan (2000)

Provide historic preservation education to developers and property owners, including information on technical and financial assistance and incentives.

Plan Salt Lake 2015

Guiding Principal: Maintaining places that provide a foundation for the City to affirm our past.

The following initiatives were identified within this particular section:

1. Preserve and enhance neighborhood and district character.
2. Encourage the incorporation of historic elements into buildings, landscapes, public spaces, streetscapes, neighborhoods, and districts where appropriate.
3. Retain areas and structures of historic and architectural value.
4. Integrate preservation into City regulations, policy, and decision making.
5. Balance preservation with flexibility for change and growth.
6. Improve education and outreach about the value of historic preservation.

ATTACHMENT E: EXERPTS FROM 2005 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 F: PROPOSED CHANGES TO 2005 RLS

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



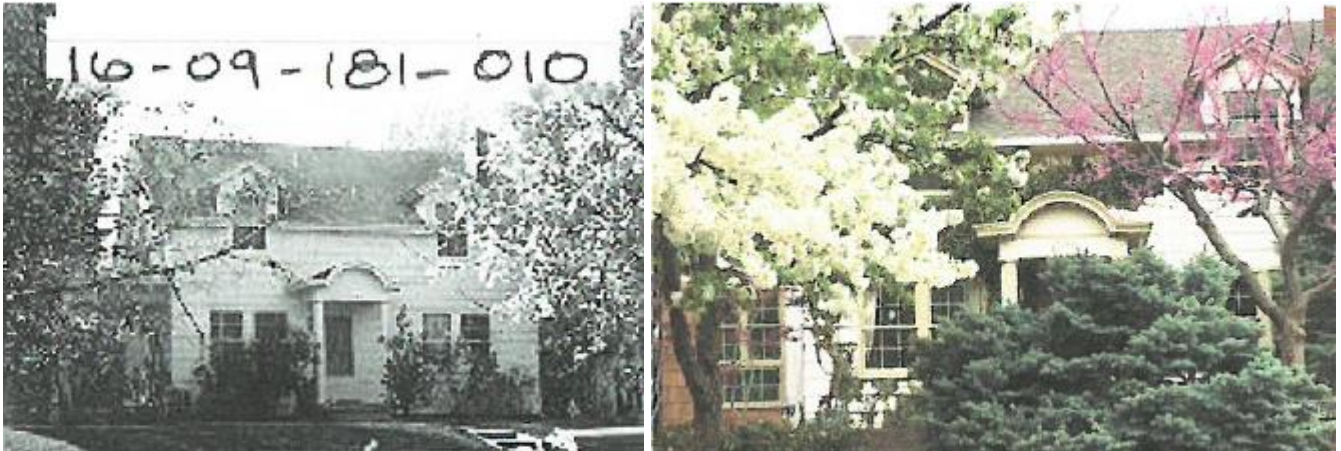
The Yalecrest 2005 Reconnaissance Level Survey rated this house as an “A”, eligible/architecturally significant structure. The subject home was built in 1936. Since 2005, the windows have been replaced. Because of the changes, Planning and SHPO Staff recommend that this home receive a “B” rating, an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

21A.50.050: Standards for General Amendments

Approval Standards: A decision to amend 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. However, in making its decision concerning a proposed amendment, the City Council should consider the following standards:

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

Analysis: The City Council adopted the *Community Preservation Plan* in October 2012. The Plan is the key strategic document that will **guide Salt Lake City's preservation efforts 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 the City's neighborhoods. The Plan provides vision and established policies that will help preserve those areas of the City that are uniquely historic and tell the story of the City's historic past.** The Community Preservation Plan assigned a high priority to develop stronger regulations to protect against demolitions and tear-downs in the Yalecrest neighborhood.

The proposed Yalecrest – Douglas Park – I Local Historic District contains a variety of architectural styles primarily constructed in the period revival style. All of the homes were constructed during 1916-1936 and demonstrate the shift from the more modern styles such as prairie and arts and crafts to the more traditionally referenced styles that became popular after WWI. Additionally, the proposed district represents the settlement and development of the East bench and the utilization of the street car line. The Yalecrest Reconnaissance Level Survey (RLS) conducted in 2005 indicates that all of the structures within the proposed district are contributing. The HLC made the decision **to update one (1) home as “non-contributing.”**

The *East Bench Master Plan (2017)* also acknowledges the Yalecrest Neighborhood contains some of the oldest structures on the East Bench within Salt Lake City and encourages communities to pursue additional overlay zoning, if it is a desire of the community.

Finding: The designation of the proposed Yalecrest – Douglas Park – I local historic district is generally consistent with the purposes, goals, objectives and policies of the City adopted planning documents. Specifically, the Community Preservation Plan and the East Bench Master Plan are supportive of the creation of the new local historic district in the Yalecrest Neighborhood.

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

Analysis: The purpose statement of the H Historic Preservation Overlay District is: In order to contribute to the welfare, prosperity and education of the people of Salt Lake City, the purpose of the H historic preservation overlay district is to:

1. Provide a 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;**
7. Foster economic development consistent with historic preservation; and
8. Encourage social economic and environmental sustainability.

Local historic district designation generally requires that all exterior modifications to buildings, new construction and demolition to be consistent with the provisions of the Historic Preservation Overlay standards. This type of design review ensures that future changes to properties within local historic districts will not detract from the historic integrity of the district. Designation of the proposed local historic district is consistent with the stated purpose of the Historic Preservation Overlay district.

Finding: Designating the proposed Yalecrest – Douglas Park – I local historic district by applying the Historic Preservation Overlay district helps to ensure 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: Approving the proposed Zoning Map amendment will not have a direct impact on adjacent properties. The Historic Preservation Overlay district does not change the type of land use allowed by the underlying R-1/5000 zoning district. The proposed local historic district will remain a single-family residential district but exterior alterations will be subject to the standards of the Historic Preservation Overlay district.

Finding: The proposed Zoning Map amendment will not affect adjacent properties.

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

Analysis: The proposed Yalecrest – Douglas Park – I Local Historic District currently has two overlay zoning districts; the Yalecrest Compatible Infill and Groundwater Source Protection. The Yalecrest Compatible Infill Overlay is designed to provide additional requirements to encourage compatible development in relation to the existing character of the neighborhood. The Groundwater Source Protection Overlay seeks to ensure that the quality of groundwater is protected.

The proposed map amendment would most likely not conflict with the purposes and provisions of the two existing overlay districts. The Historic Preservation Overlay district would introduce a more detailed level of review to ensure that development within the area would be compatible.

If there is conflict between the provisions of the H Historic Preservation overlay district and the provisions of the Yalecrest Compatible Infill Overlay district, the Historic Landmark Commission has the authority to allow changes to bulk and mass to ensure compatibility with the historic district standards and compatible development to ensure the purpose of the overlay district is met.

Finding: The proposed map amendment would not be in conflict with the purposes and provisions of the Groundwater Source Protection Overlay and the Historic Landmark Commission would ensure that the purpose of the Yalecrest Compatible Infill Overlay is met in the event of a conflict.

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

Finding: All public facilities and services are available.

ATTACHMENT H: PUBLIC PROCESS AND COMMENTS

Correspondence: Staff received several questions via email and over the phone about the proposed district throughout the duration of the process. Many of the questions were regarding the boundaries, and general questions about Local Historic Districts.

Public Comments: Staff has received (1) email with concerns of designating Yalecrest – Douglas Park – I as a Local Historic District and (1) email with support for the proposed designation.

All public comments can be found below.

Any comments received after the publication of this report will be forwarded to the Planning Commission.

Public Process:

- **Property Owner Meeting:** On September 13, 2017, the Planning Division met with owners of property located within the proposed boundaries of the Yalecrest – Douglas Park – I. The purpose of the meeting was to inform the property owners about the designation process and to discuss how local historic district designation will impact the property owners. The meeting included discussions regarding the process for obtaining a Certificate of Appropriateness, the adopted historic preservation standards and design guidelines. There was also a discussion on common over-the-counter approvals and the process of applying. Approximately three (3) property owners attended this meeting.
- **Open House:** On September 21, 2017, the Planning Division held an Open House at the City and County Building to discuss the proposed designation. Approximately four (4) members from the public attended the Open House.
- **Historic Landmark Commission Meeting:** The Historic Landmark Commission held a public hearing to consider the designation of the proposed Yalecrest – Douglas Park – I Local Historic District on October 5, 2017. The Historic Landmark Commission found that the proposed district met the local historic district criteria (21A.34.020.C.10) and recommended that the City Council approve the request (click this link for the [Historic Landmark Commission Staff Report](#)). The following text is an excerpt from the draft minutes for the October 5, 2017, Historic Landmark Commission:

[6:32:04 PM](#)

Yalecrest Douglas Park I Local Historic District at approximately 1500 East and Fairview Avenue - A request to create a new local historic district known as Yalecrest - Douglas Park I. The proposed boundaries of the Yalecrest Douglas Park I Local Historic District is located at the above listed address, including both the north and south side of Hubbard Avenue. As part of this request, the Historic Landmark Commission will also review the Yalecrest 2005 Reconnaissance Level Survey to consider forwarding recommendations to update the survey for the homes in the proposed district. Any owner of real property that is proposed to be rezoned may file a written objection to the inclusion of their property in the proposal within 10 days following the public hearing with the Historic Landmark Commission. All written objections will be forwarded to the City Council. The subject district is located in Council District 6 represented by Charlie Luke. (Staff contact: Kelsey Lindquist at (801)535-7930 or kelsey.Lindquist@slcgov.com) Case number: PLNHLC2017-00302

Ms. Kelsey Lindquist, Principal Planner, gave an overview of the proposal as outlined in the Staff Report (located in the case file). She stated Staff was recommending that the Historic Landmark Commission forward a favorable recommendation to the Planning Commission regarding the petition.

Ms. Pennegh Gregersen, representative for the applicant, reviewed the purpose of the petition, history and importance of the area and asked the Commission to forward a favorable recommendation to the City Council.

PUBLIC HEARING [6:41:27 PM](#)

Chairperson Shepherd opened the Public Hearing.

The following individuals spoke to the petition: Ms. Lynn Pershing and Ms. Jennifer Edwards.

The following comments were made:

- Supported the proposed LHD as the area was an exceptional gem.
- The history of the area was notable and should be protected.
- Supported the proposal but was concerned over how it would affect future modification of homes.

The Commission and Ms. Edwards discussed the following:

- The review and approval process for front porches in historic districts.
- Allowing solar panels on historic homes.

Chairperson Shepherd closed the Public Hearing.

The Commissioners and Staff discussed the following:

- The pros and cons to a local historic district.
- If the property owners understood the restrictions of a historic district and the processes for updating homes in the LHD.
- The application process for a LHD.
- The notification process for applications.

The Commission discussed and stated the following:

- The Reconnaissance Level Survey seemed slightly over stated in suggesting the structures are all A rated.
- The constraints a local historic district put on properties should be considered closely by those voting.
- The A rating of the properties should be changed to a B and the C rating left as is.
- How surveys are conducted and who conducts them.
- The rating system for structures and making it consistent throughout the city.
- The requirements for the citizen vote and the language needed to be clarified.

MOTION [7:01:14 PM](#)

Commissioner Richardson stated based on the findings listed in the Staff Report, testimony and information presented, he moved to forward a positive recommendation to the City Council to designate a new local historic district for the Yalecrest – Douglas Park I as proposed. Commissioner Adams seconded the motion. Commissioners Adams, Peters, Quist, Richardson, Svendsen and Stowell voted “aye”. The motion passed unanimously.

MOTION [7:02:51 PM](#)

Commissioner Richardson stated based upon the information presented, he 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. Commissioner Adams seconded the motion.

The Commissioners discussed if the ratings could be adjusted.

SUBSTITUTE MOTION [7:03:41 PM](#)

Commissioner Svendsen stated he would like to make a substitute motion that the properties be designated all B, with the exception of the one property identified as C which would remain as C. And forward a this recommendation to the City Council regarding the changes to the building ratings from the 2005 Reconnaissance Level Survey as attached in Attachment E. Commissioner Adams seconded the motion.

The Commission discussed the following:

- The ratings should be left as is, as it did not make a difference in review process.
- If building status was changed it should be done by a professional.
- The context of the Yalecrest survey.

Commissioners Svendsen and Adams voted “aye”. Commissioners Quist, Richardson, Peters and Stowell voted “nay”. The motion failed 2-4.

MOTION [7:06:53 PM](#)

Commissioner Richardson stated based upon the information presented, he moved 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. Commissioner Adams seconded the motion. Commissioners Adams, Quist, Richardson, Svendsen, Peters and Stowell voted “aye”. The motion passed unanimously.

(See the public comment below)

Lindquist, Kelsey

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

From: Kody Wallace [REDACTED]
Sent: Thursday, October 05, 2017 12:56 PM
To: Lindquist, Kelsey
Subject: Hubbard historic district

I am writing in strong support of the proposed historic district (the Yalecrest-Douglas Park-I Local Historic District). Our property on E. Michigan shares an alleyway with the proposed district. We enjoy this family neighborhood and its historic character, and want to do all we can to preserve its wonderful qualities. This proposal is an important step in the right direction.

When we moved here from Seattle 15 years ago, we chose our home on Michigan in large part because of this historic integrity, and assumed that it would retain this authenticity. We experienced in Seattle a disturbing pattern in which home building decisions, such as raising fences or adding stories, were made increasingly with little regard to impact on neighbors. People built up to increase their light (a valuable commodity in Seattle!), but this inevitably blocked the light of their neighbors.

We have been pleased with the work of the Salt Lake Historic Landmark Commission, and have worked with the City on a building in the Central City Historic District (on 600 E.) that we bought in 2001 specifically because it was in one of the historic districts. The Commission provided key information in a respectful, collegial manner. The historic designation has improved the neighborhood's quality of life and it certainly never harmed our property values!

We ask that you please convey our strongest support for the proposed historic district.

Thank you very much,

Kody Wallace
Gary Donaldson
[REDACTED]

ATTACHMENT I: MOTIONS

Recommended Motion:

Motion 1 (consistent with Staff Recommendation):

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 amend the Zoning Map by adding the H Historic Preservation Overlay district to the proposed Yalecrest – Douglas Park – I local historic district, consisting of 11 parcels and located within the Yalecrest neighborhood generally between 1500 East and Fairview Avenue which includes both the north and south portions of Hubbard Avenue.

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 2005 Reconnaissance Level Survey as attached in Attachment F.

Not Consistent with Staff Recommendation:

Based on the testimony and the following findings, I move that the Planning Commission transmit a negative recommendation to the City Council to amend the Zoning Map by adding the H Historic Preservation Overlay district to the proposed Yalecrest – Douglas Park – I local historic district, consisting of 11 parcels, and located within the Yalecrest neighborhood generally between 1500 East and Fairview Avenue which includes both the north and south portions of Hubbard Avenue.

The Planning Commission shall make findings on the Zoning Map amendment standards as listed below:

1. Whether a proposed map amendment is consistent with the purposes, goals, objectives, and policies of the city as stated through its various adopted planning documents;
2. Whether a proposed map amendment furthers the specific purpose statements of the zoning ordinance;
3. The extent to which a proposed map amendment will affect adjacent 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; and
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, storm water drainage systems, water supplies, and wastewater and refuse collection.