



Memorandum

Planning Division
Community & Economic Development Department

To: Historic Landmark Commission

From: Amy Thompson, Principal Planner

Date: December 3, 2015

Re: National Register of Historic Places Nomination:
Warehouse National Historic District Boundary Increase

Please find the National Register of Historic Places nomination for a boundary increase of the Warehouse National Historic District. The proposed district is roughly bounded by 50 South, West Temple/300 West, 1000 South and Interstate 15 (I-15).

At the request of Councilmember Luke Garrott, the City Council acting as the RDA Board allocated funding to complete a historic building survey and National Register nomination that expands the existing Warehouse National Historic District which currently includes 16 properties around 200 South between 300 and 400 West. The expanded district takes in 359 additional properties (See map in Attachment A).

The Utah State Historic Preservation Office (SHPO) desires input from the Historic Landmark Commission, a Certified Local Government (CLG), regarding National Register nominations within Salt Lake City's boundaries.

Commission Members should focus their review and comments on whether a reasonable case has been made for the significance of this of this area and forward a recommendation to the Board of State History.

National Register

The National Register of Historic Places is the federal government's official list of districts, sites, buildings, structures and objects worthy of preservation. Listing on the National Register provides recognition of historic significance and assures protective review of federal projects that might adversely affect the character of the historic properties in the district.

If the expanded district is listed on the National Register, tax credits for rehabilitation and other beneficial provisions may apply. Listing in the National Register does not place limitations on the property by the federal or state government.

Background

The neighborhoods that comprise the Warehouse District Boundary Increase are among the oldest in Salt Lake City, being part of the original plat for the city. The proposed Warehouse District Boundary Increase is a mixed development neighborhood reflecting the commercial/industrial growth and ethnic diversity of Salt Lake City, Utah, between 1869 and 1966. The majority of resources in the boundary increase are commercial buildings

associated with the warehousing and distribution services that developed following the arrival of freight railroads in Utah in 1869. Residential resources are relatively rare in the district and are largely found as isolated buildings or small clusters of buildings scattered throughout the district; the exception is a somewhat larger concentration of dwellings in the southern portion of the district.

The building stock of the Warehouse District Boundary Increase reflects both the slow, but inevitable, development of the area as Salt Lake City expanded to the west of the initial village encampment during the decades after settlement and two major construction booms that truly shaped the character of the district. The first construction boom came during the early 1900s, when the economic depression of the 1890s had passed, and burgeoning railroad and mining industries drew thousands of ethnic immigrants and large commercial investments to Salt Lake City. The second major construction boom occurred during the immediate post-World War II period, when a strong post-war economy and advancements in freight transportation drove renewed commercial investment in the area. Among the greatest influences in the evolution of the built environment in the district are the railroads of the Denver & Rio Grande Western (D&RGW) and the Union Pacific (UPRR). Mainline tracks for each railroad extend north-south through the northern and western portions of the district and, historically, effectively established a boundary between the residential and retail areas of the neighborhood to the east and the industrial and distribution (warehousing) areas to the west. Within the district, the remnants of the D&RGW's system, which included a large rail yard inside the western perimeter of the district boundary increase, are the most intact. Historical buildings—most considered contributing to the district—remain from the maintenance facilities as do the multiple tracks and siding of the D&RGW yard.

The Warehouse District Boundary Increase, excluding the existing Warehouse District, encompasses 359 primary resources, of which 197 (55 percent) contribute to the significance of the district. Among the contributing resources are 26 that are already listed on the National Register as individual resources. The remaining 162 resources encompassed by the district expansion are considered non-contributing resources—historical resources that have been substantially altered and out-of-period resources. Included among the contributing resources are two sites comprising of an historical railroad network and an historic park (Pioneer Park/Old Pioneer Fort site). Pioneer Park is already listed as a local landmark. The contributing resources reflect a broad range of architectural types and styles from Classical to Modern and include one archaeological site.

Criteria for Nomination

The Warehouse District Boundary Increase is significant under Criteria A and C. The period of significance for the expanded district begins in 1869 with the completion of the Transcontinental Railroad, which greatly influenced the development of the area, and ends in 1966, the current end of the historical period (i.e., 50 years ago). Under Criterion A, the district has local significance for its direct association with the railroad industry and its influence on the economic development and ethnic diversity of Salt Lake City. The historical significance of the district under Criterion A falls under the thematic areas of Social History, Commerce, Industry, and Transportation. While in some historic districts these themes may stand individually on their own, in the Warehouse District Boundary Increase area they are intertwined, no one theme separable from the others. This is due to the manner in which the arrival and expansion of railroads in the area spurred industrial and commercial development, which enticed large numbers of ethnic minorities to immigrate to Utah and settle in the neighborhoods that now comprise the district.

The district is also significant under Criterion C for its diverse collection of architectural resources that reflect both Utah's adoption of national trends but also the unique development of the area that included both high and low style architecture as well as small residential buildings juxtaposed against large industrial and commercial structures. As a collective body of architectural resources, the buildings of the district illustrate the shifting focus of the area from an initially balanced distribution of both residential and commercial/industrial properties to one of predominantly commercial/industrial uses. Small, isolated pockets of historical dwellings are scattered throughout the central and northern portions of the district, while the southern portion of the district is the only area to have retained its historical dwellings in any large concentration. Additionally, the relatively large number of historical warehouse buildings compared to other areas of Salt Lake City lends a unique composition to the architectural make-up of the district and lend the district its name.

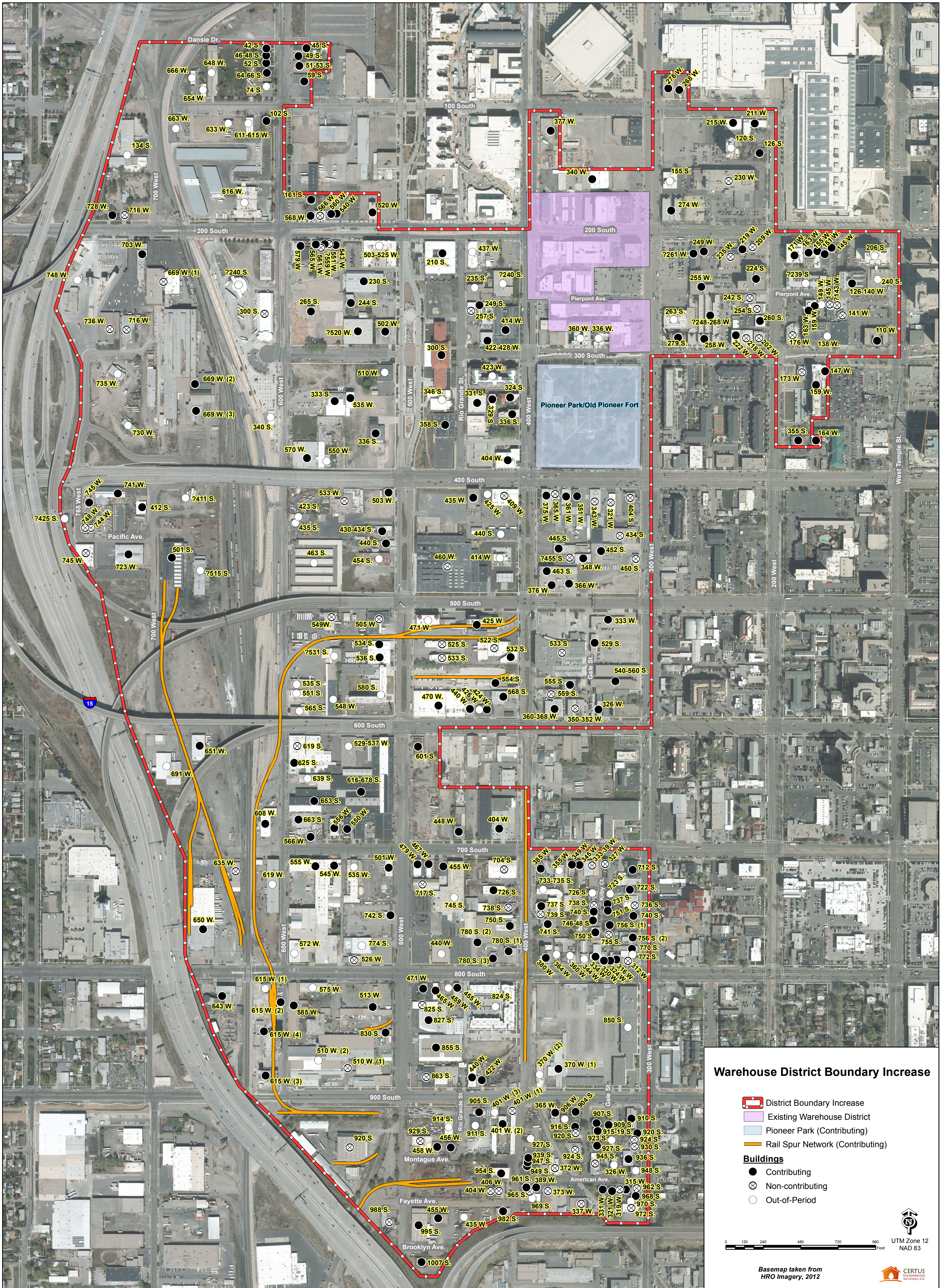
Next Steps

The Board of State History will review the National Register nomination during their January 21, 2016 meeting prior to submittal to the National Park Service.

Attachments:

- A. Map of Proposed Boundary Increase
- B. National Register Nomination
- C. Request Letter from the State Historic Preservation Office
- D. Public Comment

Attachment A
Warehouse District Boundary Increase



Warehouse District Boundary Increase

- District Boundary Increase
 - Existing Warehouse District
 - Pioneer Park (Contributing)
 - Rail Spur Network (Contributing)
- Buildings**
- Contributing
 - Non-contributing
 - Out-of-Period

0 120 240 480 720 960 Feet UTM Zone 12 NAD 83

Basemap taken from HRO Imagery, 2012



Attachment B
National Register Nomination

United States Department of the Interior
National Park Service

National Register of Historic Places Registration Form

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in National Register Bulletin, *How to Complete the National Register of Historic Places Registration Form*. If any item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions.

1. Name of Property

Historic name: Warehouse District (Boundary Increase and Additional Documentation)

Other names/site number: _____

Name of related multiple property listing:

Salt Lake City Business District MRA

(Enter "N/A" if property is not part of a multiple property listing)

2. Location

Street & number: roughly bounded by I-15, 50 South, West Temple Street, 300 West, and 1000 South

City or town: Salt Lake City State: Utah County: Salt Lake

Not For Publication: Vicinity:

3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act, as amended,

I hereby certify that this ___ nomination ___ request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60.

In my opinion, the property X meets ___ does not meet the National Register Criteria. I recommend that this property be considered significant at the following level(s) of significance:

___ national ___ statewide X local

Applicable National Register Criteria:

X A ___ B X C ___ D

<p>Signature of certifying official/Title: <u>Utah Division of State History/Office of Historic Preservation</u> State or Federal agency/bureau or Tribal Government</p>	<p>Date</p>
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Warehouse District (Boundary Increase &
Additional Documentation)
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In my opinion, the property ___ meets ___ does not meet the National Register criteria.	
Signature of commenting official:	Date
Title :	State or Federal agency/bureau or Tribal Government

4. National Park Service Certification

I hereby certify that this property is:

- ___ entered in the National Register
- ___ determined eligible for the National Register
- ___ determined not eligible for the National Register
- ___ removed from the National Register
- ___ other (explain:) _____

Signature of the Keeper _____ Date of Action _____

Warehouse District (Boundary Increase & Additional Documentation)
 Name of Property _____

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5. Classification

Ownership of Property

(Check as many boxes as apply.)

- Private:
- Public – Local
- Public – State
- Public – Federal

Category of Property

(Check only **one** box.)

- Building(s)
- District
- Site
- Structure
- Object

Number of Resources within Property

(Do not include previously listed resources in the count)

Contributing	Noncontributing	
<u>170</u>	<u>162</u>	buildings
<u>0</u>	<u>0</u>	sites
<u>1</u>	<u>0</u>	structures
<u>0</u>	<u>0</u>	objects
<u>171</u>	<u>162</u>	Total

Number of contributing resources previously listed in the National Register 26

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6. Function or Use

Historic Functions

(Enter categories from instructions.)

COMMERCE/TRADE: warehouse

COMMERCE/TRADE: business

COMMERCE/TRADE: professional

COMMERCE/TRADE: specialty store

DOMESTIC: hotel

DOMESTIC: single dwelling

DOMESTIC: multiple dwelling

SOCIAL: meeting hall

EDUCATION: school

RELIGION: religious facility

INDUSTRY/PROCESSING: manufacturing facility

TRANSPORTATION: rail-related

Current Functions

(Enter categories from instructions.)

COMMERCE/TRADE: warehouse

COMMERCE/TRADE: business

COMMERCE/TRADE: professional

COMMERCE/TRADE: specialty store

DOMESTIC: hotel

DOMESTIC: single dwelling

DOMESTIC: multiple dwelling

RELIGION: religious facility

INDUSTRY/PROCESSING: manufacturing facility

TRANSPORTATION: rail-related

7. Description

Architectural Classification

(Enter categories from instructions.)

LATE VICTORIAN: Eclectic, Italianate, Romanesque

LATE 19TH & 20TH CENTURY REVIVALS: French Renaissance

LATE 19TH & EARLY 20TH CENTURY AMERICAN: Prairie School, Commercial Style,
Bungalow

MODERN MOVEMENT: Moderne, Art Deco

OTHER

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Materials: (enter categories from instructions.)

Principal exterior materials of the property: CONCRETE (CONCRETE BLOCK, PANEL),
BRICK, STONE, METAL, STUCCO, GLASS, WOOD, ADOBE, SYNTHETICS

Narrative Description

(Describe the historic and current physical appearance and condition of the property. Describe contributing and noncontributing resources if applicable. Begin with a **summary paragraph** that briefly describes the general characteristics of the property, such as its location, type, style, method of construction, setting, size, and significant features. Indicate whether the property has historic integrity.)

Summary Paragraph

The Warehouse District Boundary Increase is a mixed development neighborhood reflecting the commercial/industrial growth and ethnic diversity of Salt Lake City, Utah, between 1869 and 1966. The district expansion is an increase in the geographic scope and period of significance for the existing Warehouse District (NRIS # 82004149), which was listed on the National Register in 1982 and encompassed 16 buildings constructed between 1890 and 1927. The existing Warehouse District was listed under the Salt Lake Business District Multiple Resource Area (MRA) (NRIS # 64000872). This district boundary increase is also proposed to be listed under the MRA as well as under the additional documentation provided herein. The Warehouse District Boundary Increase is located along the western edge of downtown Salt Lake City and is roughly bounded on the north by 50 South, on the east by 300 West and West Temple Street, on the south by 1000 South, and on the west by the eastern right-of-way line of Interstate 15 (I-15). This boundary increase encompasses approximately 544 acres of developed lands and encompasses the entirety of the existing Warehouse District. The majority of resources in the boundary increase are commercial buildings [Photograph 1] associated with the warehousing and distribution services that developed following the arrival of freight railroads in Utah in 1869. Residential resources (e.g., single- and multi-family dwellings) [Photograph 2] are relatively rare in the district and are largely found as isolated buildings or small clusters of buildings scattered throughout the district; the exception is a somewhat larger concentration of dwellings in the southern portion of the district. The Warehouse District Boundary Increase, excluding the existing Warehouse District, encompasses 359 primary resources, of which 197 (55 percent) contribute to the significance of the district. Among the contributing resources are 26 that are already listed on the National Register as individual resources. The contributing resources reflect a broad range of architectural types and styles from Classical to Modern and include one archaeological site. The remaining 162 resources encompassed by the district expansion are considered non-contributing resources—historical resources that have been substantially altered and out-of-period resources. Included among the contributing resources are two sites comprising an historical railroad network and an historical park (Pioneer Park/Old Pioneer Fort site; NRIS # 74001938).

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Narrative Description

The original Warehouse District (NRIS # 82004149) was listed on the National Register in 1982 and includes 16 buildings with a somewhat undefined period of significance from approximately 1890 to 1927. The original district boundary encompasses a roughly 1-block area straddling 200 South between 300 West and 400 West. Of the 16 buildings in the original district, 15 were determined to be contributing resources, and one was listed as a non-contributing resource. The additional information presented in this boundary increase nomination documents that the sole non-contributing resource of the original district has been demolished and changes the status of two of the contributing resources—357 West 200 South and 380 West 200 South—to non-contributing due to significant physical alteration subsequent to the original listing. The additional information provided here for the boundary increase also expands period of significance for the district from ca. 1890 to 1927 to 1869 to 1966 and updates the resource counts to include properties outside the original district but inside the expanded district boundary.

Data regarding the current status of resources within the district expansion were compiled from a reconnaissance level field inventory conducted in late 2012¹ for the southern portion of the boundary increase study area and one conducted in 2015² specifically for the remaining areas within the study area as well as from the Salt Lake City Business District MRA. Each of the field surveys evaluated historical buildings for contributing and non-contributing status according to guidelines established by the Utah State Historic Preservation Office (SHPO) in its *Reconnaissance Level Survey: Standard Operating Procedures* (revised March 2012). The information gathered from the two field studies was used to establish the area and resources to be included in the district boundary increase presented herein. The most common reasons for resources being excluded from the district or identified as non-contributing resources were dates of construction outside the period of significance (1869-1966) or substantial physical alteration of the resource [Photograph 3], the most common forms of which included introduction of modern cladding, changes in fenestration, and notable out-of-period additions.

Development Patterns

The building stock of the Warehouse District Boundary Increase reflects both the slow, but inevitable, development of the area as Salt Lake City expanded to the west of the initial village encampment during the decades after settlement and two major construction booms that truly shaped the character of the district. The first construction boom came during the early 1900s, when the economic depression of the 1890s had passed, and burgeoning railroad and mining industries drew thousands of ethnic immigrants and large commercial investments to Salt Lake City. The second major construction boom occurred during the immediate post-World War II

¹ Meess, Sara. 2013. *A Reconnaissance-Level Survey of the Granary District, Salt Lake City, Utah*. Manuscript submitted to the College of Architecture + Planning, University of Utah, Salt Lake City.

² Ellis, Sheri Murray. 2015. *Warehouse District Expansion Reconnaissance-Level Survey, Salt Lake City, Utah: Survey Report*. Prepared for Salt Lake City Corporation.

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period, when a strong post-war economy and advancements in freight transportation drove renewed commercial investment in the area.

Among the greatest influences in the evolution of the built environment in the district are the railroads of the Denver & Rio Grande Western (D&RGW) and the Union Pacific (UPRR). Mainline tracks for each railroad extend north-south through the northern and western portions of the district and, historically, effectively established a boundary between the residential and retail areas of the neighborhood to the east and the industrial and distribution (warehousing) areas to the west. Within the district, the remnants of the D&RGW's system, which included a large rail yard inside the western perimeter of the district boundary increase, are the most intact. Historical buildings—most considered contributing to the district—remain from the maintenance facilities as do the multiple tracks and siding of the D&RGW yard. Occasional spur line tracks extend off the mainline railroads to historical warehouses and manufacturing complexes in the district, though most such extant tracks are no longer in use.

The earliest of the development for which buildings are still present in the study area are from the period of 1869 to 1899. A total of 29 buildings (20 of which are contributing) remain from this period. These buildings represent both residential (single family dwellings) and commercial uses of the area; they are scattered roughly evenly across the northern and southern portions of the district.

The period from 1900 to 1928 was characterized by a commercial/industrial building boom and the increasing settlement of ethnic minorities in the district. Of the documented buildings, 102 were constructed during this period. Of these, 76 are contributing. The contributing rail network and the contributing park also date to this period. By far, commercial and industrial buildings—especially warehouses—represent the majority of structures built during this period. Only a handful of single-family and multi-family dwellings from this period remain in the study area. Resources from this period can be found in most parts of the boundary increase but are located in greatest concentrations in the northeastern and southern parts of the district.

Not surprisingly, few buildings from the Great Depression and World War II period (1929 to 1945) are present in the district. In total, only 31 buildings from this period were identified; 22 are considered contributing resources. Of these, most were constructed during the early 1940s, after war-time demand had stimulated the economy and ended the Great Depression. All of the buildings from this period are commercial properties reflecting warehouse, manufacturing, retail, and office uses. They are found throughout the district.

As noted above, the second great building boom in the district occurred during the Post-War era (1946 to 1966). A total of 111 buildings from this period are located in the district; 78 are considered contributing resources. This represents the greatest number of structures from any historical period in the district, though it is only slightly more than the district's first construction boom of the early 1900s. All but two (2) of the documented buildings are commercial in nature with office, retail, and light manufacturing appearing to represent the dominant uses.

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Warehousing remained a common commercial use as well, with numerous warehouse/distribution buildings constructed during this period. The buildings from this period can be found throughout the district but are located in the highest numbers in the southern half of the district and along major roads with easy and short access to the on- and off-ramps of I-15 at 400 South, 500 South, 600 South, and West Temple Street.

Character-defining Features of the District

There are several historical features of the district that warrant mentioning as part of what gives the district its particular character. These features are:

- **Building scale/massing:** Unlike many neighborhoods of Salt Lake City that contain largely uniform structures with similar scale/massing, the district is characterized by a decidedly different mix of buildings of all scales. While pockets of 1- and 1.5-story single family dwellings or large 2- and 3-story warehouses do exist in the area, the casual observer is more likely to see such structures juxtaposed against each other when considering the district as a whole.
- **Varying set-backs:** Like building scale, building set-backs are not uniform within the district. Set-backs vary from back-of-sidewalk to 100 feet or more. Individual street sections or blocks may exhibit uniformity of set-backs, but the district as a whole does not.
- **Rail Corridors and Pathways:** The history of the district is tied to the rail industry, the physical vestiges of which remain. In addition to the rail yard that occupies much of the western half of the district, remnants of spur lines extending to individual historical warehouses also remain intact. Where such spurs have been removed, the corridors remain evident in the curvature of buildings [Photograph 4] and open spaces paralleling loading docks. These landscape features very much reflect the historical development of the district. The presence of a historical railroad depot—Rio Grande Depot—in the district further serves to anchor the area’s railroad history despite the fact that the depot is now physically disconnected from any rail lines.

Materials

The materials used in construction of the historical building stock of the Warehouse District Boundary Increase reflect the changes in architectural trends and the differential availability of construction materials over time. While logs and adobe bricks represent the earliest construction materials used in buildings in the area, such materials were not identified in any of the extant building stock. These materials may well be present but are obscured by other types of cladding applied to the exteriors of the buildings.

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Brick (regular and striated) is by far the most common material applied to historical buildings in the study area and was used in both residential and commercial construction. Not surprising given the high number of warehouse and commercial buildings from the mid-20th century, concrete block is the second most common construction material. This is followed with far smaller examples of wood siding (e.g., drop/novelty, tongue-and-groove, shingle, shiplap, etc.), stone, corrugated metal, and concrete panels or cast-in-place concrete. Modern siding and veneers are present on the historical building stock and represent alterations to individual structures.

Architectural Types and Styles by Thematic Periods within the Period of Significance

The neighborhoods that comprise the Warehouse District Boundary Increase are among the oldest in Salt Lake City, being part of the original plat for the city. For the purpose of this district nomination, the history of the area during the period of significance is discussed in terms of four major development periods: Railroads and Outside Influences (1869-1899); Commercialization and Immigration (1900-1928); the Great Depression and World War II (1929-1945); and the Post-War Era (1946-1966). These periods are derived from the works of Meess³ and Ellis⁴ during the aforementioned reconnaissance levels surveys that documented and evaluated the resources of the Warehouse District Boundary Increase. The architectural types and styles reflected in the district are representative of the broader local and national architectural trends as they changed over time but also reflect the rather utilitarian nature of much of the area's building stock. These trends, as represented by the existing building stock in the district, are discussed below within the context of each of the four major development periods. Many of the commercial properties, especially warehouses and distribution centers built after 1920, as well as many of the residential buildings are vernacular structures constructed with function more in mind than style. This means many of the buildings lack any definable stylistic elements and represent simple box forms.

Railroads and Outside Influences (1869 to 1899)

Twenty (20) contributing and 9 non-contributing buildings dating to this period are present in the district. The mainline railroads and the first manifestation of the D&RGW rail yard were also completed during this period.

As with all periods, the building stock of this period is dominated by commercial structures, but single-family dwellings comprise a larger percentage of the contributing properties from this period than from other periods. Of the contributing dwellings, most are small structures in Victorian forms, especially central-block-with-projecting-bays forms and crosswings [Photographs 5 and 6]. These structures most commonly exhibit Classical and Victorian styles, as was common throughout the Salt Lake Valley during this period. A few walk-up apartments

³ Meess, 2013.

⁴ Ellis, 2015.

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and duplexes represent the rare multi-family dwellings from this period, and these, too, are adorned in variations of Classical and Victorian styles.

The commercial properties from this period were constructed toward the latter part of the period, during the 1890s. As with their residential counterparts, they most commonly reflect basic elements of Victorian style, such as arched window openings. Warehouses and 1-Part Block structures are the most common non-residential building forms representing the building stock of the study area during this period, though one industrial block structure is also present.

Commercialization and Immigration (1900 to 1928)

Within the district are 104 resources that date to the period from 1900 to 1928, including 76 contributing buildings, 26 non-contributing buildings, one contributing rail network, and one contributing park. This period represents the first of the two major construction booms in the area and the one most directly influenced by the spread of rail networks throughout the Salt Lake Valley after the completion of the Transcontinental Railroad. While the transcontinental rail connection was established in 1869, it took several decades for the web of connector railroads and spur lines to expand throughout northern Utah. An economic depression in the early 1890s also slowed the spread of the lines. However, by the turn-of-the-century, an extensive and healthy rail network wound its way through the western side of Salt Lake City, and an economic boom spurred on by success in the local mining industry and the establishment of the D&RGW railroad shops [Photograph 7] near 400 South and 700 West drew much residential settlement and new commercial construction to the area.

Commercial and public structures are the most common category of buildings in the study area from this period. 1-, 2-, and 3-Part Block forms and warehouses are, by far, the most common commercial building type from this era [Photographs 8 and 9]. Most exhibit simple stylistic elements captured under the category of 20th Century Commercial style; however, others, such as those along 200 South between West Temple and 200 West and those within the previously listed Warehouse District, exhibit strong elements of Victorian styles, particularly the Italianate style. These “high-style” buildings were all designed by trained architects, including noted architects Walter Ware, Alberto Treganza, Richard Kletting, and Samuel Whitaker, among others.

Although still comprising but a small percentage of the building stock of the district, residential structures from this period can be found. Like their predecessors, the few dwellings are primarily single-family homes in Victorian forms, such as crosswing, rectangular block, and central-block-with-projecting-bays forms. Not surprisingly, the dominant architectural styles applied to these dwellings are also of the Victorian era; Victorian Eclectic and Italianate are the most common definable styles. By the mid and latter part of the period, however, new residential forms began to appear along the Wasatch Front. These forms had their roots in trends in American architecture and included bungalows and period cottages. Unlike other neighborhoods of Salt Lake City where entire subdivisions of bungalows and period cottages sprang up along streetcar lines, such forms are relatively rare in the remaining historical building stock of the district. This

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reflects, in part, the shift away from residential construction to commercial construction that began in earnest in the neighborhoods of the district in the 1910s. Modern development, which has resulted in the demolition of many historical dwellings in the area as the popularity of the area for residential uses has waned in recent decades.

Several multi-family dwellings were also constructed in the district during the early part of this period, before the transition toward commercialization. Among the more interesting of these properties are the Covey Flats/La France walk-up apartment and rowhouses found along 300 South between 200 West and 300 West [Photographs 10 and 11]. Similar rowhouses and walk-up apartments dating to this period are found in the southern part of the district, which retains, perhaps, the largest remaining collection of residential structures in the area.

Among the public buildings from this period are several churches and a railroad depot. The churches include the Period Revival style Japanese Church of Christ at 268 West 100 South (NRIS # 82004144) [Photograph 12], the Byzantine style Holy Trinity Greek Orthodox Church at 279 South 300 West (NRIS # 75001816) [Photograph 13], and the Victorian Gothic LDS Fifth Ward chapel at 740 South 300 West (NRIS # 78002670) [Photograph 14]. The railroad depot—the D&RGW (Rio Grande) Depot (NRIS # 75001815) is a central-block-with-wings structure located at 300 South Rio Grande Street and designed by architect Henry S. Schlachs in Renaissance Revival and Beaux Arts styles [Photograph 15].

Great Depression and World War II (1929 to 1945)

Thirty-one (31) buildings documented in the district date to this period, including 22 contributing resources and 9 non-contributing resources. This is the second fewest buildings for any of the thematic periods established for the area. Of the 31 buildings, none are residential properties; all are commercial and public-use structures.

Extant commercial and public structures of this period reflect the austerity of the time. Identifiable forms include several late examples of 1- and 2-Part Block structures, while most represent either warehouses or buildings classified in Utah SHPO reconnaissance-level survey codes as other commercial/public forms [Photographs 16 and 17]. A handful of structures represent service bay/business forms, a new architectural type to appear in the building stock during this period; this form includes one or more large vehicle bays with adjoining office or workshop space. A majority of the buildings exhibit no definable style. Rather, they are simple utilitarian structures lacking adornment. One building, a service bay/business structure at 568 West 200 South, incorporates elements of World War II-Era Colonial Revival style typically found on residential architecture [Photograph 18]; this is the only building in the study area classified as this architectural style, with its narrow (non-existent) eaves combined with symmetrical fenestration. This period also saw the introduction of the Art Moderne style to the area. A single Art Moderne building from this period is present in the district at 554 South 400 West [Photograph 19].

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Post-War Era (1946 to 1966)

One-hundred-eleven (111) buildings in the district date to this period, which represents the second of the two major construction booms in the area. Of these, 78 are considered contributing resources and 33 are considered non-contributing resources. All but two of the documented properties represent commercial or public uses. The two residential properties—both of which are considered non-contributing resources—represent undefined architectural forms exhibiting Late 20th Century: Other architectural styles.

Despite their large numbers, non-residential buildings of this period largely represent a narrow range of warehouse, other commercial/public, and service bay/business forms. Warehouses of this period differ from their corollaries of the preceding periods in that rather than being aligned to accommodate loading and unloading from rail cars, they were designed to accommodate individual semi-trailer loading either through a series of individual loading bays or individual stalls along communal loading docks [Photograph 20]. Specialty buildings, such as railroad engine repair shops [Photograph 21] and personal storage units also appear in the contributing building stock, as do structures such as motel courts and service/gas stations that were designed to cater to the rising automobile culture of the post-war period.

Architectural styles represented in the area's building stock during this period are dominated by what is classified as Post-WWII: Other style, with Late 20th Century: Other styles, including Mansard, Contemporary, and general Late 20th Century aesthetic treatments, being second most common. As with the preceding period, many of the commercial buildings are utilitarian in form and lack any semblance of high-style design. Rare exceptions include the buildings at 501 West 700 South, 540-560 South 300 West [Photograph 22], 726 South 400 West [Photograph 23], which exhibit Art Deco and Art Moderne styles in gradations from subtle influence to high design.

Historic Structures and Sites

One historic structure and one historic site are included in the district as contributing resources. The historic structure is a discontinuous network of railroad spurs that were part of the D&RGW Railroad system near their Salt Lake City rail yard and served the historical warehouses and manufacturing facilities that developed adjacent to the yard [Photograph 24]. These spur lines—mostly constructed during the late 1800s and early 1900s—are a direct reflection of the influence the railroad had on the development of the Warehouse District and the area of the boundary increase.

The historic park/fort site the Pioneer Park/Old Pioneer Fort site, which was listed on the National Register in 1974 (NRIS # 740001938) [Photograph 25]. The park property, bounded by 300 West, 400 West, 300 South, and 400 South, was the site of the first pioneer fort constructed after the initial settlement of Salt Lake City in 1847. By 1890, the fort had been abandoned and demolished, and the land was converted to park uses. It is for its function as a park that this site

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is contributing to the Warehouse District. The park soon became a community gathering spot for those living nearby, including the ethnically diverse residents of the Warehouse District neighborhood. The park was only one of five city parks at the time and the only one located near the western part of the city. In the early 1900s, against the backdrop of labor organizing (i.e., unionization) the park served as a venue for protests for workers in the nearby D&RGW and Union Pacific rail yards.

Summary

A total of 55 percent of properties within the Warehouse District Boundary Increase are considered contributing resources, including the properties of the existing Warehouse District. This reflects strong retention of historical integrity of location, design, materials, and workmanship within the array of historical resources present in the area. As a district, the area retains integrity of setting, feeling, and association as a late-1800s to early-1900s working class and industrial neighborhood heavily influenced by the railroad industry. The collective integrity of the area has been compromised to a minor degree by the recent construction of several large scale mixed use developments, but such changes do not affect the continuity of the district as defined by the selected boundaries. The contributing resources reflect the influences of the railroad and the four distinct development periods within the overall period of significance.

8. Statement of Significance

Applicable National Register Criteria

(Mark "x" in one or more boxes for the criteria qualifying the property for National Register listing.)

- A. Property is associated with events that have made a significant contribution to the broad patterns of our history.
- B. Property is associated with the lives of persons significant in our past.
- C. Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.
- D. Property has yielded, or is likely to yield, information important in prehistory or history.

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Criteria Considerations

(Mark "x" in all the boxes that apply.)

- A. Owned by a religious institution or used for religious purposes
- B. Removed from its original location
- C. A birthplace or grave
- D. A cemetery
- E. A reconstructed building, object, or structure
- F. A commemorative property
- G. Less than 50 years old or achieving significance within the past 50 years

Areas of Significance

(Enter categories from instructions.)

ARCHITECTURE
COMMERCE
INDUSTRY
TRANSPORTATION
SOCIAL HISTORY

Period of Significance

1869-1966

Significant Dates

1869
1929
1945
1966

Significant Person

(Complete only if Criterion B is marked above.)

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Cultural Affiliation

Architect/Builder

Ware, Walter E.
Treganza, Alberto O.
Kletting, Richard K.A.
Dart, David C.
Whitaker, Samuel T.
Paul, William
Cannon, Lewis T.
Fetzer, John
Kahn, Albert
Schlachs, Henry S.

Statement of Significance Summary Paragraph (Provide a summary paragraph that includes level of significance, applicable criteria, justification for the period of significance, and any applicable criteria considerations.)

The original Warehouse District was listed on the National Register in 1982 and included 16 buildings with a somewhat undefined period of significance from approximately 1890 to 1927. The original district boundary encompasses a roughly 1-block area straddling 200 South between 300 West and 400 West in Salt Lake City. Of the 16 buildings in the original district, 15 were determined to be contributing resources, and one was listed as a non-contributing resource. As noted previously, the additional information presented in this boundary increase nomination documents that the previously identified non-contributing resource (358 West 200 South) has been demolished, and that two of the previously listed contributing resources—357 West 200 South and 380 West 200 South—are now considered non-contributing resources due to significant physical alteration subsequent to the listing of the original district.

The areas of significance for the existing/original district are not well-defined in the MRA record that served as the basis for the original Warehouse District listing, nor does the MRA establish any defined contexts for the district. The MRA, which described several potential small districts, notes the areas of significance for the MRA itself as architecture, commerce, industry, politics/government, religion, transportation, and “other” without specifically identifying the relevant themes for the Warehouse District. However, the MRA describes the original Warehouse District as being significant as “a well-preserved cluster of warehouse buildings that convey a sense of the impact of the coming of the railroad in Salt Lake City.”⁵ This statement

⁵ McCormick, John S. and Diana Johnson. 1982. Salt Lake City Business District Multiple Resource Area (Partial Inventory: Historic and Architectural Properties). National Register of Historic Places Inventory – Nomination Form. Retrieved September 10, 2015 from National Register of Historic Places Information System: <http://focus.nps.gov/pdfhost/docs/NRHP/Text/64000872.pdf>

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effectively indicates the district was considered eligible for listing under Criteria A and C. The additional information provided here for the boundary increase more clearly defines the areas of significance applicable to both the existing district and the additional properties within the expanded boundary. It also expands the period of significance for the expanded district from ca. 1890 to 1927 to 1869 to 1966.

The Warehouse District Boundary Increase is also significant under Criteria A and C. As noted, the period of significance for the expanded district is extended from the relatively narrow period represented by the original district and begins in 1869 with the completion of the Transcontinental Railroad, which greatly influenced the development of the area, and ends in 1966, the current end of the historical period (i.e., 50 years ago). Under Criterion A, the district has local significance in the areas of Social History, Commerce, Industry, and Transportation for the direct association of the district with the railroad industry and the commercial and residential development it spurred along the west side of Salt Lake City. With the completion of the Transcontinental Railroad came an immediate proliferation of other mainlines and spur lines to connect the communities and industrial centers of the West to the rest of the nation. Two of these mainline systems—the Denver & Rio Grande Western Railroad (D&RGW) and the Union Pacific Railroad (UPRR)—extended through what was, at the time, the western fringe of Salt Lake City. Shortly after, the D&RGW established regional maintenance shops and a rail yard for their Utah subdivision in the west Salt Lake City area, in the heart of the Warehouse District Boundary Increase. The UPRR also established a rail yard just beyond the northern edge of the district. The railroad mainlines are included in the district as contributing archaeological resources. The presence of the shops and yards drew many immigrants to the area in search of work. A large number of these immigrants had countries of origin that were quite different from the predominant northern European ancestry of Salt Lake City's earliest settlers. The ethnic minority immigrants settled on the west side of the city, near the rail yard and maintenance shops in which they labored. The neighborhood became one of the largest and most diverse ethnic enclaves in the city. A web of railroad spur lines appeared in the area as commercial interests took advantage of the proximity of the mainline railroads to establish manufacturing and distribution (warehouse) sites with easy and immediate rail access to both regional and national markets. Although the manner of transporting industrial goods and freight shifted in the years after World War II and the rise of long-haul trucking, manufacturing and distribution remained a major land use in the district. Railroading also retains its influence on the development and use of the area with a commuter rail hub and rail yards still present within the district.

The district is also significant at the local level under Criterion C for its architectural integrity and its reflection of the four major periods of development influenced by the railroad industry and its role in the economy of the area. The building stock of the area represents both high-style and vernacular architectural trends in Utah and stands as a testament to the economic differences of the commercial interests that could invest in architect-designed buildings and the laborers who could not. It also reflects the largely utilitarian nature of the freight and distribution industry, where investments in ornate architecture yielded to functional efficiency. As a collective body of

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architectural resources, the buildings of the district illustrate the shifting focus of the area from an initially balanced distribution of both residential and commercial/industrial properties to one of predominantly commercial/industrial uses. Small, isolated pockets of historical dwellings are scattered throughout the central and northern portions of the district, while the southern portion of the district is the only area to have retained its historical dwellings in any large concentration. Additionally, the relatively large number of historical warehouse buildings compared to other areas of Salt Lake City lends a unique composition to the architectural make-up of the district and lend the district its name.

Narrative Statement of Significance (Provide at least **one** paragraph for each area of significance.)

The additional documentation presented herein for the boundary increase expands the period of significance for the Warehouse District beyond the relatively narrowly defined period of ca. 1890 to 1927 for the original district. It also more precisely defines the areas or themes of significance beyond those alluded to in the original MRA listing but discussed in detail.

As noted above, the Warehouse District Boundary Increase is significant under Criterion A for its direct association with the railroad industry and its influence on the economic development and ethnic diversity of Salt Lake City. The historical significance of the district under Criterion A falls under the thematic areas of Social History, Commerce, Industry, and Transportation. While in some historic districts these themes may stand individually on their own, in the Warehouse District Boundary Increase area they are intertwined, no one theme separable from the others. This is due to the manner in which the arrival and expansion of railroads in the area spurred industrial and commercial development, which enticed large numbers of ethnic minorities to immigrate to Utah and settle in the neighborhoods that now comprise the district.

The district is also significant under Criterion C for its diverse collection of architectural resources that reflect both Utah's adoption of national trends but also the unique development of the area that included both high- and "low-" style architecture as well as small residential buildings juxtaposed against large industrial and commercial structures.

The historical and architectural significance of the district are discussed in more detail below in the context of the four major development periods that shaped the district and comprise its period of significance.

Railroads and Outside Influences (1869-1899)

Under Criterion A during this contextual period, the significant themes for the district are Transportation, Industry, Commerce, and Social History due to the arrival of the railroad and the attendant rise of local industry that drew a more diverse population of immigrants to Salt Lake

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City than had resided here during the early settlement period. The information below describes the manner in which these areas of significance manifested themselves in both the neighborhood of the Warehouse District. Under Criterion C during this contextual period, the area of significance of Architecture began to manifest itself in the appearance of new industrial and commercial property types and architectural styles along the western fringe of Salt Lake City.

Salt Lake City and the Utah territory changed dramatically with the arrival of the railroads. The Transcontinental Railroad was completed in 1869 at Promontory Point, well north of Salt Lake City. Other railroads were soon constructed through Utah, and Salt Lake City became a hub for regional and national trade. The arrival of the railroads also spurred the development of industry and commerce within Salt Lake City. Railroads connected the city to the rest of the country, opening it up to new people, ideas, and goods. Many immigrants began to arrive, including gentiles (non-Mormons) and Mormon converts from European countries. The population of Salt Lake City boomed, increasing by nearly 62 percent between 1870 and 1880, the third highest growth rate in the city's history;^{6, 7} the subsequent two decades showed a comparably impressive level of growth in the city as well. The growing population required that the city support densities much greater than those envisioned in the Plat of Zion. Providing for increased density caused disruptions to the original plat, with the addition of new streets and subdivision of larger existing lots.

As the population grew, the city's infrastructure grew along with it. By the 1870s, a horse-drawn streetcar system had been established over a few miles of roads in downtown Salt Lake City, east of the current survey area. Over the next 20 years, the streetcar system developed into an extensive complex of electrical trolleys operated along parallel lines by competing companies. At its apex shortly after the turn-of-the-century, the system provided passenger service to most of the Salt Lake Valley. By 1891, multiple trolley/streetcar routes passed through the neighborhoods comprising the Warehouse District Boundary Increase. Interurban rail lines serving communities north and south also entered Salt Lake City in these neighborhoods, and the area played host to the depots of various national rail lines, including the UPRR and D&RGW.

The availability of public transit, the influx of new people and access to national markets and aesthetics, and the wealth accruing to both Mormon and non-Mormon businessmen and mining magnates in the burgeoning economy had a profound effect on both the density and type of land use in the Warehouse District Boundary Increase area and on its building stock. As wage labor and commercial access to food products grew, Salt Lake City's dependence on an agrarian lifestyle waned. Many of the larger lots in the eastern and southern portions of the district were subdivided to provide for residential development of block interiors. Multi-family housing also increased in number in these areas as population density increased along with the easy transit access to employment in downtown Salt Lake City and elsewhere in the valley. Elsewhere in the area, industrial and commercial development proliferated.

⁶ Power, Allan Kent. 1994. Population. In *Utah History Encyclopedia*, edited by Allan Kent Powell, pp. 431-438. University of Utah Press, Salt Lake City.

⁷ Moffat, Riley. 1996. *Population History of Western U.S. Cities & Towns, 1950 to 1990*. Scarecrow Press, Lanham.

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The arrival of the railroads had a significant impact on the form of Salt Lake City. Former residential areas gradually transformed into industrial and commercial areas. This was especially true of the western portion of the city, which included the new rail lines. Commercial and industrial uses developed rapidly in this area, which soon became known as the West Side, and it developed as a more distinct neighborhood apart from the rest of the city. Cooper/Roberts Architects describe the transformation, noting “this area so clearly devoted to commerce and industry became a separate zone of the city... already separate and distinct visually and in sense of purpose from the rest of the city.”⁸

Several prominent rail lines were extended through the district during this period, including the Utah Central Railroad along 400 West and the Utah & Northern Railroad along 500 West. Both lines later became part of the UPRR’s Oregon Short Line rail system).⁹ The Salt Lake & Fort Douglas Railroad also ran through the area, along 800 South. This line was built in 1883 and removed by 1897.¹⁰ The presence of the rail lines was only part of the changing landscape of the developing west side of Salt Lake City. In addition to the tracks, railroad companies, including the UPRR and D&RGW, constructed large rail yards and maintenance facilities in the heart of the area, turning Salt Lake City into a major railroad hub for the western United States. These facilities brought a decidedly industrial feeling to the area. The D&RGW shops and yard are located in the heart of the Warehouse District Boundary Increase, whereas the UPRR yard is located just beyond the northern district boundary.

As railroads were built through the area during the late 1800s, commercial and industrial uses also developed. Sanborn Fire Insurance Company (Sanborn) maps from 1889 provide detailed illustration of the northern and central portions of the district but not the southern part of the district, indicating development density in that area was still sufficiently light at the time to not warrant detailed mapping. For those areas addressed in detail, the maps depict predominantly single-family residential development in the northern and east-central parts of the district with light commercial development along 200 West and 400 West. Blocks of higher density residential development, including apartments and rowhouses, were scattered around this area as well. The central and western portion of the area was dominated by railroad-related development, and the southern portion of the mapped area (which ends at about 450 South) showed a much greater diversity of residential, commercial, and railroad uses.

⁸ Cooper/Roberts. 1992. *Salt Lake City West Side Reconnaissance Survey*. Cooper/Roberts Architects, Salt Lake City.

⁹ Strack, Donald. 2011. *Oregon Short Line & Utah Northern Railway (OSL&UN) (1889-1897)*. Retrieved March 12, 2013, from Utah Rails: <http://utahrails.net/up/oslun-1889-1897.php>

¹⁰ Strack, Donald. 2010. *Salt Lake & Fort Douglas Railway (1883-1897)*. Retrieved September 1, 2015 from Utah Rails: <http://utahrails.net/utahrails/slfd-1883-1897.php>

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By 1898, the southern part of the district had developed enough to be included on the Sanborn maps.¹¹ These maps illustrate the changing character of the area from low-density, agrarian development to higher density single-family and multi-family dwellings on small lots. Commercial and industrial uses were interspersed with residential areas. Notable businesses of the time included ice, beer, vinegar, and soap companies, as well as a brick factory and the Salt Lake Rapid Transit Company's repair shed. Rail sidings were constructed from the rail lines to serve these new uses. The alignment of the sidings contrasts with the regular street grid. Sidings curve away from the main lines and penetrate the block interiors, interrupting the regular pattern of streets, blocks, and lots. The street grid was also altered by the addition of streets and mid-block alleys.

In addition to illustrating the changing built environment in Salt Lake City at the close of the 1800s, the 1898 Sanborn maps reflect the growing ethnic and religious diversity that occurred as part of the city's industrialization and connection to the rest of the nation through railroads. For example, where for decades the maps had only identified LDS Church (i.e., Mormon) ward houses in the area, by 1898 they depicted religious institutions to serve other faiths, such as the American Methodist Episcopal church.

Commercialization and Immigration (1900-1928)

Under Criterion A during this contextual period, the significant themes of Transportation, Industry, Commerce, and Social History persist through the expansion of the railroad network and rail yards in and through the district and the associated increase in the number of manufacturing, warehouse, and other distribution facilities that developed along the web of railroad spur lines. Labor brokers specifically contracted by the railroad companies and other industrial entities brought hundreds of southern European, Syrian, Latin American, and other immigrants to the neighborhood, where they established small, ethnic enclaves. Under Criterion C during this contextual period, the area of significance of Architecture is reflected in the first major construction boom to occur in the district and the increase in the variety of building types and styles, including a greater mixture of commercial and residential properties than would be seen in subsequent periods. Also during this period, the unique architecture of warehouses and distribution centers dependent on the rail network for transportation of freight and supplies became fully manifest.

During the early twentieth century, Salt Lake City continued to emerge as a major regional center, attracting many new businesses and residents. Different land uses increasingly occurred in distinct zones of the city. Downtown became predominantly commercial. The West Side, with its proximity to the railroads, continued to transform from residential and agricultural uses to industrial and distribution (warehouse) uses. Residential development occurred primarily to the

¹¹ Sanborn Fire Insurance Company. 1898. *Sanborn, Salt Lake City, 1898*. Retrieved March 12, 2013, from J. Willard Marriott Library, University of Utah: <http://content.lib.utah.edu/cdm/search/collection/sanborn-jp2/searchterm/sanborn%20salt%20lake%20city%201898/>

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south and east of the Warehouse District Boundary Increase area. During this period, Salt Lake City's modern form emerged: a dense commercial core downtown, industrial uses along the railroads, and residential subdivisions to the south and east.

As the city's population grew, multiple waves of immigration brought increasingly diverse residents to Salt Lake City. Many immigrants came from southeastern Europe, notably from Italy and Greece, while others came from Japan and Syria.¹² As immigrants arrived in Salt Lake City, several distinct ethnic neighborhoods emerged. Most were located the western edge of the downtown area and on the West Side. In addition to residences, these neighborhoods provided goods, services, and institutions for different immigrant groups.¹³ These distinct ethnic neighborhoods persisted through the end of World War I. After the war, immigration slowed, and the neighborhoods began to break up.¹⁴

The Polk Directories for Salt Lake City reflect the diversity of immigrants living in the district during this period. Directories published in 1930, shortly after the end of the Commercialization and Immigration period, show that residents of this area had surnames of predominantly British, Norwegian, Latin American or Spanish, and Syrian origin.¹⁵ The directories also indicate that many of the residents of the ethnic neighborhoods worked in the nearby industrial centers, particularly in the railroad yards, while other worked as general laborers, drivers and chauffeurs, and mechanics, among other professions.¹⁶ With a few exceptions, residents of the area primarily represented the labor or working class.

The increasing population size and diversity was reflected in the public structures of the district. For example, in 1910, the Fifth LDS Ward constructed a new meetinghouse—which still stands today at 740 South 300 West—to accommodate the size of the congregation. The Greek Orthodox Church building at 528 West 400 South was also abandoned during this period in favor of a larger building at 439 West 400 South that could better serve its growing congregation.

More rail sidings were constructed in the study area during this period, providing easy access to transportation for both people and freight. The sidings resulted in distinctive building forms, which have angled or curved walls to accommodate the paths of the sidings. Although most sidings have been removed, several buildings with this distinctive form remain standing in the district, and the former paths of the sidings remain as vacant corridors between buildings and down what now appear as alleys.

As the rail network expanded and the ethnic neighborhoods added commercial and public services, the built environment of the neighborhoods began to transform into one of much more intermixed residential and non-residential structures. Although some areas, particularly portions of the southern part of the district, remained solidly residential, historical maps suggest the rest

¹² Cooper/Roberts. 1992.

¹³ Ibid.

¹⁴ Ibid.

¹⁵ R.L. Polk & Company. 1930. *Polk's Salt Lake City Directory*. Salt Lake City: R.L. Polk of Utah.

¹⁶ Ibid.

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of the district saw an increase in non-residential buildings constructed amidst small cottage dwellings.¹⁷

The 1911 Sanborn maps also show that some blocks in the southern part of the district were partially cleared of all previous structures, most of which had been single-family dwellings.¹⁸ On these blocks, former residences were removed or demolished but not always replaced with new structures. The cleared blocks were typically occupied by large-scale industrial facilities, some of which required extensive yards for their operations. The maps also suggest a trend toward changes in lot sizes throughout the district, with smaller, former residential lots being combined to create larger lots, presumably more attractive to commercial or industrial developers.

Great Depression and World War II (1929-1945)

Under Criterion A during this contextual period, the significant themes of Transportation, Commerce, and Industry are the most dominant. The area of Social History became less prominent as the area transitioned from one of mixed residential and commercial uses to one of largely commercial and industrial uses. That is, the ethnic enclaves that had developed during the earlier periods began to disband as the area transitioned away from residential uses. Under Criterion C during this contextual period, the area of significance of Architecture is reflected in the appearance of new building types, especially those that appeared during the latter part of the period in response to the initial rise of automobile culture during World War II. These new building forms include those with service bays, parking lots to accommodate vehicles, and loading docks designed to be served by trucks rather than trains.

The rapid development that characterized much of the late nineteenth and early twentieth centuries in Salt Lake City slowed abruptly with the onset of the Great Depression. As with the rest of the country, poverty and unemployment in Salt Lake City soared during the 1930s. Not surprisingly, very little new construction occurred during the years of the Great Depression. New construction starts were rare, and many retail operations struggled to survive.

Federal programs such as the Works Progress Administration helped provide employment on public works and construction projects to help alleviate the difficulty caused by the economic collapse. Additionally, “federal programs of the New Deal helped Salt Lake City recover from the depression by stimulating industrial expansion, and expanding commercial activities through the investment of large amounts of federal monies.”¹⁹ Though it is unclear whether any specific New Deal programs were implemented in the district, it is likely that some form of investment occurred given the heavily industrial nature of the area and the programs’ emphasis on expanding industrial and commercial payrolls.

¹⁷ Sanborn Fire Insurance Company. 1911. *Sanborn, Salt Lake City, 1911*. Retrieved March 12, 2013, from J. Willard Marriott Library, University of Utah:
<http://content.lib.utah.edu/cdm/search/collection/sanborn-jp2/searchterm/sanborn%20salt%20lake%20city%201911/>

¹⁸ Ibid.

¹⁹ Cooper/Roberts. 1992.

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World War II brought hardship but also the beginning of economic recovery for the Salt Lake Valley. The extensive railroad network in the Warehouse District Boundary Increase area made Salt Lake City a strategic location for federal military operations; activities at Fort Douglas—on the northeast bench of the city—were expanded and defense industry facilities were constructed along the Wasatch Front, including several a few miles from the district. The expansion of the defense industry created many jobs in the region, and the local economy began to grow again.

Economic growth spurred by World War II contributed to increased construction in the Warehouse District Boundary Increase area during the early 1940s. This included substantial new construction at the D&RGW rail yard in the west-central portion of the district. The D&RGW shops had been largely destroyed by fire in early 1938. Due to the Great Depression, the company had delayed plans for reconstruction until the economic resurgence of World War II and the demand for rail service in support of the war effort made rebuilding not only financially feasible but a political and social imperative. The new D&RGW shops were constructed to replace the ones destroyed in the fire as well as to accommodate the changing of train locomotives from steam to diesel operation and the increased war-time demand for more trains.

Historical maps suggest the booming war-time economy led many commercial operations in the district to expand their buildings and new businesses to move into the area. This commercial and industrial growth in the district served to further shift the complexion of the northern part of the district to one of predominantly non-residential uses. Industrial and commercial facilities also increased in numbers in the south half of the district, but small enclaves of residential properties persisted, particularly in the area between 700 South and 900 South from 200 West to 400 West. Many residents of the district are believed to have relocated to the newer streetcar suburbs of south-central Salt Lake City, where working class neighborhoods sprang up away from the gritty environs of the industrial sector.

Post-War Era (1946-1966)

Under Criterion A during this contextual period, the district is significant under the areas of Transportation, Commerce, and Industry. The area of Transportation during this period is represented by both rail transportation and automobile transportation and the social and economic shift from an economy and culture based in rail transport to one based in automobiles, both private and commercial. That is, as the culture of America shifted toward one more centered around the automobile, the commercial and industrial use of the Warehouse District area adapted to new ways of transporting goods and new ways for consumers to access those goods. Under Criterion C, the district is still significant under the area of Architecture for the building types, particularly among manufacturing, warehouse, and distribution facilities, that were designed specifically to accommodate the automobile (e.g., semi-trailer) freight shipping. These buildings reflect the height of the transition away from freight rail transportation during the historic period.

The Post-War Era in Salt Lake City was one of continued economic prosperity and residential and commercial expansion. Although the boom years of the war-time economy had passed,

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modern manufacturing and building techniques that came out of the war experience combined with thousands of returning soldiers ready to start families in houses of their own.

The post-war housing boom did not occur in the Warehouse District Boundary Increase area the way it did in the suburbs surrounding the district. Rather, more residents moved out of the district and into these new suburbs, paving the way for the demolition of many dwellings in favor of commercial structures. The rare new residential construction that did occur appeared as infill projects.

Automobile use became widespread during the Post-War Era, altering the form of development in Salt Lake City. The construction of the interstate highway system, beginning in the late 1950s, allowed for increased urban sprawl; I-15 was constructed along the western edge of the district during this time and both physically and socially separated the district from more residential neighborhoods to the west. With the completion of the interstate system and increasing affordability of personal vehicles, those who worked in Salt Lake City were able to move to suburban communities elsewhere and commute to work in the city.

The construction of the interstate also affected industrial areas of the Warehouse District Boundary Increase. In addition to rail access, many businesses gained easy access to the new highway. The highway system continued to facilitate access and ease of transportation for businesses near I-15, and the flexibility of long-haul shipping via semi-trucks compared to the rigid routes of rails led to a decline in activity at the D&RGW rail yard in the western part of the district.

Sanborn maps from 1950 suggest that commercial operations in the district became increasingly focused on distribution and heavy industry during the Post-War Era.²⁰ Notably, they included metal and machinery companies, lumber and coal yards, and warehouses. Smaller-scale businesses still existed amidst the larger commercial complexes, and businesses specifically serving automobile owners, such as service stations and mechanics garages, sprang up along the major roadways through the district, including 300 West, 400 South, and 900 South.

Summary

The historical resources of the Warehouse District Boundary Increase directly reflect the significant influence of the late 1800s and early 1900s railroad networks that occupied the west side of Salt Lake City. These resources represent both the railroads themselves and the commercial and residential developments they spawned. The historical buildings of the district illustrate the adoption and adaptation of national architectural trends within Salt Lake City as well as the development of vernacular and utilitarian architecture indicative of the working class and industrial nature of the neighborhoods. In no other locations in Salt Lake City does the

²⁰ Sanborn Fire Insurance Company. 1950. *Sanborn, Salt Lake City, 1950*. Retrieved March 12, 2013, from J. Willard Marriott Library, University of Utah: <http://content.lib.utah.edu/cdm/search/collection/sanborn-jp2/searchterm/salt%20lake%20city%201950/>

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combination of the historical railroad network and the unique patterns of land development they prompted exist in such a readily identifiable way as in the Warehouse District Boundary Increase.

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_____. 1911. *Sanborn, Salt Lake City, 1911*. Retrieved March 12, 2013, from J. Willard Marriott Library, University of Utah: <http://content.lib.utah.edu/cdm/search/collection/sanborn-jp2/searchterm/sanborn%20salt%20lake%20city%201911/>

Warehouse District (Boundary Increase &
Additional Documentation)
Name of Property

Salt Lake County, Utah
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_____. 1950. *Sanborn, Salt Lake City, 1950*. Retrieved March 12, 2013, from J. Willard
Marriott Library, University of Utah:
[http://content.lib.utah.edu/cdm/search/collection/sanborn-
jp2/searchterm/salt%20lake%20city%201950/](http://content.lib.utah.edu/cdm/search/collection/sanborn-jp2/searchterm/salt%20lake%20city%201950/)

Strack, Donald. 2010. *Salt Lake & Fort Douglas Railway (1883-1897)*. Retrieved September
1, 2015 from Utah Rails: <http://utahrails.net/utahrails/slfd-1883-1897.php>

_____. 2011. *Oregon Short Line & Utah Northern Railway (OSL&UN) (1889-1897)*.
Retrieved March 12, 2013, from Utah Rails: <http://utahrails.net/up/oslun-1889-1897.php>

Previous documentation on file (NPS):

- preliminary determination of individual listing (36 CFR 67) has been requested
- previously listed in the National Register
- previously determined eligible by the National Register
- designated a National Historic Landmark
- recorded by Historic American Buildings Survey # _____
- recorded by Historic American Engineering Record # _____
- recorded by Historic American Landscape Survey # _____

Primary location of additional data:

- State Historic Preservation Office
 - Other State agency
 - Federal agency
 - Local government
 - University
 - Other
- Name of repository: _____

Historic Resources Survey Number (if assigned): _____

Warehouse District (Boundary Increase &
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10. Geographical Data

Acreage of Property 544

Use either the UTM system or latitude/longitude coordinates

Latitude/Longitude Coordinates

Datum if other than WGS84: _____

(enter coordinates to 6 decimal places)

- | | |
|--------------|------------|
| 1. Latitude: | Longitude: |
| 2. Latitude: | Longitude: |
| 3. Latitude: | Longitude: |
| 4. Latitude: | Longitude: |

Or

UTM References

Datum (indicated on USGS map):

NAD 1927 or NAD 1983

- | | | |
|-------------|-----------------|-------------------|
| 1. Zone: 12 | Easting: 423070 | Northing: 4513434 |
| 2. Zone: 12 | Easting: 423446 | Northing: 4513434 |
| 3. Zone: 12 | Easting: 424073 | Northing: 4513371 |
| 4. Zone: 12 | Easting: 424140 | Northing: 4513371 |
| 5. Zone: 12 | Easting: 424306 | Northing: 4513298 |
| 6. Zone: 12 | Easting: 424546 | Northing: 4513059 |
| 7. Zone: 12 | Easting: 424546 | Northing: 4512807 |
| 8. Zone: 12 | Easting: 424064 | Northing: 4512813 |
| 9. Zone: 12 | Easting: 424064 | Northing: 4512086 |

Warehouse District (Boundary Increase & Additional Documentation)

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Name of Property	County and State	
10. Zone 12	Easting: 424064	Northing: 4511847
11. Zone 12	Easting: 424064	Northing: 4511123
12. Zone 12	Easting: 423622	Northing: 4511017
13. Zone 12	Easting: 423249	Northing: 4511390
14. Zone 12	Easting: 423152	Northing: 4511841
15. Zone 12	Easting: 422925	Northing: 4512589
16. Zone 12	Easting: 422901	Northing: 4512913

Verbal Boundary Description (Describe the boundaries of the property.)

The district is roughly bounded by I-15, 50 South, West Temple Street, 300 West, and 1000 South.

The western and southern boundaries are the simplest, with the western boundary following the eastern right-of-way line of Interstate 15 (I-15). The southern boundary follows the northern right-of-way line of the West Temple on-ramp to southbound I-15 between the interstate and the centerline of 300 West. These boundaries separate the Warehouse District Boundary Increase from distinctively different types of neighborhoods to the west and south.

The northern boundary was established to include as many related resources as possible while excising several large-scale modern retail and mixed use developments unrelated to the themes and periods of significance for the boundary increase. The northern boundary begins at the east right-of-way line of I-15 and extends east along the centerline of Dansie Drive (essentially 50 South) to a point just east of 600 West. It then turns south, encompassing a series of properties along the east side of 600 West and north of 100 South. At 100 South, the boundary becomes the centerline of 600 West and continues south to a point just north of 200 South. The boundary then heads east, encompassing the properties along the north side 200 South between 500 West and 600 West. The boundary then shifts to the centerline of 200 South and continues east to the centerline of 400 West. At 400 West, the northern boundary turns to the north, following the centerline of 400 West to the centerline of 100 South. It then extends a short distance to the west along 100 South to capture historic resources on the southeast corner of this intersection before turning south again and extending to the middle of the block between 100 South and 200 South. From here, the boundary turns east to the centerline of 300 West and then north to a point just north of 100 South. At this location, the boundary turns east to include two buildings on the northeast corner of the intersection and then follows the centerline of 100 South to the east to the centerline of 200 West. At 200 West, the boundary heads south to the centerline of 200 South and then east along 200 South

Warehouse District (Boundary Increase &
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to the centerline of West Temple Street. This northern boundary configuration was specifically selected to exclude several large modern developments with construction dates outside the period of significance for the boundary increase.

The eastern boundary begins at the centerline of the intersection of West Temple Street and 200 South and extends south to the centerline of 300 South. From here it heads west along 300 South to a point near the center of the block between 200 West and West Temple Street. Here, the boundary heads south to the north side of several properties along the north side of 400 South and then turns west to the centerline of 200 West before heading north to rejoin the centerline of 300 South. This “jog” in the boundary was included to encompass several contributing commercial properties on the southeast corner of the intersection of 300 South and 200 West. From the centerline of this intersection, the boundary extends west along 300 South to the centerline of 300 West where it turns to the south and continues along the centerline of 300 West to the centerline of 600 South. At 600 South, the boundary extends to the west to a point just east of 500 West. It then turns south, extending along the eastern property lines of properties located along the east side of 500 West between 600 South and 700 South. At approximately the middle of this block, the boundary turns to the east and extends to the centerline of 400 West, where it turns south and continues to the centerline of 700 South. At 700 South, the boundary extends east to the centerline of 300 West and then continues to the south to where it joins the southern district boundary at the northern right-of-way line of the West Temple Street on-ramp to I-15.

Boundary Justification (Explain why the boundaries were selected.)

Several factors were considered in selecting the boundary for the district increase, including maximizing the number of in-period and contributing resources related to the period and areas of significance while minimizing the number of resources that were out-of-period or otherwise unrelated to the areas of significance. Ease of district management was also taken into consideration; simpler boundaries are easier to apply in municipal planning and zoning than complicated and irregular boundaries. The boundary established in this nomination encompasses those portions of the historic Warehouse, Granary, and Depot neighborhoods that retain a high degree of historic integrity and contain resources directly related to the themes and period of significance for the district. The boundary was intentionally drawn, particularly in the northern and eastern portions of the district to exclude several large-scale modern developments and concentrations of modern buildings now present in these neighborhoods and unrelated to the themes and periods of significance of the district.

Warehouse District (Boundary Increase &
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11. Form Prepared By

name/title: Sheri Murray Ellis / Owner/Consultant
organization: Certus Environmental Solutions (for Salt Lake City Corporation)
city or town: Salt Lake City state: Utah zip code: 84103
e-mail sheri@certussolutionsllc.com
telephone: 801.230.7260
date: November 17, 2015

Property Owner information:

(Complete this item at the request of the SHPO or FPO.)

Name Multiple
Address _____
City or Town _____ State _____ Zip code _____
Telephone/email _____

Paperwork Reduction Act Statement: This information is being collected for applications to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C.460 et seq.).

Estimated Burden Statement: Public reporting burden for this form is estimated to average 100 hours per response including time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Office of Planning and Performance Management, U.S. Dept. of the Interior, 1849 C. Street, NW, Washington, DC.

Additional Documentation

Submit the following items with the completed form:

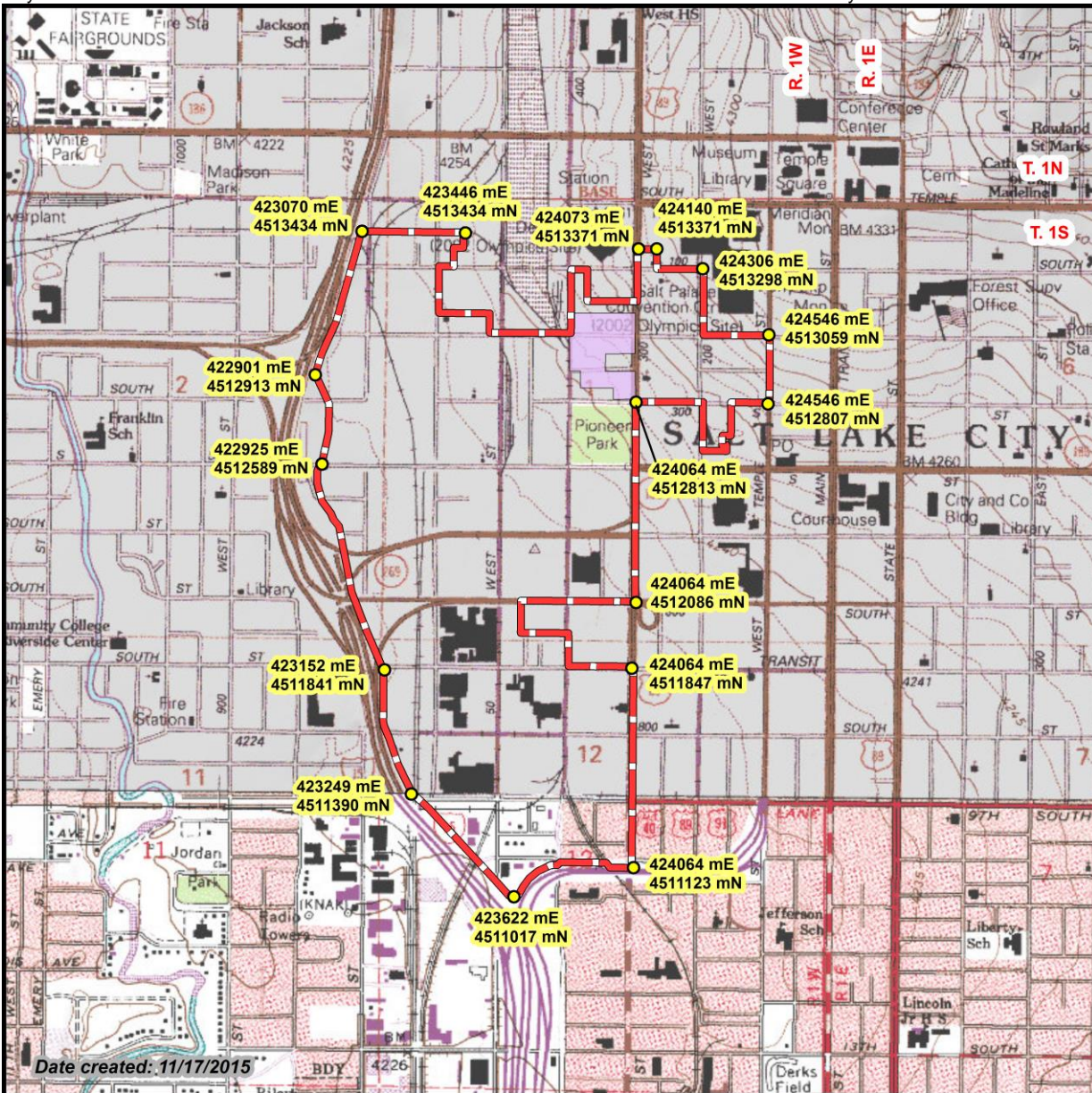
- **Maps:** A **USGS map** or equivalent (7.5 or 15 minute series) indicating the property's location.
- **Sketch map** for historic districts and properties having large acreage or numerous resources. Key all photographs to this map.
- **Additional items:** (Check with the SHPO, TPO, or FPO for any additional items.)

Warehouse District (Boundary Increase & Additional Documentation)




Salt Lake County, Utah

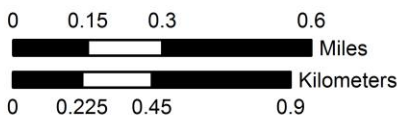
Name of Property

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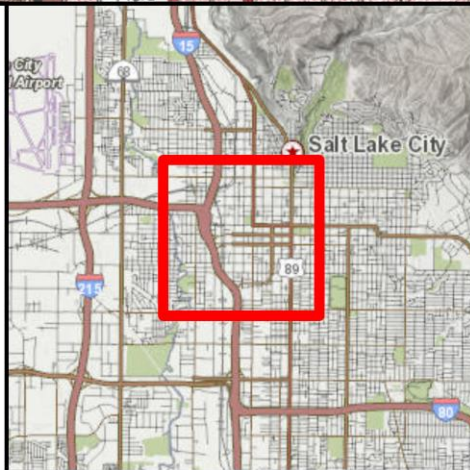
Warehouse District Boundary Increase

-  Boundary Increase
-  UTM Point
-  Existing Warehouse District



 NAD 1983
 UTM Zone 12N

Basemap taken from USGS 7.5'
 Utah topographic quadrangles:
 Salt Lake City North & Salt Lake City South

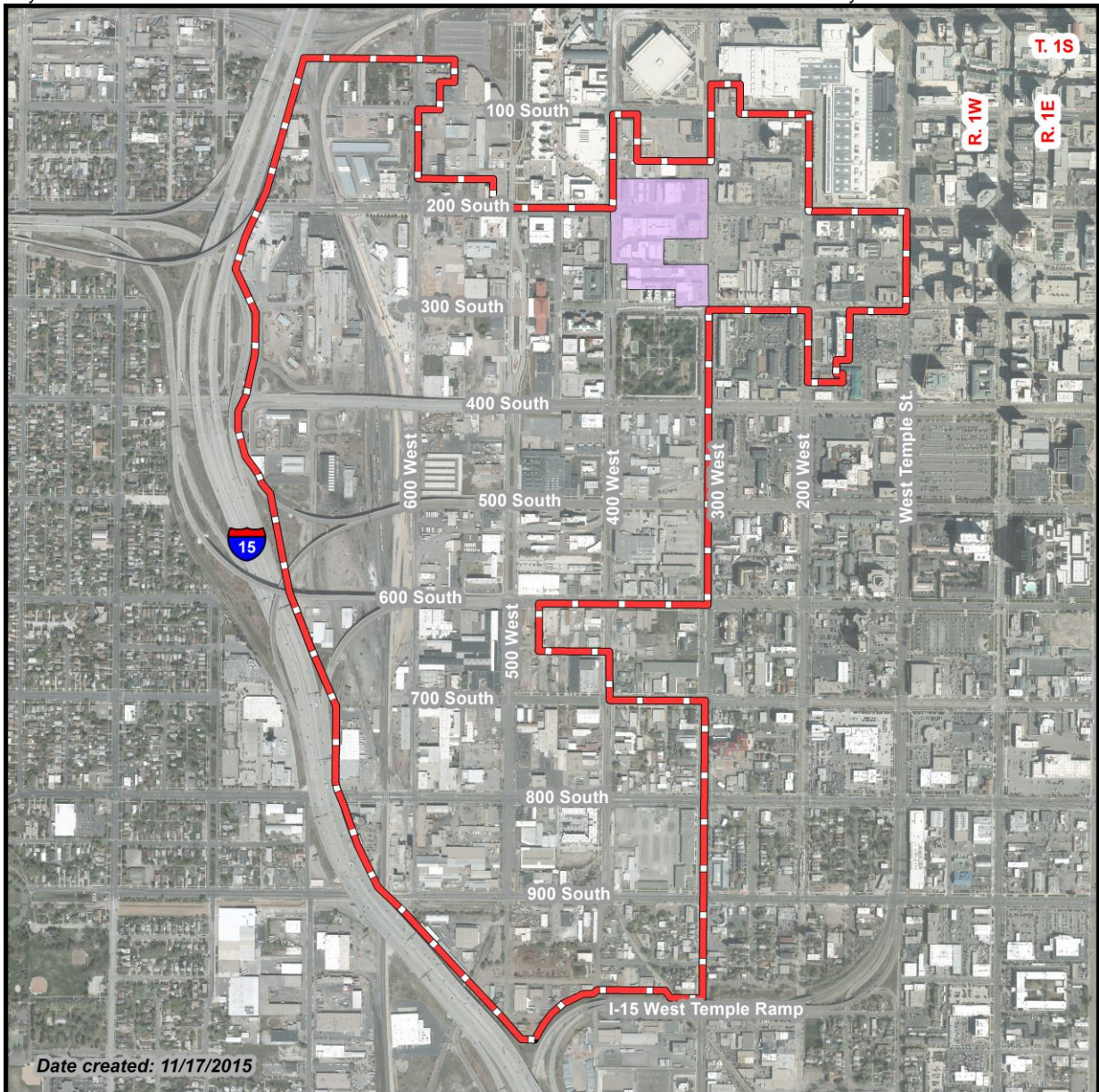


Warehouse District (Boundary Increase & Additional Documentation)

Salt Lake County, Utah

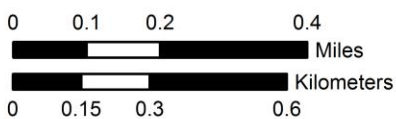
Name of Property

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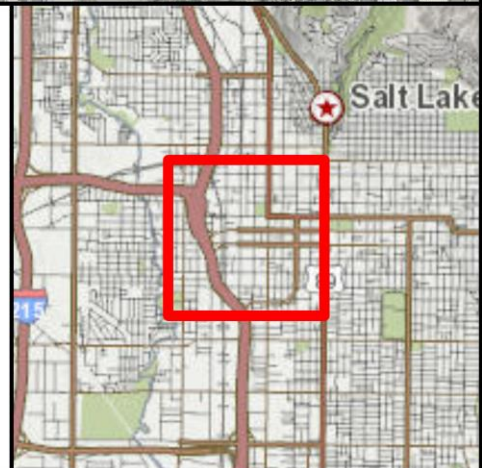
Warehouse District Boundary Increase

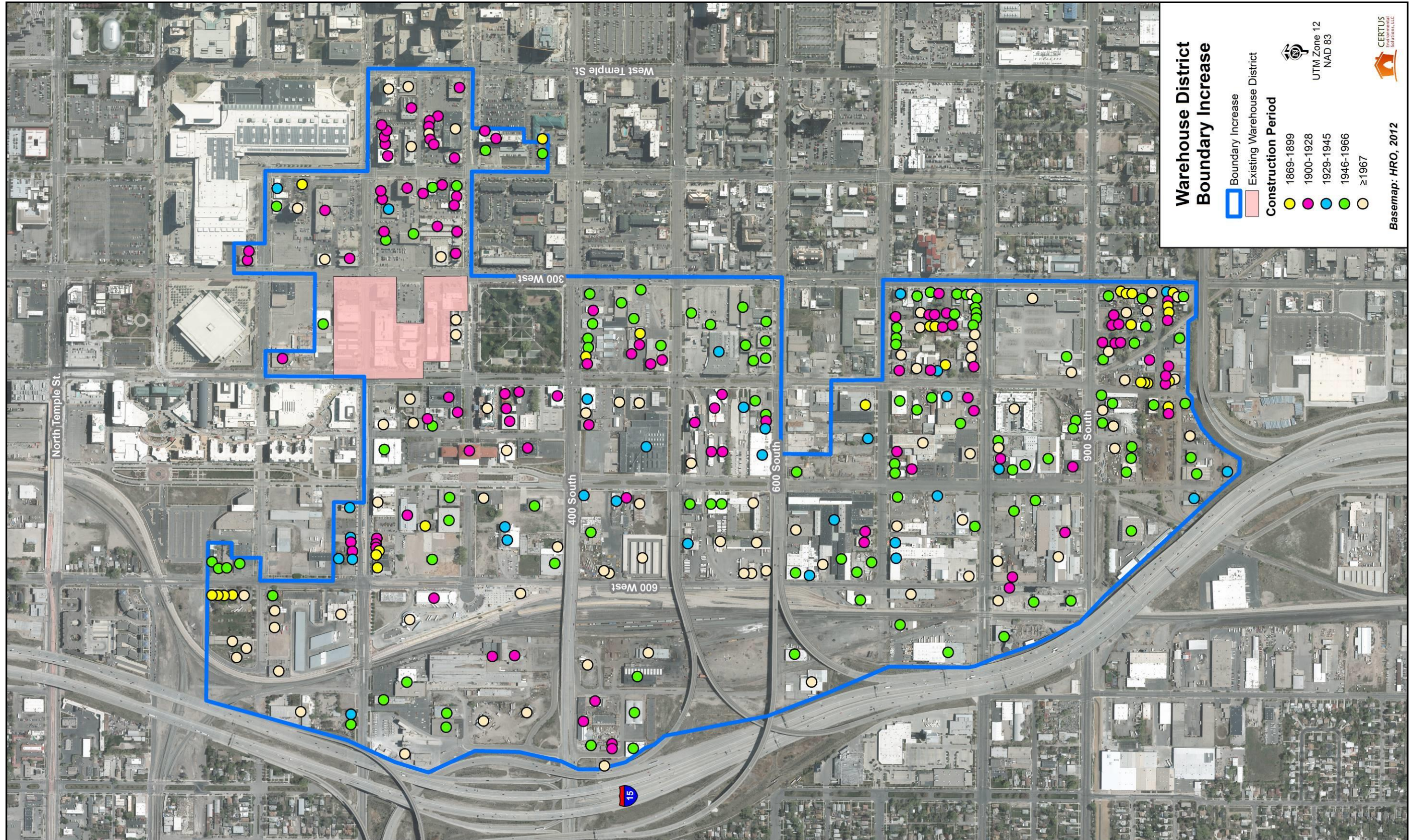
 Boundary Increase  Existing Warehouse District

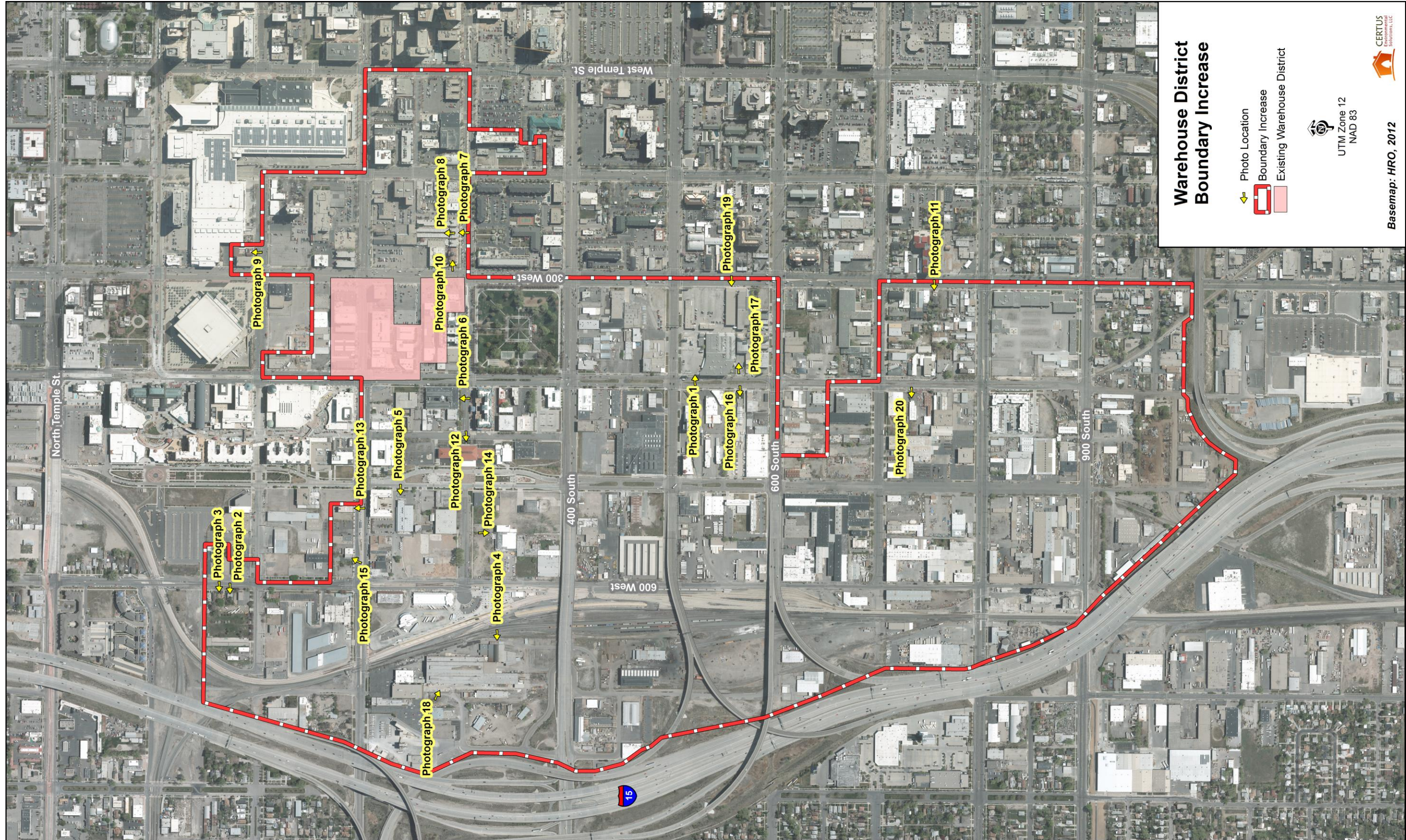


 NAD 1983
UTM Zone 12N

Basemap taken from
HRO Imagery, 2012







Warehouse District Boundary Increase
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**[Map: Contributing and Non-contributing Resources]
DETACHED**

Warehouse District Boundary Increase

Name of Property

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Photographs

Submit clear and descriptive photographs. The size of each image must be 1600x1200 pixels (minimum), 3000x2000 preferred, at 300 ppi (pixels per inch) or larger. Key all photographs to the sketch map. Each photograph must be numbered and that number must correspond to the photograph number on the photo log. For simplicity, the name of the photographer, photo date, etc. may be listed once on the photograph log and doesn't need to be labeled on every photograph.

Photo Log

Name of Property: Warehouse District Boundary Increase

City or Vicinity: Salt Lake City

County: Salt Lake County State: Utah

Photographer: Sheri Murray Ellis

Date Photographed: June 23 – July 5, 2015

Description of Photograph(s) and number, include description of view indicating direction of camera:

Photograph 1 of 25: Example of commercial streetscape in district; 200 South between 500 W. and 600 W.; camera facing southwest

Photograph 2 of 25: Example of residential streetscape in district; Kilby Court; camera facing south

Photograph 3 of 25: Example of non-contributing resource in the district; 533 S. 500 W.; camera facing east

Photograph 4 of 25: Example of curved building for former rail spur; 555 S. 400 W.; camera facing southeast

Photograph 5 of 25: Example of 1869-1899 period duplex dwelling; 64-66 S. 600 W.; camera facing northwest

Photograph 6 of 25: Example of 1869-1899 period duplex dwelling; 42 S. 600 W.; camera facing northwest

Photograph 7 of 25: D&RGW Boiler House; camera facing west

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Photograph 8 of 25: Example of 1900-1929 era warehouse; 230 W. 500 S.; camera facing southwest

Photograph 9 of 25: Example of 1900-1929 era warehouse; 414 W. 300 S.; camera facing north

Photograph 10 of 25: Covey Flats/La France walk-up apartments; camera facing northwest.

Photograph 11 of 25: Covey Flats/La France rowhouses; camera facing north

Photograph 12 of 25: Japanese Church of Christ; 268 W. 100 S.; camera facing northwest

Photograph 13 of 25: Holy Trinity Greek Orthodox Church; 279 S. 300 W.; camera facing northeast

Photograph 14 of 25: LDS Fifth Ward Chapel; 740 S. 300 W.; camera facing northwest

Photograph 15 of 25: Rio Grande Depot; 300 S. Rio Grande St.; camera facing west

Photograph 16 of 25: Central Warehouse; 520 W. 200 S.; camera facing northwest

Photograph 17 of 25: Serta Warehouse; 535 W. 300 S.; camera facing southwest

Photograph 18 of 25: Minimal Traditional style Service Bay/Business; 568 W. 200 S.; camera facing northeast

Photograph 19 of 25: Ideal Cement Co.; 554 S. 400 W.; camera facing southwest

Photograph 20 of 25: Drive-up warehouse; 555 S. 400 W.; camera facing east

Photograph 21 of 25: D&RGW engine repair house; 669 W. 200 S.; camera facing south-southeast

Photograph 22 of 25: 540-560 S. 300 W.; camera facing southwest

Photograph 23 of 25: 726 S. 400 W.; camera facing southwest

Photograph 24 of 25: Example of railroad spur network in district; 400 West at 700 South; camera facing south

Photograph 25 of 25: Pioneer Park; 300 South at 300 West; camera facing southwest

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Photograph 1 of 25: Example of commercial streetscape in district; 200 South between 500 West and 600 West; camera facing southwest



Photograph 2 of 25: Example of residential streetscape in district; Kilby Court; camera facing south

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Photograph 3 of 25: Example of non-contributing resource in the district; 533 S. 500 W.; camera facing east



Photograph 4 of 25: Example of curved building for former rail spur; 555 S. 400 W.; camera facing southeast

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Photograph 5 of 25: Example of 1869-1899 period duplex dwelling; 64-66 S. 600 W.; camera facing northwest



Photograph 6 of 25: Example of 1869-1899 period duplex dwelling; 42 S. 600 W.; camera facing northwest

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Photograph 7 of 25: D&RGW Boiler House; camera facing west



Photograph 8 of 25: Example of 1900-1929 era warehouse; 230 S. 500 W.; camera facing southwest

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Photograph 9 of 25: Example of 1900-1929 era warehouse; 414 W. 300 S.; camera facing north



Photograph 10 of 25: Covey Flats/La France walk-up apartments; camera facing northwest.

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Photograph 11 of 25: Covey Flats/La France rowhouses; camera facing north



Photograph 12 of 25: Japanese Church of Christ; 268 W. 100 S.; camera facing northwest

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Photograph 13 of 25: Holy Trinity Greek Orthodox Church; 279 S. 300 W.; camera facing northeast



Photograph 14 of 25: LDS Fifth Ward Chapel; 740 S. 300 W.; camera facing northwest

Warehouse District Boundary Increase
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Photograph 15 of 25: Rio Grande Depot; 300 S. Rio Grande St.; camera facing west



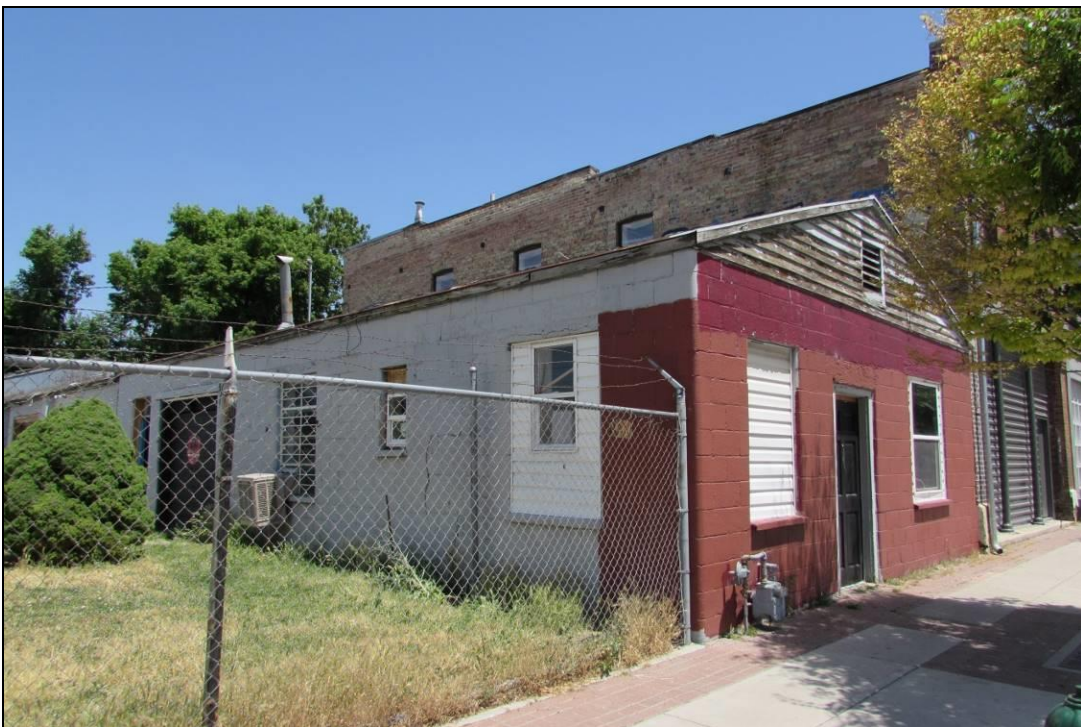
Photograph 16 of 25: Central Warehouse; 520 W. 200 S.; camera facing northwest

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Photograph 17 of 25: Serta Warehouse; 535 W. 300 S.; camera facing southwest



Photograph 18 of 25: Post-WWII style Service Bay/Business; 568 W. 200 S.; camera facing northeast

Warehouse District Boundary Increase
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Photograph 19 of 25: Ideal Cement Co.; 554 S. 400 W.; camera facing southwest



Photograph 20 of 25: Drive-up warehouse; 555 S. 400 W.; camera facing east

Warehouse District Boundary Increase
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Photograph 21 of 25: D&RGW engine repair house; 669 W. 200 S.; camera facing south-southeast



Photograph 22 of 25: 540-560 S. 300 W.; camera facing southwest

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Photograph 23 of 25: 726 S. 400 W.; camera facing southwest



Photograph 24 of 25: Example of railroad spur network in district; 400 West at 700 South; camera facing south

Warehouse District Boundary Increase
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Photograph 25 of 25: Pioneer Park; 300 South at 300 West; camera facing southwest

Attachment C
Request Letter from the State Historic Preservation Office



GARY R. HERBERT
Governor

SPENCER J. COX
Lieutenant Governor

Julie Fisher
Executive Director
Department of
Heritage & Arts



Brad Westwood
Director

November 19, 2015

MS. MICHAELA OKTAY
SALT LAKE CITY CLG
PO BOX 145480
SALT LAKE CITY, UT 84114-5480

Dear Ms. Oktay:

We are pleased to inform you that the historic district listed below will be considered by the State Historic Preservation Review Board for nomination to the National Register of Historic Places:

WAREHOUSE DISTRICT (BOUNDARY INCREASE, ADDITIONAL DOCUMENTATION), SALT LAKE CITY

The National Register of Historic Places is the federal government's official list of historic properties worthy of preservation. Listing on the National Register provides recognition and assists in preserving our Nation's heritage. Listing of a property provides recognition of its historic significance and assures protective review of federal projects that might adversely affect the character of the historic property. If a property is listed on the National Register, tax credits for rehabilitation and other beneficial provisions may apply.

Listing in the National Register does not place limitations on the property by the federal or state government. Public visitation rights are not required of owners. The government will not attach restrictive covenants to the property or seek to acquire them.

One of your responsibilities as a Certified Local Government (CLG) is to review pending National Register nominations of properties within your community. This is required, in part, to detect any errors in fact, but also to provide local insight or knowledge concerning the property. Please have your historic preservation commission review the enclosed draft nomination and return the enclosed review form with the appropriate signatures and any comments you may have. We would appreciate hearing back from you prior to the board meeting.

You are invited to attend the State Historic Preservation Review Board meeting at which the nomination will be considered. The Board will meet on **Thursday, January 21, 2016**, at 12:15 p.m. in the Board Room of the historic Denver and Rio Grande Depot located at 300 South Rio Grande (440 West), Salt Lake City. Should you have any questions about this nomination before the meeting, please contact Cory Jensen of the Historic Preservation Office at 801/245-7242, or coryjensen@utah.gov.

Sincerely,

P. Bradford Westwood
State Historic Preservation Officer

Enclosure

P. Bradford Westwood
State Historic Preservation Officer
Utah State Historical Society
300 Rio Grande
Salt Lake City, Utah 84101

Dear Mr. Westwood,

In accordance with the requirements of the Certified Local Government Program, we have reviewed the proposed National Register nomination for the Warehouse District (Boundary Increase and Additional Documentation), and by majority approval of the Historic Preservation Commission of Salt Lake City, Utah, we recommend that they be submitted for inclusion in the National Register.

The following nominations were considered and approved:
Warehouse District (Boundary Increase, and Additional Documentation)

Chair of Historic Preservation Commission

Mayor or County Commission Chair

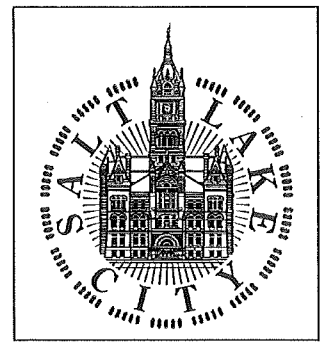
Date _____

Date _____

Attachment D
Public Comment

PUBLIC COMMENT FORM

November 19, 2015



Planning and Zoning Division
Department of Community and
Economic Development

Warehouse National Historic District Expansion

Name:

KIRK HUFNER

Address:

JOHN HERBARE FOUNDATION

Zip Code

Phone:

E-mail

Comments:

FANTASTIC! WE ARE HEAVY SUPPORTIVE.

Please provide your contact information so we can notify you of other meetings on this issue. You may submit this sheet before the end of the meeting, or you can provide your comments via e-mail at amy.thompson@slcgov.com or via mail at the following address: Amy Thompson, Salt Lake City Planning Division, PO Box 145480, Salt Lake City, UT 84114-5480.