



# COUNCIL STAFF REPORT

CITY COUNCIL of SALT LAKE CITY

**TO:** City Council Members

**FROM:** Brian Fullmer  
Policy Analyst

**DATE:** April 15, 2025

**RE: Yalecrest – Upper Yale Local Historic District  
PLNHLC2023-00571**

Item Schedule:

Briefing: March 4, 2025  
Set Date: March 25, 2025  
Public Hearing: April 15, 2025  
Potential Action: May 6, 2025

## BRIEFING UPDATE

During the March 4, 2025 briefing Council Members discussed with Planning staff the benefits and differences between local historic districts (LHDs), and properties on the National Register of Historic Places. Buildings within LHDs have some protections against demolition that are not available to those on the National Register. This is one of the few tools the City has to prevent demolition of historic structures. Some tax incentives are available to owners of properties on the National Register. Planning also noted LHDs help preserve neighborhood character while also allowing internal interior dwelling units, or exterior units provided they meet regulations of the LHD overlay. They further stated there is potential to construct infill projects utilizing affordable housing incentives within LHDs.

Council Members discussed the competing goals of preservation and increasing affordable housing. Tools to preserve historic structures could also be used to prevent change that would allow families who otherwise could not afford it to move into some neighborhoods.

It was noted that creating LHDs is a difficult, expensive, and time-consuming process. Council Members expressed interest in a policy discussion on how to support eligible neighborhoods that would like to create an LHD but do not have the resources to go through the process. Planning staff stated the Mayor or City Council can initiate the LHD process, which differs somewhat from those initiated by residents. It is important to note that a City initiated LHD would still need resident support to be finalized.

Following the meeting, staff checked with Planning and learned if the Council wanted to initiate an LHD the process could begin with a legislative intent. The process would then largely be the same as resident



initiated LHDs, though City staff would complete the several steps outlined below in the bulleted list and flow chart.

***The following information was provided for the March 4, 2025 Council briefing. It is included again for background purposes.***

### **ISSUE AT A GLANCE**

The Council will be briefed about the proposed Upper Yale Local Historic District (LHD) in the Yalecrest neighborhood, including progress since the December 5, 2023 work session report from planning.. The Council will then have a public hearing and consider action on the LHD request.

Boundaries of the proposed Upper Yale LHD are 1800 to 1900 East on both sides of Yale Avenue as shown in the map below. The proposed LHD boundaries include 24 properties with homes.

Creating an LHD amends the zoning map by applying the H-Historic Overlay District to the proposed area, which is a step that requires City Council approval. Council review, public hearing, and vote are the final steps in the process.

**The Historic Landmark and Planning Commissions reviewed the proposal at their June 5 and June 26, 2024 meetings respectively, and held public hearings. Both Commissions followed Planning staff's recommendation and voted unanimously to forward positive recommendations to the City Council to create the LHD.**

**On January 8, 2025 the Planning Commission reviewed a recommendation from Planning staff to update the reconnaissance level survey for the subject area in which three homes were incorrectly identified as non-contributing. The Commission voted unanimously to forward a positive recommendation to the City Council to change the status of those properties to contributing. (The Historic Landmark Commission voted on the survey update matter at their previous meeting on June 5, 2024.)**

***Goal of the briefing:*** *To review the proposed local historic district, address questions Council Members may have and prepare for a public hearing and decision.*

### **POLICY QUESTIONS**

1. The Council may wish to ask for more information about whether establishing a Historic District will conflict with other Citywide policies, such as the upcoming R-1 residential district consolidation.
2. In the past, the creation of Historic Districts created some discussion among constituents with opposing perspectives. The Council may wish to ask the Administration whether they have received any concerns or anticipate any substantive objections.



*Proposal Upper Yale local historic district outlined in red.  
Other local historic districts in the vicinity are shaded in blue.  
Image courtesy of Salt Lake City Planning Division*

## **ADDITIONAL INFORMATION**

There are several steps to LHD creation as outlined below and in a graphic at the end of this report.

### **LHD Creation Process**

- Pre-application meeting.
- Initial letter mailed to all property owners within proposed district.
- Application submittal.
- Notice of application letter mailed.
- Planning Director's report to the City Council (December 5, 2023)
- Property owner meeting seeking input from and informing owners about the process and requirements.
- Open house seeking input from and informing immediate neighborhood and general public about the proposal.
- Historic Landmark Commission public hearing, review, and recommendation.
- Planning Commission public hearing, review, and recommendation.
- Property owner ballot to determine support of LHD creation.
- **City Council review, public hearing, and decision. (Current step)**

A 2005 Reconnaissance Level Survey (RLS) of the Yalecrest National Historic District area found that 19 of the 24 homes (~79%) within the proposed Upper Yale LHD were rated as contributing structures. In June 2023 staff from the City Planning Division and State Historic Preservation Office met to review the 2005 RLS. They confirmed the 19 homes listed as "contributing" on the RLS retain that status. They also identified 3 homes were incorrectly identified as "non-contributing" and found the 3 homes' rating should be changed to "contributing." If the City Council adopts the draft ordinance that includes these properties 22 of the 24 structures in the proposed LHD (~92%) would be listed as "contributing."

Reconnaissance Level Surveys are the most basic approach for systematically documenting and evaluating historic buildings and are based on a visual evaluation of the properties.

Following the Historic Landmark Commission and Planning Commission meetings, ballots required for LHD creation were mailed August 5, 2024 ,to all property owners within the proposed Upper Yale LHD. Owners were given 30 days to return their ballots indicating support of, or opposition to the proposal. The City Recorder issued the Official Canvas of the Property Owner Opinion Ballot September 12, 2024, which contained the following results:

Ballots in Support.....	13
Ballots Opposed .....	3
Did Not Vote.....	8
Undeliverable/Did Not Receive .....	0
Returned but Did Not Vote .....	0
Returned After Due Date.....	0
Total Ballots Returned .....	16 of 24

Since the number of returned property owner opinion ballots (66%) equals the required two-thirds threshold of ballots mailed, and ballots in support (54%) represents more than 50% of the number of parcels in the proposed LHD, the City Council may designate the LHD by a simple majority vote. It should be noted that the Council is not bound by the property owners’ opinion ballot results.

**PROJECT CHRONOLOGY**

Below is a chronology for the proposed LHD with steps in the flowchart below indicated.

- May 25, 2023 – Pre-application meeting. *(Step 1)*
- June 12, 2023 – Property owners sent a notice and a “Local Historic District Pros and Cons” informational letter indicating that the Planning Division had been notified by a property owner of interest in creating a new local historic district. *(Step 2)*
- July 18, 2023 – LHD application submitted to Planning Division. *(Step 3)*
- August 11, 2023 – Property owners were sent a notice of application and “Local Historic District Pros and Cons” information letter indicating that the Planning Division had received an application, including the required number of signatures to initiate the designation of a new local historic district. *(Step 4)*
- December 5, 2023 – Planning Director’s report to the City Council. The Council directed Planning staff to move forward processing the proposed new LHD. *(Step 5)*
- January 30/March 18, 2024 – Property owners sent notice for the required neighborhood information meeting to be held February 21 and April 1, 2024. *(Step 6)*
- February 21/April 1, 2024 – Property owner meetings held at Anderson Foothill Library. Approximately 13 property owners attended. *(Step 6)*

- April 4, 2024 – Property owners and residents within 300 feet of the proposed LHD mailed online open house notification. Open house ran from April 4 to May 20, 2024. *(Step 6)*
- April 9, 2024 – Email sent to Yalecrest Neighborhood Council, Foothill-Sunnyside Community Organization, and KEEP Yalecrest with online open house notification. *(Step 6)*
- May 23, 2024 – Historic Landmark Commission public hearing notice sent to property owners and residents within 300 feet of the proposed LHD. Listserv notification of the Historic Landmark Commission’s agenda emailed. Agenda posted on the Planning Division and State websites. *(Step 7)*
- June 5, 2024 – Historic Landmark Commission briefing and public hearing. The Commission voted unanimously to forward a positive recommendation to the City Council. *(Step 7)*
- June 12, 2024 – Planning Commission public hearing notice mailed to all property owners and residents within 300 feet of the proposed LHD. Listserv notification of the Planning Commission agenda emailed. Agenda posted on the Planning Division and State websites. *(Step 7)*
- June 26, 2024 – Planning Commission briefing and public hearing. The Commission voted unanimously to forward a positive recommendation to the City Council on the proposed LHD. *(Step 7)*
- August 5, 2024 – Property Owner Opinion Ballot (Support Survey) mailed to all property owners within the proposed LHD asking if they support or are opposed to the proposed LHD. Ballots were required to be returned to the City Recorder’s Office or postmarked by September 3, 2024. *(Step 8)*
- September 12, 2024 – City Recorder’s Office released results of the survey. 13 property owners were in support, 3 were opposed, and 8 did not vote. *(Step 8)*
- October 8, 2024 – Planning staff requested ordinance from the City Attorney’s Office.
- November 5, 2024 – Planning received ordinance from the City Attorney’s Office.
- December 23, 2024 – Planning Commission public hearing notice for updated RLS ratings mailed to all property owners and residents within 300 feet of the proposed LHD. Listserv notification of the Planning Commission agenda emailed. Agenda posted on the Planning Division and State websites. *(Step 7)*
- January 8, 2024 – Item returned to Planning Commission for a recommendation on the 2005 Yalecrest RLS historic status rating updates. The Commission voted unanimously to forward a positive recommendation to the City Council to update the survey.
- January 21, 2025 – Planning staff requested ordinance that includes the RLS updates from the City Attorney’s Office.
- February 14, 2025 – Planning received updated ordinance from the City Attorney’s Office.
- February 21, 2025 – Transmittal received in City Council Office.

- March 4, 2025 – City Council briefing. (Public hearing anticipated to be held April 15, 2025, and a potential Council vote May 6, 2025.) (Step 9)

## LOCAL HISTORIC DISTRICT (LHD) DESIGNATION PROCESS



DESIGNATION PROCESS

06.2022 // PLANNING DIVISION

*LHD Designation Process Flowchart  
Image courtesy of Salt Lake City Planning Division*