



Memorandum

PLANNING DIVISION
COMMUNITY & NEIGHBORHOODS

To: Historic Landmark Commission

From: Ashley Scarff, Planner

Date: November 1, 2018

Re: National Register of Historic Places Nomination: Boulevard Gardens National Historic District

Please find (attached) the National Register of Historic Places nomination for what is proposed as the Boulevard Gardens National Historic District, which is located in the Ballpark neighborhood and roughly bounded by Quayle Avenue to the north, Main Street to the east, West Temple Street to the west, and a private alleyway to the south. It includes 23 properties organized around a central greenspace.

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

Commission Members should focus their review and comments on whether a reasonable case has been made for the significance of this property 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 historic properties worthy of preservation. Listing of a property or district provides recognition of its historic significance and assures protective review of federal projects that might adversely affect its integrity or character.

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 or additional regulations on the property by the federal, state, or local government.

BACKGROUND

The proposed Boulevard Gardens Historic District encompasses a single subdivision of approximately three acres located in Salt Lake City's Ballpark Neighborhood, and is roughly bounded by Quayle Avenue to the north, Main Street to the east, West Temple Street to the west, with an alleyway and parking area providing the south boundary. The subdivision was constructed between 1929 and 1931 according to plans drafted by noted Utah architect Slack Winburn. Every Boulevard Gardens home faces into a large landscaped court, the subdivision's most distinguishing feature. This central court, consisting of a swath of grass bordered by sidewalks, runs the entire length of the development and serves as the address for each house. Boulevard Gardens is by far the most substantial of Salt Lake

City's six (6) garden courtyard residential developments, and consequently it is a significant, if not *the primary* example of garden suburb housing in Salt Lake City.

Boulevard Gardens' twenty-three (23) houses comprised of Tudor Revival and/or Arts and Crafts elements likewise constitute an important architectural effort. While each Boulevard Gardens home was uniquely designed, the houses are unified through their common styling and massing, brick construction, white trim, peaked gables, hipped roofs, front porches, wood mullioned windows, and/or diamond-paned leaded glass windows.

CRITERIA FOR NOMINATION

Criteria 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.*

Boulevard Gardens is significant under Criterion C in the areas of Architecture and Landscape, with a period of significance that spans the development's period of construction (1929-31). Boulevard Gardens is significant for three (3) reasons:

1. First and foremost, Boulevard Gardens is the most architecturally substantial and intact garden suburb constructed in Salt Lake City, with a collection of 23 small Tudor Revival-influence period cottages, all of which are contributing. The city is home to other "garden suburbs," but none of these are as extensive or architecturally substantial as Boulevard Gardens.
2. Second, the development represents the collaborative work of important Utah architect Slack Winburn. Slack Winburn ranks as one of Salt Lake City's most inventive twentieth-century architects and many of his buildings, including the Clift Building and the Mayflower Apartments, are already listed on the National Register of Historic Places.
3. Finally, Boulevard Gardens' history reflects key trends that swept the United States at the onset of the twentieth-century. Such trends include the "Better Homes Movement" with its accompanying emphasis placed on American home ownership, as well as the automobile-driven suburbanization that allowed home ownership to become a key component of the American dream.

STAFF RECOMMENDATION

Staff recommends that the Historic Landmark Commission provides a positive recommendation to the SHPO and the National Park Service. Staff concurs with the findings in the nomination form, especially those that highlight Boulevard Gardens' significance as a primary example of a garden suburb-style development, with 23 contributing Tudor Revival single family cottages that have largely retained their historic integrity.

NEXT STEPS

The Board of State History will review the National Register nomination at a board meeting on October 25, 2018, and the Historic Landmark Commission's recommendation will be included with the final submittal to the Keeper of the National Register.

ATTACHMENTS

- A. Area Map & Photos
- B. National Register Nomination

Proposed Historic District Boundaries

QUAYLE AVE.

WEST TEMPLE

MAIN ST.





Internal green space, view from west to east



Internal green space, view from east to west

Many of the homes have seen minor changes such as the addition of vinyl or metal siding or the alteration of window patterns.



34 Boulevard Gardens - c. 1935



34 Boulevard Gardens - c. 1985



34 Boulevard Gardens - Present

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: Boulevard Gardens Historic District

Other names/site number: _____

Name of related multiple property listing: _____

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

2. Location

Street & number: Roughly bounded by Main St., Quayle Ave. and West Temple St.

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

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 X 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:

____A ____B XC ____D

Signature of certifying official/Title:

Date

Utah Division of State History/Office of Historic Preservation

State or Federal agency/bureau or Tribal Government

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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

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 ☐

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Structure

☐

Object

☐

Number of Resources within Property

(Do not include previously listed resources in the count)

Contributing

23

Noncontributing

buildings

sites

structures

objects

23

Total

Number of contributing resources previously listed in the National Register None

6. Function or Use

Historic Functions

(Enter categories from instructions.)

DOMESTIC: single dwelling

Current Functions

(Enter categories from instructions.)

DOMESTIC: single dwelling

7. Description

Architectural Classification

(Enter categories from instructions.)

LATE 19TH AND 20TH CENTURY REVIVALS: Tudor Revival

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Materials: (enter categories from instructions.)

Principal exterior materials of the property: Brick, Weatherboard, Plywood

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

Boulevard Gardens Historic District comprises a 1929 subdivision of twenty-three contributing brick Tudor period cottage type houses. Each of these homes faces into a common grass strip or “park” measuring 80 feet wide and 800 feet long. Along the south side of the development, a small alleyway provides access to seven original (c. 1930) wood garages. Together, Boulevard Gardens’ homes and shared greenspace comprise Salt Lake City’s most substantial garden suburb. The district is located in Salt Lake City’s central “Ballpark Neighborhood” (previously known as the “People’s Freeway Neighborhood”). When Boulevard Gardens was new, this neighborhood sat on the southernmost edge of Salt Lake City. Today, the Ballpark Neighborhood is considered a central Salt Lake neighborhood. The Ballpark features a residential area comprised of leafy streets lined with Victorian cottages, foursquares, and Arts and Crafts bungalows. Over the latter half of the twentieth century, this residential area increasingly became surrounded by large commercial and industrial zones.

Narrative Description

Boulevard Gardens Historic District encompasses a single subdivision of approximately three acres located in Salt Lake City’s Ballpark Neighborhood and is roughly bounded by Main Street on the east, Quayle Avenue on the north, and West Temple on the west, with an alleyway and parking area providing the south boundary. The subdivision was constructed between 1929 and 1931 according to plans drafted by noted Utah architect Slack Winburn. Every Boulevard Garden home faces into a large landscaped court, the subdivision’s most distinguishing feature. This central court, consisting of a swath of grass bordered by sidewalks, runs the entire length of the development. Boulevard Gardens is by far the most substantial of Salt Lake City’s six garden courtyard residential developments, and consequently it is a significant, if not *the* primary

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example of garden suburb housing in Salt Lake City.¹ Boulevard Gardens' twenty-three houses comprised of Tudor Revival and/or Arts and Crafts elements likewise constitute an important architectural effort. While each Boulevard Garden home was uniquely designed, the houses are unified through their common styling and massing, brick construction, white trim, peaked gables, hipped roofs, front porches, wood mullioned windows, and/or diamond-paned leaded glass windows.

Houses / Exterior

The houses in Boulevard Gardens are all approximately the same size and many houses share a floor plan with at least one other house in the development. On the exterior, however, most of the houses look different from one another thanks to the careful positioning of house types and the selective melding of architectural elements taken from Tudor/English cottages. Boulevard Gardens' cottage-inspired elements include—based off presently visible features—steeply pitched and/or multi gabled rooflines (82, 81, 75, 70, 64, 57, 46, 45, 28, 21, 16), vertical orientation (82, 81, 75, 70, 64, 57, 46, 28, 21, 16), false half-timbering (58, 51), and leaded glass diamond pane windows (82, 76, 70, 40, 28, 27, 22). The development's Arts and Crafts bungalow-influenced features include tapered chimney stacks (21, 81), hipped roofs (58, 69), and horizontal orientation (69, 58, 39, 27). In addition to their varied architectural massing, Boulevard Gardens' houses also feature light to dark brown, light to dark red, and dark purple "scratch flashed" brick, diverse window and door treatments, and gables that fluctuate in number and pitch.

The facades of Boulevard Garden houses generally appear as they did when they were newly built. In terms of their exteriors, none of the development's twenty-three houses have suffered extensions, modifications to door and window openings, or other forms of irreversible architectural alteration. This notwithstanding, many of Boulevard Gardens' houses no longer retain their original wood windows, wood siding, front doors, porch railings, or pillars. This original building fabric has been replaced in large part with metal and vinyl windows and siding, wood and metal doors, and wood, metal, and vinyl porch railings and supports. In the 1930s, all of Boulevard Gardens houses were roofed with decorative asphalt shingles, wood shingles, or shakes. Currently these houses feature asphalt shingled, clay tiled, and metal sheet roofs. This exchange of original for new materials has added a level of variation to Boulevard Gardens that was not envisioned by the original architect or developer. These changes, however, are not to the

¹ Salt Lake City has several apartment buildings that center around garden courts. Salt Lake City also has several court-like developments that feature no gardens whatsoever. Note that the six surviving Salt Lake City developments this nomination classifies as "garden suburb housing" include developments comprised of (1) detached or semi-detached houses that (2) center around either privately or communally-maintained yards or "garden" spaces. These six developments, organized according to date of construction, include the Jan and Jo Apartments (1909 / 600 South 614 East), the Logan Street Sidewalk Neighborhood (1918 / approximately 1617 South 400 East), the Madsonia Apartments (1922 / 100 South 647-653 East), Green Street Court (1922 / 661 South Green Street), the Noble Place Apartments (1925 / 864 South 800 East), and Boulevard Gardens (1929-1931 / 1795 South West Temple). Two of these six developments, namely the Jan and Jo Apartments and the Madsonia Apartments, are currently threatened with outright demolition in the case of the Jan and Jo Apartments, and demolition by neglect in the case of the Madsonia Apartments.

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extent that they cause a lack of historic integrity. All of Boulevard Garden's houses still contribute to the character of the historic district.

Houses / Interior

Each Boulevard Gardens house is laid out around a floorplan designed by architect Slack Winburn to be both "modern" and "efficient." This modern efficiency meant that Boulevard Garden's houses were tailored to accommodate early twentieth-century tastes and lifestyles as well as their individual owner's preferences. Modern efficiency meant that Boulevard Gardens' houses utilized space strategically, were easy to maintain on the exterior, and were easy to clean on the interior. Modern efficiency also meant that these houses responded to the increasing pace of life by accommodating all the "electrical aides and other modern labor-saving devices" then available.² Most importantly, these houses sheltered in basement or detached garages the automobiles owned by Salt Lake City's first generation of suburban commuters. In the early twentieth century, automobiles served as the ultimate symbol of progress and were the very machines that made the Boulevard Gardens development feasible.

Boulevard Gardens' houses were designed with either a very small foyer or entryway or, in some houses, with no entryway at all. In each of Boulevard Gardens houses the main door directs traffic into a living room situated at the front of the house. Typically, the living room features a picture window or windows that look out at the common greenspace, a fireplace—many originally featured Batchelder or Claycraft tile surrounds—and hardwood flooring. In many Boulevard Garden floorplans, dining rooms or eating areas are distinguished from the living room by an archway with a decorative Moorish or Tudor-style profile. By adjoining the living and dining rooms, Slack Winburn created spaces in each house that retain a sense of formality and differentiated purpose, but that were large and flexible enough to accommodate a variety of activities.

Kitchens adjoin but are set apart from the dining area by walls and/or cabinets arranged in a galley or horseshoe shape. Most of the kitchens are accessible through the living room and dining room spaces as well as through a back door and basement stairways. A secondary hallway accessible through the living room, dining room, and / or kitchen provides access to rooms located at the back and / or side of each home. In most homes, these back or side rooms include two bedrooms and a bathroom. Originally, these hallways, bedrooms, and closets featured hardwood flooring while the bathrooms featured tile floors and walls. In many homes, the bedrooms are now carpeted and the bathrooms retrofitted with new plastic shower liners and floored with vinyl or contemporary tiles.

None of Boulevard Gardens' homes originally featured finished attics, although a handful of homes in the development now boast second-floor living space (it is important to note that no gables have been added to accommodate these finished attics). Likewise, a handful of Boulevard Garden homes now have finished basements, although originally these basements were designed

² "Salt Lake Homes Banish Servants." *The Salt Lake Telegram*, Feb. 28, 1926, local page.

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to be primarily utilitarian, albeit modern spaces. Robert Nowell, Boulevard Gardens' developer was particularly keen that the basements in the homes he built were "modern, up-to-date," and could "hold their own creditably with the other parts of a carefully planned and well-kept house." According to Nowell, "cellars and basements that harmonize with the rest of the home constitute one of the accomplishments of modern building."³

Outbuildings

The rear elevations of Boulevard Gardens' houses, in contrast with their front elevations, feature few architectural flourishes. The houses that line the north side of Boulevard Gardens back onto Quayle Avenue which permits them to feature basement-level garages accessed from the avenue via pitched driveways. In contrast, Boulevard Gardens' odd-numbered houses back onto a shared alleyway lined with small wood framed and sided garages or sheds. Originally, each of Boulevard Gardens' odd-numbered houses had a garage. At some point over the last few decades, one such garage was replaced by a larger vinyl-sided structure (#33), another by a cinderblock structure (#39), and a third by a carport (#63). In all, seven original garages remain; however, the garages are not being included in the historic building count for the district.

Courtyard / Landscape

No photographs have surfaced depicting Boulevard Gardens' court as it appeared in the early 1930s. It is highly probable, however, that the court's present layout—a near block-long band of lawn framed by two sidewalks—has changed very little since it was first laid out in 1933. Nearly a century after its creation, the court's 80-foot-wide and 800-foot-long central lawn remains communally owned and maintained by Boulevard Gardens homeowners. Save for a line of roses located near the court's easternmost edge, this communal lawn has been kept free of plantings. It is probable that the private yards fronting each Boulevard Gardens' house appeared in the years immediately following the neighborhood's completion. These private yards extend from the homes' foundations to the sidewalks that line the central court. Some of Boulevard Gardens' homeowners have left their front yards relatively free of landscaping, while other owners have filled their yards with trees, shrubs, and other plantings which express individuality and create a sense of privacy.

The two rows of houses closely lining the central court invert the solid or figure /void or ground spatial relationships found in most suburban residential neighborhoods. Typically, houses and other buildings (solids / figures) serve as focal points while yards and other greenspaces (voids / ground) serve as frames for the buildings they surround. By inverting this relationship and making the greenspace, or "void," the focal point of the Boulevard Gardens development, the houses lining the court serve as walls for what is essentially a communal "outdoor room" which fosters a unique social dynamic. This dynamic was well described by the urban designer, Allan Jacobs, when writing about Roslyn Place in Pittsburgh, Pennsylvania, a residential court laid out much like Boulevard Gardens:

³ "Basement Takes on New Dress." *The Salt Lake Telegram*, Mar. 14, 1926, pg. 6.

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[This neighborhood centers on] a well-defined, intimately scaled [court] of solidly built structures similar in appearance . . . Narrowness and enclosure and intimacy bring a feeling of safety . . . When it is easy to see people, when you almost can't avoid it, then it can be easy to know them. Here, all the distances are short . . . looking from one end of the neighborhood, a person's form and shape and body movements are recognizable, even if facial features are indistinct. More important, in a small space, there are a specific number of doors that people walk into and out of, so people pass each other and know where the other lives. People say "hello" and often more. And there are windows to attract attention, especially if someone is moving inside. Most walks . . . are shared walks, so at the very least one must deal with a neighbor . . . [The neighborhood's form fosters] recognition, discussion, communication, and community . . . or at least the chance of community.⁴

As Jacobs notes, neighborhoods such as Roslyn Place and Boulevard Gardens would be difficult to build today in that "rules and officialdom wouldn't permit it."⁵ Nevertheless, many neighborhoods with inverted solid/void relationships do better than traditionally planned neighborhoods in balancing public and private interests and in comfortably accommodating greater population density. In turn, this greater density helps to sustain local schools, businesses, and other important neighborhood institutions and features.

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.

☐ ⁴ Alan Jacobs, *Great Streets* (Cambridge: The Massachusetts Institute of Technology Press, 1993), pgs. 16-17.

⁵ Alan Jacobs, *Great Streets* (Cambridge: The Massachusetts Institute of Technology Press, 1993), pgs. 17-18.

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- D. Property has yielded, or is likely to yield, information important in prehistory or history.

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.)

LANDSCAPE ARCHITECTURE
ARCHITECTURE

Period of Significance

1929-1931

Significant Dates

1929

Significant Person

(Complete only if Criterion B is marked above.)

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Cultural Affiliation

Architect/Builder

Slack Warden Winburn

Robert Burt "Froggie" Nowell

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.)

Boulevard Gardens Historic District, located in Salt Lake City, Salt Lake County, Utah, was constructed 1929-31. The district is locally significant under Criterion C in the areas of Architecture and Landscape with a period of significance that spans the development's period of construction (1929-31). Boulevard Gardens is significant for three reasons. First and foremost, Boulevard Gardens is the most architecturally substantial and intact garden suburb constructed in Salt Lake City with a collection of twenty-three small Tudor Revival-influence period cottages, all of which are contributing. The city is home to other "garden suburbs," but none of these is as extensive or architecturally substantial as Boulevard Gardens. Secondly, the development represents the collaborative work of important Utah architect Slack Winburn. Slack Winburn ranks as one of Salt Lake City's most inventive twentieth-century architects and many of his buildings, including the Clift Building (NRIS #AD82004139 and the Mayflower Apartments (located in the South Temple Historic District (NRIS #82004147), are already listed on the National Register of Historic Places. Finally, Boulevard Garden's history reflects key trends that swept the United States at the onset of the twentieth-century. Such trends include the "Better Homes Movement" with its accompanying emphasis placed on American home ownership, as well as the automobile-driven suburbanization that allowed home ownership to become a key component of the American dream.

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

Boulevard Gardens Historic District encompasses a single pocket subdivision of a little more than three acres built between 1929 and 1931. The subdivision is in Salt Lake City's Ballpark Neighborhood near the city's southernmost edge. Downtown Salt Lake City is located roughly four miles north of Boulevard Gardens. The historic district is hemmed to the north by Quayle Avenue, to the south by commercial development (Layton Avenue is the nearest road running south of Boulevard Gardens), by West Temple Street to the west, and by commercial development to the east (Main Street is the nearest road running east of Boulevard Gardens). The

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streets immediately surrounding Boulevard Gardens feature a mix of early twenty first-century apartments, late twentieth-century commercial buildings, and bungalow, foursquare, and “cottage” housing dating from the late nineteenth and early twentieth centuries.

Significant under Criterion C in the area of Architecture and Landscape Architecture, Boulevard Gardens’ historic architectural resources, namely its twenty-three houses and common court, exemplify architectural trends that profoundly altered the American landscape at the onset of the twentieth century. In Utah, as in other parts of the country, Tudor Revival architecture was first used in upper-class country houses but was then quickly adopted by speculative builders overseeing the construction of new middle-class automobile suburbs. Early twentieth-century authors asserted that the informal interiors of many of these houses conformed to American concepts of comfort, efficiency, and modernity. In turn, these concepts were influenced by post-Victorian family dynamics and the increasing unavailability and unfashionability of domestic service.

Like much of the housing around it, Boulevard Gardens was built to serve a growing population of working and middle-class residents in search of new, affordable housing. The development of the automobile in the 1910s and its subsequent popularization in the 1920s and 1930s collapsed the distance between suburbs and the urban centers, a spatial conquest that permitted developers to build small bungalow or cottage developments on tracts of relatively inexpensive land ringing the city center. Most of this new commuter housing comprised of detached bungalows standing on parcels sized to one tenth of an acre. In contrast to this development pattern, Boulevard Gardens’ homes centered around a common greenspace. This unique arrangement granted its builder room to fit more houses on a relatively small tract of land while leaving open space for residents’ enjoyment.

Boulevard Gardens was the first project of the newly-founded Nowell Building Company. As such, the development had to be constructed economically and produce healthy financial returns. At the same time, the development needed to appeal to buyers who were taking risks by moving to a new development positioned at what was then the rural, southern edge of Salt Lake City. By placing Boulevard Gardens’ homes along a shared court, the developer could maximize the building space on a long, narrow piece of ground and decrease the space allotted to each home. At the same time, this shared court created an appealing garden aesthetic for Boulevard Gardens that its developers undoubtedly hoped would attract buyers.

While central to Boulevard Gardens’ planning, it is important to stress that economic pressures alone did not determine Boulevard Garden’s unique form. Court-based housing complexes had appeared in Utah before Boulevard Garden’s construction and were generally popular across the United States during the initial decades of the twentieth century. This popularity stemmed from a variety of intellectual and corresponding spatial constructs that originated first in Europe, and then crossed the Atlantic in the late nineteenth century to take root in and spread across North America.

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Influence of English Garden Cities and Suburbs

Ultimately, the history of Boulevard Gardens can be traced back to the conversations initiated by Jean-Jacques Rousseau and other eighteenth-century philosophes treating the moral superiority of the “State of Nature” over “progress” and “civilization” provided an intellectual foundation for nineteenth-century discontent over increasing urbanization, industrialization, and other byproducts of burgeoning modernity. During the late eighteenth century and early nineteenth century, large numbers of farmworkers and villagers left their rural homes and migrated to cities to work in factories and mills. Often, these migrants inhabited polluted, substandard housing located in decaying urban neighborhoods. The first garden suburbs originated in England as a response to Victorian and Edwardian anxieties about such polluted, crime-ridden urban areas. Philosophers including John Ruskin and William Morris, and progressive philanthropists, industrialists, and architects such as Sir Titus Salt, George and Richard Cadbury, and William Lever wished to remove the poor from cities and move them to more salubrious “garden villages.”⁶

The “social inventor” Sir Ebenezer Howard is credited with formally establishing the garden city tradition through the 1898 publication of his groundbreaking *Tomorrow: a Peaceful Path to Real Reform* which Howard revised and republished in 1902 as *Garden Cities of Tomorrow*. This book contained not only social and economic justifications for the garden city, but schematic diagrams indicating how these cities could be designed and administered to bring about genuine land ownership and management reform. Howard’s desire was to promote harmony and reconciliation through “localism”—social control for the local community over both physical planning and decisions on limits to growth. The garden city was to provide the amenities of a town in an Arcadian setting on land owned by the community. From the “joyous union” of town and country, Howard believed, “would spring a new hope, a new life, a new civilization.”⁷

⁶ Cadbury Chocolate’s Bournville (begun 1878), Lever Soap’s Port Sunlight (begun 1887), and other first-generation English garden villages were constructed adjacent to the factories which employed the village residents. In these villages, laborers and their families could access sunlight, fresh air, open space, and proper housing—improved living conditions were intended to boost workers’ health and life satisfaction but additionally improve the morality of the lower classes (neither pubs nor assembly / music halls were allowed in any of the earliest garden villages). Although completely dependent upon industrial output for their maintenance, the Tudor and Jacobian revival architecture used at both Bournville and Port Sunlight nostalgically recalled England’s pre-industrial village society and subtly argued for a return to pre-modern religious and social structures. Over time, Bournville and Port Sunlight became model villages, demonstrating what was feasible when (admittedly paternalistic) employers strove to better their employees’ lives.

⁷ The two most famous English cities to develop according to Sir Ebenezer Howard’s vision are Letchworth Garden City (begun 1903) and Welwyn Garden City (begun 1919). After Howard published his *Garden Cities of To-Morrow*, a competition was held to determine which community could most efficiently and effectively implement his plans. In 1903, a the “First Garden City Ltd.” company was formed with the intent of constructing a garden city in Hertfordshire, Southern England designed by architects Richard Barry Parker and Raymond Unwin Hitchin. The success of this city lead to the development of Welwyn, located approximately fourteen miles away from Letchworth. In 1920, a company, the Welwyn Garden City Ltd. purchased the land for Welwyn. The city was designed by Louis de Soissons in a neo-Georgian style and built over the course of the subsequent decades.

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While Howard's ideas were popular, only a handful of English communities developed into true garden cities. Nevertheless, the concept of the garden city, much to Howard's chagrin, did inspire numerous garden suburbs to appear around established urban centers.⁸ While Howard's Garden cities were to be economically self-sustaining and surrounded by countryside, garden suburbs, in contrast, were built on the outskirts of large cities and were heavily dependent on automobiles or public transportation to bring workers to and from the city center. While Howard's garden cities were based on socialist and utopian visions, garden suburbs were capitalistic undertakings that served the needs of the urban middle and upper classes. As American historian and critic Lewis Mumford explained, "the garden city . . . is not a suburb but the antithesis of a suburb: not a rural retreat, but a more integrated foundation for an effective urban life."⁹ Most historians concur, however, that the development of garden suburbs is closely tied with the larger history of garden cities. It is unlikely that garden suburbs would have appeared when and how they did without the earlier establishment of the garden city tradition.

American Garden Cities and Suburbs

In the United States, garden cities and suburbs—Boulevard Garden's historical predecessors—first appeared in the late nineteenth century and continued to be built through the first half of the twentieth century. The most notable of America's garden cities is Pullman, Illinois (1880s) a town created exclusively to serve Pullman Rail Car factory workers. Notable American garden suburbs include Woodbourne, Massachusetts (1911) a streetcar suburb located outside of Boston, and Greenbelt, Maryland (1935) a New Deal public housing development created outside of Washington D.C. During the latter half of the twentieth century, the tradition of garden suburbs informed the massive public housing developments built around New York, Chicago, St. Louis, and other large American cities. When many of these developments failed due to lack of sustained public investment, the tradition of the garden suburb fell into decline.¹⁰

The garden suburb tradition developed in the eastern United States primarily in response to English prototypes. In Los Angeles and, more specifically, in Pasadena, California a variation on the garden suburb tradition with different cultural roots developed during the second and third decades of the twentieth century.¹¹ Pasadena's courtyards stem from a rich history anchored in

⁸ Important examples of English garden suburbs include Gidea Park and Hampstead Garden Suburb, both in London, and Wavertree Garden Suburb in Liverpool.

⁹ Lewis Mumford, "Introductory Essay," in *Ebenezer Howard, Garden Cities of To-morrow* (Cambridge: The Massachusetts Institute of Technology Press, 1965), 29-40.

¹⁰ Recently, the garden suburb concept has been revived by New Urbanism, a movement which seeks to promote human-scaled urban design. At the end of the twentieth century, a new generation of American garden cities began to appear, structured by New Urbanist values and ideals. Examples of these most recent garden-inspired suburbs include Seaside, Florida (begun 1979), and Daybreak, Utah (begun 2004).

¹¹ For more information, see Stefanos Polyzoides, Roger Sherwood, and James Tice, *Courtyard Housing in Los Angeles* (Princeton: Princeton University Press, 1982).

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Islamic and Imperial Spain, Viceregal New Spain / Mexico, California Spanish-Revival architecture, and modern American suburbanization. Unlike English-style garden urbanism and housing, Pasadena's courts reduced the garden to a shared courtyard. For the most part, these courtyards provided quiet and shaded outdoor spaces that served as primarily aesthetic, and not utilitarian or recreational spaces. Pasadena's courtyards were largely constructed in the Arts and Crafts bungalow or Spanish / Mediterranean Revival styles, but as the Pasadena courtyard trend spread from the West Coast across the United States it adopted a wide range of styles ranging from Tudor Revival, to Georgian, to sleek Modernist.

It is difficult to say if Boulevard Gardens' own layout was primarily inspired by East Coast garden cities or by Pasadena / Los Angeles-style courtyard housing. Boulevard Gardens' landscape centers around an axial "court" and does not extend into the greenbelts that hallmark true garden city or suburban developments. Nevertheless, Boulevard Gardens' court may have been influenced by ideas treating landscape enhancement in that—to borrow Ebenezer Howard's words—it is "spaciously laid out to give light, air, and gracious living and surrounded by a green belt that would provide...opportunity for rest and relaxation."¹² From an early date Boulevard Gardens' houses were advertised as being set not just in a courtyard but amidst "spacious lawns and shrubs."¹³ Furthermore, Boulevard Gardens' central landscape lacks the fountains, sculptures, or luxuriously planted beds that serve as focal points in many of Pasadena's aesthetically-driven prototypes.¹⁴

The Developer

Boulevard Gardens is significant in the area of "Architecture" for its association with Robert Burt "Frogie" Nowell whose efforts to develop the neighborhood placed Boulevard Gardens at the Avant-garde of early twentieth-century urban expansion. Robert Nowell began his career working for Salt Lake City's Ashton-Jenkins Building Company. During the first decades of the twentieth century, Ashton-Jenkins was a prime building company in the Salt Lake City area and was responsible for many of the homes in the Sugarhouse area neighborhoods referred to as Harvard / Yale or Yalecrest. Nowell began his work as a secretary in Ashton-Jenkins at some point between 1918 and 1920, but by 1922 had become a salesman and by 1926 a sales manager for the company. In this capacity, Nowell served as a company spokesperson and was given the

¹² Hazel Evans, *New Towns: The British Experience* (New York: Wiley, 1972), 11.

¹³ "House for Rent." *The Salt Lake Telegram*, Oct. 1, 1932, Sat, Page 10.

¹⁴ It is important to note that Salt Lake City fostered its own, unique tradition of "court" housing due to the city's large blocks, each ten square acres. Originally, these large blocks allowed each family on the block enough space to conduct activities necessary to maintain self-sufficiency. In the late nineteenth century as Salt Lake City's population increased, many of Salt Lake's large lots were subdivided by opening block interiors to housing developments comprised typically of small workers houses, clusters of duplexes, or rows of single-story townhomes. In many of Salt Lake City's older residential neighborhoods, middle or upper middle-class homes line block perimeters, while block interiors feature working class homes clustered around "courts." Such courts include Salt Lake's Kilby, Arctic, Harmony, Wayne, Delmar, and Gudgell, to name just a few.

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responsibility to articulate the Ashton-Jenkins Company's positions on good architectural and building practice in local newspapers and other public media. During much of the 1920s, Nowell's opinions were regularly published in Salt Lake area newspapers and provide insight into Ashton-Jenkins Company values as well as the values that Nowell later employed in his own Boulevard Gardens development.¹⁵

One of the topics Nowell frequently discussed in his newspaper articles was Salt Lake City's rapid expansion following World War I. According to a 1926 article published by Newell, "Development [in Salt Lake City] now is east of Thirteenth East and south of Twenty-First South. Provisions should be made now for public streets and buildings which are to become a part of the future development because development is bound to be attended by changing

¹⁵ Robert Nowell on Architects: Many people in building practice false economies, which in the long run cost more and are unsatisfactory. . . Design is a very important factor in any building, whether it be a bungalow, a mansion, an apartment, store or skyscraper. A building properly designed will cost no more than a similar building improperly designed. For this reason, it is critical that builders hire architects to design buildings and, having spent years in the study and design of structures, he is eminently most fitted to take care of this part of the work." See "Proper Design is Important," *The Salt Lake Telegram*, May 9, 1926, pg. 14.

Robert Nowell on Eliminating Servants: "No one in America wants to be a servant. For this reason, the modern home must be one of utility and convenience. In other words, the modern home is constructed with the view of eliminating the need of servants. The home of today is not to be compared to the one of twenty or even ten years ago. It is more practical, but that is not all. The home of today is also a thing of beauty and grace. It is characteristic of its occupants. See "Salt Lake Homes Banish Servants," *The Salt Lake Telegram*, Feb. 28, 1926, local page.

Robert Nowell on "Garden Spot" Home Sites: "One of the newer trends in home building is the general desire to create a garden spot of the homesite. Home buyers no longer are content with a site that does not lend itself to beautiful landscaping. This accounts for the modern movement which seeks to eliminate outbuildings from the homesite. The fact of the matter is the back yard now enjoys the same dignity as the front yard. Garages, coal bins, and the like now are incorporated in the house proper, leaving the yards and grounds free." See "Home Builders Seeking Beauty," *The Salt Lake Telegram*, Apr. 25, 1926, pg. 12.

Robert Nowell on the Better Homes Movement: "The better homes movement launched in the United States immediately after World War I has resulted in general advantages for the citizenship by instituting a higher standard of living with a corresponding increase in beauty and utility. If the movement had accomplished nothing else, it at least taught the American public the difference between a home and a house. The purpose of the better homes movement is to encourage and stimulate home improvement. More than 1000 communities ranging in size from the smallest village to the largest metropolis conducted better homes programs last year. These consisted of lectures, contests, and demonstrations and were designed to reach families of limited income. See "Movement Helps Living Standards," *The Salt Lake Telegram*, Jan. 9, 1927, pg. 34.

Robert Nowell on Home Ownership: Thrift of the personal, local, and national variety . . . is encouraged by owning your own home. Your health is better safeguarded. A developed sense of proprietorship will bring you a definite purpose of life. Both body and mind find greater comfort in your own home. Possession encourages self-esteem. Proprietorship fosters self-confidence. Your financial stability is enhanced. Your social prestige is increased by your owning a home. Permanency of home, school, and neighborhood associations is secured for you if you own your own home. The absence of labor troubles in home owners' districts improves the stability of that community. A home owned is old-age insurance for you. Home owners raise moral standards. Patriotism is increased through home ownership . . ." See "Cites Reasons for Home Ownership," *The Salt Lake Telegram*, Jan. 16, 1927, pg. 10.

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values."¹⁶ This opening of new spaces for development, as well as the accompanying change in values that governed development was largely due to the popularization of automobiles which, according to Nowell "have largely eliminated distance and as a result there is an increasing interest in suburban property." This suburban movement, Nowell predicted in another article published in 1926, would:

. . . appeal to thrifty home-seekers for the reason that it offers homesites that are larger and provide growing opportunities not to be found on the city lot. When the additional opportunities are accompanied by good church and school facilities, many prefer this location to those found in the city. Automobiles make it possible for the owners of these sites to live in the country and work in the city.¹⁷

Most of Nowell's other articles focus on topics directly related to building practices and architectural design. Among other topics, Nowell used newspapers to broadcast ideas about the importance of trained architects, the need to build homes that can be managed without domestic help, and the value of landscaping. On several occasions Nowell stressed the importance of building homes that accommodated the individual preferences of their owners. In Nowell's own words:

The home owner of today is not satisfied with a house. The family abode must be reflective of the personality and character of the family. For this reason, individuality is the keynote of modern home building. Prospective home owners and builders know more about architecture than they did a few years ago. Probably this is due to the home beautiful movement which has held sway during recent years and accounts for the tendency to consult good architects for advice on the construction of the small home.¹⁸

It is important to note that many of the opinions Nowell offered on architecture were derived from a campaign known as the "Home Beautiful" or the "Better Homes Movement" which was launched in 1922 as a government and industry effort. This effort, in short, aimed to get Americans to embrace home ownership, maintenance, beautification, and consumerism (or what the movement referred to as "modernity"). Through the Better Homes Movement, government and industry officials hoped to grow the economy, expand the market, and stabilize American society through home ownership. The Better Homes Movement sponsored events throughout the country, but its most lasting impact was, in Robert Nowell's words, "teaching the American public the difference between a home and a house," and helping to make homes and home ownership central to American life.¹⁹

¹⁶ "Growth of City Demands Vision," *The Salt Lake Telegram*, Oct. 24, 1926, pg. 7.

¹⁷ "Motors Promote Suburban Life," *The Salt Lake Telegram*, Mar. 28, 1926, pg. 6.

¹⁸ "Architects Help Builders of Homes," *The Salt Lake Telegram*, Jan. 2, 1927, pg. 32.

¹⁹ "Movement Helps Living Standards," *The Salt Lake Telegram*, Jan. 9, 1927, pg. 10.

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Robert Nowell left the Ashton-Jenkins Building Company at some point in 1929 to establish his own business, the Nowell Building Company. Due to its untimely establishment on the cusp of the Great Depression, the Nowell Building Company existed just long enough to start construction on Boulevard Gardens. By 1931, the company had entered bankruptcy and folded. For the next two years Robert Nowell dropped from listing in the Salt Lake City Polk Directory, only to reappear in 1934 as the secretary-treasurer of the Nowell Builder's Supply Company, a hardware store located at 2500 South Main Street in Salt Lake City. Beyond managing this store, there is some indication that Robert Nowell continued to build houses in Salt Lake. The Capitol Hill National Register Historic District Boundary Increase (NRIS #01001451), for example, indicates that the Robert B. Nowell Supply Company constructed a "row of frame and shingle duplexes on Pugsley Street in 1951." None of these duplexes appear to stand today.²⁰

The Architect

Boulevard Gardens is significant in the area of "Architecture" for its association with the important Salt Lake City-based architect Slack Winburn who designed each of Boulevard Garden's twenty-three houses. Slack Warden Winburn practiced architecture in the Intermountain West for over forty years, planning many buildings that remain admired landmarks.²¹ Born in Lee's Summit, Missouri, Winburn moved to Oklahoma as a young boy and then again to Idaho Falls where he finished high school. Winburn showed a proclivity for architectural drawing early in his life—by age four he was already drawing houses—and these talents helped him secure a job while still a teenager as a draftsman in the offices of Idaho Falls architect John W. Dill. A call to serve in World War I took Winburn to France where he remained following the war to study architecture in the Ecole des Beaux Arts et des Sciences Industrielles in Toulouse. Following his European studies, Winburn settled in Utah and launched his architectural career by collaborating first with Salt Lake-based architect James Leslie Chesbro and later with prominent Utah architect Walter Ware.²² These partnerships were productive, but by 1922 Chesbro had decamped to California and by 1924 Winburn's partnership with Ware had ended, leaving Winburn to establish his own one-man architectural practice.²³

²⁰ Korral Broschinsky, *National Register of Historic Places Nomination: Capitol Hill Historic District (Boundary Increase)*, Salt Lake City, Salt Lake County, UT, November 2, 2011, Section 8, pg. 11.

²¹ For Slack Winburn's biography, see "Architecture's Way of Life for Slack W. Winburn," *The Salt Lake Tribune*, Oct. 26, 1952, pg. 16b. Also see "Death Ends Long Career of S.L. Architect at 64," *The Salt Lake Tribune*, Apr. 26, 1964, pg. 18c.

²² "A new firm of architects, Ware and Winburn, have announced the opening of their headquarters in the Utah Savings and Trust Building. Walter E. Ware—formerly of the firm of Ware, Treganza, and Cannon—and Slack W. Winburn, graduate of the School of Fine Arts of Toulouse, France, comprise the firm." See "Ware and Winburn, Architects Open Office," *The Salt Lake Telegram*, Jan. 17, 1923, pg. 1.

²³ During the time Winburn spent with both Chesbro and Ware, Winburn designed traditionally-styled buildings such as Ogden's Colonial-Revival First Baptist Church (Ware), and Salt Lake's Beaux Arts Clift Building (Chesbro). While with Chesbro, Winburn also got commissions to design the Idaho State Insane Asylums in Blackfoot and Orofino. See *Architect and Engineer*, Volumes 63-64, pg. 105.

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During the 1920s, Winburn's career was highly productive. In this decade, the architect designed, among other structures, several apartment buildings including the Villa Andrea (1925 / 265 First Ave., Salt Lake City) and the Mayflower Apartments (1927-1929 / 1283 East South Temple, Salt Lake City), several houses in Salt Lake City's Federal Heights and Yalecrest neighborhoods (i.e. 1926 / sixty homes in the Normandie Heights neighborhood situated between Yale Avenue and Thirteenth South and Thirteenth East and Fifteenth East as part of a development sponsored by the Bowers Building Company), a large Rich Gas and Oil Company Super Service Station (1927 / formerly located on the corner of Second East and Second South, Salt Lake City), the Salt Lake City Unitarian Church (1926 / 569 S 1300 E, Salt Lake City), and the Boulevard Gardens subdivision (1929 / 1795 South West Temple, Salt Lake City). During a portion of the 1920s, Winburn also served as the chairman of the Salt Lake City Planning Commission.²⁴

After 1929, Slack Winburn received a relatively small number of private commissions, including the never-constructed N.H. and Omar Hansen Art Moderne theater and market (1935 / planned for 1515 Fifteenth East, Salt Lake City), and the University of Utah Art Moderne Sigma Nu fraternity house (1934 / 95 Walcott Avenue, Salt Lake City).²⁵ Not surprisingly, much of Winburn's work in the height of the Great Depression came from government work. During the early to mid-1930s, Winburn designed at least three civic monuments, namely the circular marble World War I Memorial in Memory Grove Park, entrance gates to the same park (1932 / 300 Canyon Rd, Salt Lake City), and a "monument and flagpole commemorating the constitution to be erected on the west lawn of the City and County Building grounds" (1935 / Washington Square Park, Salt Lake City).²⁶ In 1934, Winburn designed a fantastical, although never-constructed Mayan-styled building to sit across from the Utah State Capitol to serve as a Utah State Museum.²⁷ Beyond these especially prominent commissions, Winburn involved himself in

²⁴ See "Two Apartment Houses are Sold (Villa Andrea)," *The Salt Lake Telegram*, Sept. 22, 1929, local page. See Bim Oliver, *South Temple Street Landmarks: Salt Lake City's First Historic District* (Charleston, SC: The History Press, 2017), pg. 124. See "Bowers Building Company, Normandie Heights," *Salt Lake Telegram*, Mar. 18, 1926, pg. 1. See "Rich's Oil and Gas," *The Salt Lake Telegram*, Oct. 31, 1927, pg. 7. See "Unitarian Church," *Salt Lake Telegram*, Feb. 20, 1926, pg. 1. See "Winburn Chairman of SL Planning Commission," *The Ogden Standard-Examiner*, Dec. 13, 1923, pg. 8.

²⁵ See "Market Theater Building Planned," *The Salt Lake Tribune*, Jul 10, 1935, pg. 20. See "Sigma Nu," *The Salt Lake Tribune*, Jan. 7, 1934, pg. B.

²⁶ See "World War I Memorial," *Salt Lake Telegram*, Jul. 8, 1931, pg. 7. See "Flag Pole," *The Salt Lake Telegram*, Sept. 18, 1935, pg. 11.

²⁷ "General appearance and adaptability of the building have been carefully considered, and sentiment has had its way in one particular regard: The decision to have the building follow closely the lines of the great Mayan temples recently uncovered in Yucatan was not altogether a matter of sentiment, because the plans seemed to be especially adapted to our needs. There remains, however, the fact that the people of Utah are especially interested in these Mayan discoveries because of their close relation to the religion of embers of the Church of Jesus Christ of Latter-day Saints. It was deemed fitting, therefore, that the building should show the Mayan influence in this, the home of that rapidly growing religious organization." *The Salt Lake Tribune*, Apr. 22, 1934, Page B1.

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“improving” and making repairs to the City and County Building, planning a new state prison in Draper, designing the Tracy Aviary Buildings in Liberty Park, and other projects associated with Salt Lake City’s WPA efforts.²⁸

Following World War II, Winburn’s architecture took a stylistic turn towards International Modernism. In 1946 Winburn designed uniform, Modernist architectural facades for eleven of the oldest buildings lining Main Street in Price Utah in an attempt to make these buildings “so attractive that businesses can be retained in that section rather than have even established businesses move farther east as now seems to be the trend.”²⁹ During the 1940s and early 1950s, Winburn designed many of Salt Lake City’s most important Modernist apartments including the atomic-bomb proof Charleston, now “The Landing” Apartments (1950 / 470 S 1300 E, Salt Lake City), and the Ben Albert Apartments (1950 / 130 South 500 East, Salt Lake City).³⁰ During the latter half of the 1950s, Winburn had an opportunity to design his Modernist masterpiece, namely the Pacific Northwest Pipeline headquarters (1957-1958 / 315 East 200 South, Salt Lake City, NRIS#10001159).³¹ which will be rehabilitated and serve as the anchor building for a condominium development known as Violin School Commons.

Slack Winburn died in Salt Lake City on April 24, 1964 at age 68.

Chronological History of the Development

Salt Lake City’s 1926 Polk Directory lists Robert Nowell as an employee of the Ashton Jenkins Building Company, but a year later Nowell’s 1927 entry indicates he had launched an insurance business, a line of work that Nowell probably learned while working at the Ashton Jenkins Building Company, which, in addition to building also sold real-estate, house insurance, and provided home loans. In 1928 and 1929, Nowell’s Polk Directory listing stated “real-estate.” Additionally, in 1929—and only in 1929—the Polk Directory lists the “Nowell Building Company” under the “contractors” heading with Robert Nowell named as the vice-president of the company. The men listed as the president and the secretary of Nowell Building, C.W. Gibbs and F.T. Ford, were also employed at one time by the Ashton-Jenkins Company, as secretary and bookkeeper. Nowell’s 1930 and 1931 listings state “contracting,” but after 1931 Nowell disappears from Salt Lake City’s Polk Directories for two years, only to reappear in 1934.

Slack Winburn gave a speech to the Trustees of the Utah State Museum Association entitled “Museum Buildings and the Mayan Influence on Future Utah Public Buildings.” See “Museum Buildings and the Mayan Influence,” *The Salt Lake Tribune*, May 22, 1934, pg. 22.

²⁸ “Winburn Prison Plans,” *The Salt Lake Telegram*, Jun. 5, 1936, pg. 1. “Tracy Aviary,” *Salt Lake Telegram*, Apr. 28, 1938, pg. 13.

²⁹ “Price Main Street,” *The Salt Lake Tribune*, May 26, 1946, pg. 8A.

³⁰ See “Charleston Apartments Offer A-Bomb Shield for Tenants,” *The Salt Lake Tribune* Dec. 17, 1950, pg. 83. See “Ben Albert Apartments,” *The Salt Lake Tribune*, Oct. 1, 1950, pg. C11.

³¹ “Pacific Northwest Pushes Work on S.L. Structure,” *The Salt Lake Tribune*, Feb 9, 1958, pg. 10D

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Robert Nowell's rise and fall as a developer is documented in this series of Polk Directory listings and their accompanying dates. In terms of launching a new land development business, Nowell's timing could not have been worse. Nowell applied for his first three building licenses in August, 1929 (Boulevard Garden house numbers 16, 21, and 22) and for the additional twenty in October of that same year.³² Nowell Building Company is listed in the permits as the owner of the project as well as the builder; no architect is named. The permits grant license for the construction of single-story brick dwelling units with frame cornices, half basements and detached garages. The permits also state each house will be between 1000 and 1150 square feet of living space divided between six rooms (a living room, dining room, kitchen and two bedrooms, and one full bath). The cost of each house would range between \$3500 and \$3700.³³

A newspaper article published on September 8, 1929 in the *Salt Lake Telegram* announced that "work has been started on the construction of a group of modern homes on South Main Street by the Nowell Building Company and is expected to continue throughout the next few months."³⁴ Roughly a month and a half later, the headline for the *Salt Lake Telegram's* October 28, 1929 publication announced "Five Billions Lost in Stock Market Break" with subsequent headlines over the following weeks highlighting the gradual gutting of the American market.³⁵ On November 17, 1929, the *Telegram* published an optimistic column entitled "Market Crash Seen as Aid to Salt Lake Real Estate Activity." The following article reasoned that "a great deal of call money will be made available locally at lower rates and people will gradually return to real estate as an investment."³⁶ This scenario did not play out for Robert Nowell, however, as over the course of 1930 and 1931 Nowell found it impossible to find the financing and pay the debts he accrued through Boulevard Gardens' construction.

The Smoot Lumber Company placed at least sixteen title liens against Boulevard Gardens' houses on March 19, 1930 and on April 12th of the same year the Smoot Lumber Company applied for several additional liens against the development. April 1930 also brought liens from the Utah Gas and Coke Company, the Tilene Installing Company, N.O. Nelson MFG Company, and from individual contractors/workmen including Frank Udy, D.H. Hurst, Ash Williams, and Paul Peterson. Despite these liens, Robert Nowell or Nowell in conjunction with his major project lender, the Halloran-Judge Trust Company, did manage to sell number 34 Boulevard Gardens to an Elizabeth Davis on April 12, 1930 and a second house (number unknown) to Mary Godbe Gibbs on May 16, 1930. By the time the 1930 Salt Lake City Polk Directory was

³² Salt Lake City Inspector of Buildings and Register of Permit, Aug. 1929, permits #7818 and 7819.

³³ Salt Lake City Inspector of Buildings and Register of Permit, Oct. 1929, permits # 9055-9074.

³⁴ "Building Takes Spurt in S.L. During August: Construction Stated on Several New Developments," *The Salt Lake Telegram*, Sept. 8, 1929, pg. 10.

³⁵ "Five Billions Lost in Stock Market Break," *The Salt Lake Telegram*, Oct. 28, 1929, pg. 1.

³⁶ "Market Crash Seen as Aid to Salt Lake Real Estate Activity," *The Salt Lake Telegram*, Nov. 17, 1929, pg. G.

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compiled, numbers 16, 22, 34, 45, 51 57, 58, 70, and 75 Boulevard Gardens were occupied. Many of these residents may not have purchased their homes directly from Robert Nowell, however, as Boulevard Gardens was given up to a tax sale recorded by Salt Lake County's assessor on December 22, 1930.³⁷

Boulevard Gardens first wave of residents comprised primarily of blue-collar workers. The 1930 Salt Lake City Polk Directory entry for Boulevard Gardens documents that, for example, 16 Boulevard Gardens was inhabited by miner Albert C. Allan and his wife Annie, 45 Boulevard Gardens by Wasatch Gas Company construction superintendent Samuel A. Hobson and his wife Fressie, number 58 by Ogden Short Line Railroad switchman Frank L. Gane and his wife Margret, and number 75 by the auditor Samuel F. Nicholls and his wife Ethelyn. This blue-collar predominance continued for much of the twentieth century. In 1951, for example, 21 Boulevard Gardens was inhabited by beauty shop owner Thelma Lillie, number 33 by Carbon Freight Line assistant manager Donald Ferguson and his wife Cleone, number 39 by Countryside Eggs employee Reed H. Christopherson, and number 81 by Denver and Rio Grande Railroad car inspector LeRoy H. Burningham and his wife Arva.

While initially surrounded by other housing developments and open space, the area around Boulevard Gardens began to industrialize during the decades following the development's construction. 1950 Salt Lake City Sanborn Maps show that Union Pacific railroad yards stood directly across West Temple from Boulevard Gardens. The Union Pacific leased these yards to the Utah Poultry Producers Co-Operative Association which filled them with chicken coops, feed houses, and abattoirs. Immediately south of the railroad yards on the west side of West Temple stood a "golf practicing ground." Across Main Street from Boulevard Gardens stood the Salt Lake Floral Company greenhouses, the Fisher Baking Company ovens, and scattered tourist courts (auto motels). North of Boulevard Gardens stood several residential streets peppered with the occasional apartment building, gas station, and small-scale industrial workshop.

During the second half of the twentieth century, the area surrounding Boulevard Gardens continued to fill with industrial development. Many of the residential areas in proximity to Boulevard Gardens gave way to small businesses, manufactories, warehouses, and strip malls. The twenty-first century, however, has heralded the revival of Boulevard Gardens'

³⁷ Salt Lake County Auditor Book C-37 Pg. 104 / Block 6 5-Acre Plat "A", Big Field Survey / Date: Dec. 22, 1930 to Apr. 13, 1931 / Entry No: B-27751 Oct. 21, 1932 / Book and Page: Book 2 (I or J), pg. 110 15.

The 1930 tax sale did not relieve Robert Nowell of his financial difficulties. In 1931, the Nowell Building Company was included in a list published in the Salt Lake Telegram by the "Governor of the State of Utah" and Utah's "Secretary of State" of all "defaulting corporations, together with the among of the annual tax penalty and costs remaining unpaid and due to the State of Utah, according to the provisions of Section 3, of Chapter 89, Laws of Utah, 1929. According to this list, the Nowell Building Company owed Utah a tax of \$15.00 with an assessed penalty of \$12.00 for a total of \$27.00. See "By the Governor of the State of Utah: A Proclamation," *The Salt Lake Telegram*, March 16, 1931, pg. 7.

As late as 1933, local newspapers recorded a new suit filed against the Nowell Building Company by the "Investor's Finance Company and Alta Y. Godbe (perhaps a relative of Mary Godbe Gibbs), to recover \$2250 on note, foreclose mortgage and quite title." See "New Suits Filled," *The Salt Lake Telegram*, Apr. 8, 1933, pg. 10.

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neighborhood—today referred to as Salt Lake City's Ballpark Neighborhood—as a desirable residential area. Over the past few years, several older homes and businesses have been demolished and replaced with townhouse-style condos, apartment buildings, and other developments that accommodate the growing desire to live a short distance from Salt Lake City's urban center. After losing many neighborhood landmarks, the Ballpark District is currently shining a light on its history so that this history may be considered in planning the area's future. As Boulevard Gardens' own past touches on central issues and trends that guided the development of this entire area of Salt Lake City, the neighborhood helps to document this district's past and provide a model for the community's future development.

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“Sigma Nu.” *The Salt Lake Tribune*, Jan. 7, 1934, pg. B.

“State Museum.” *The Salt Lake Tribune*, Apr. 22 1934.

Boulevard Gardens Historic District

Name of Property

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"Tracy Aviary," *The Salt Lake Telegram*, Apr. 28, 1938, pg. 13.

"Two Apartment Houses are Sold (Villa Andrea)." *The Salt Lake Telegram*, Sept. 22, 1929,
local page.

"Unitarian Church." *The Salt Lake Telegram*, Feb. 20, 1926, pg. 1.

"Ware and Winburn, Architects Open Office." *The Salt Lake Telegram*, Jan. 17, 1923, pg. 1.

"Winburn Chairman of SL Planning Commission." *The Ogden Standard-Examiner*, Dec. 13,
1923, pg. 8.

"Winburn Prison Plans." *The Salt Lake Telegram*, Jun. 5, 1936, pg. 1.

"World War I Memorial," *The Salt Lake Telegram*, Jul. 8, 1931, pg. 7.

Architect and Engineer, Volumes 63-64, pg. 105.

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): _____

Boulevard Gardens Historic District
Name of Property

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10. Geographical Data

Acree of Property 3.39 Acres

Use either the UTM system or latitude/longitude coordinates

Latitude/Longitude Coordinates (See Historic District Map)

Datum if other than WGS84: _____

(enter coordinates to 6 decimal places)

- | | |
|------------------------------------|------------------------------------|
| 1. Latitude: SW Corner / 40.731031 | Longitude: SW Corner / -111.893802 |
| 2. Latitude: NW Corner / 40.731735 | Longitude: NW Corner / -111.893917 |
| 3. Latitude: NE Corner / 40.731735 | Longitude: NE Corner / -111.891706 |
| 4. Latitude: SE Corner / 40.731363 | Longitude: SE Corner / -111.891662 |
| 5. Latitude: SE Corner / 40.731363 | Longitude: SE Corner / -111.891807 |
| 6. Latitude: SW Corner / 40.731062 | Longitude: SE Corner / -111.891809 |

Or

UTM References

Datum (indicated on USGS map):

☐ AD 1927 or ☐ NAD 1983

- | | | |
|----------|-----------|-----------|
| 1. Zone: | Easting: | Northing: |
| 2. Zone: | Easting: | Northing: |
| 3. Zone: | Easting: | Northing: |
| 4. Zone: | Easting : | Northing: |

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

Boulevard Gardens Historic District is roughly bounded by Main Street on the east, Quayle Avenue on the north, and West Temple on the west, with an alleyway and parking area providing the south boundary. See map for exact boundaries.

Boundary Justification (Explain why the boundaries were selected.)

The selected Boulevard Gardens National Register District boundaries correspond with the boundaries of the original Boulevard Gardens development.

11. Form Prepared By

name/title: Dr. David Amott
organization: _____
street & number: _____
city or town: Provo state: UT zip code: _____
e-mail davidamott@gmail.com
telephone: 801-971-4808
date: October 25, 2018

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.

Boulevard Gardens Historic District
Name of Property

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North
↑

Boulevard Gardens National Historic District
Boulevard Gardens, Salt Lake City, UT 84115

1. Latitude: SW Corner / 40.731031 Longitude: SW Corner / -111.893802
2. Latitude: NW Corner / 40.731735 Longitude: NW Corner / -111.893917
3. Latitude: NE Corner / 40.731735 Longitude: NE Corner / -111.891706
4. Latitude: SE Corner / 40.731363 Longitude: SE Corner / -111.891662
5. Latitude: SE Corner / 40.731363 Longitude: SE Corner / -111.891807
6. Latitude: SW Corner / 40.731062 Longitude: SE Corner / -111.891809

Boulevard Gardens Historic District
Name of Property

Salt Lake County, Utah
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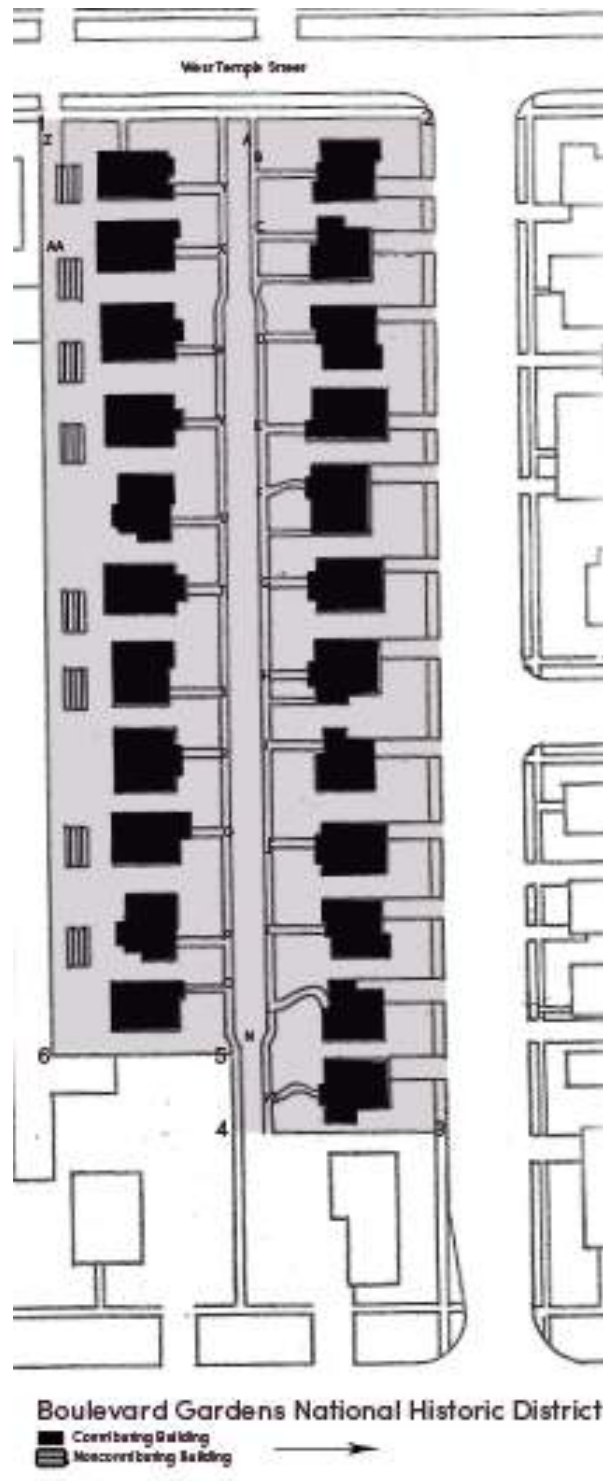
Boulevard Gardens National Historic District
Boulevard Gardens, Salt Lake City, UT 84115

2. Latitude: NW Corner / 40.731735	Longitude: NW Corner / -111.893917
3. Latitude: NE Corner / 40.731735	Longitude: NE Corner / -111.891706
4. Latitude: SE Corner / 40.731363	Longitude: SE Corner / -111.891662
5. Latitude: SE Corner / 40.731363	Longitude: SE Corner / -111.891807
6. Latitude: SW Corner / 40.731062	Longitude: SW Corner / -111.891809

Boulevard Gardens Historic District
Name of Property

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- **Sketch map** for historic districts and properties having large acreage or numerous resources. Key all photographs to this map.



Boulevard Gardens Historic District
Name of Property

Salt Lake County, Utah
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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: Boulevard Gardens

City or Vicinity: Salt Lake City

County: Salt Lake County

State: Utah

Photographer: David Amott

Date Photographed: April 9, 2017

Boulevard Gardens Historic District

Salt Lake County, Utah
County and State

Name of Property

1 of 27. West Temple Street / West to East View of Boulevard Gardens Common Court.
Camera facing northeast. Location "A" on map.



2 of 27. South Elevation / Façade of 82 Boulevard Gardens. Camera facing north. Location "B" on map.



Boulevard Gardens Historic District
Name of Property

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County and State

3 of 27. South Elevation / Façade of 76 Boulevard Gardens. Camera facing north. Location
“C” on map.



4 of 27. South Elevation / Façade of 70 Boulevard Gardens. Camera facing north.
Photograph “D” on map.



Boulevard Gardens Historic District

Salt Lake County, Utah
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Name of Property

5 of 27. South Elevation / Façade of 64 Boulevard Gardens. Camera facing north.

Photograph "E" on map.



6 of 27. South Elevation / Façade of 58 Boulevard Gardens. Camera facing north. Location "F" on map.



Boulevard Gardens Historic District

Salt Lake County, Utah
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Name of Property

7 of 27. South Elevation / Façade of 52 Boulevard Gardens. Camera facing north. Location
“G” on map.



8 of 27. South Elevation / Façade of 46 Boulevard Gardens. Camera facing north. Location
“H” on map.



Boulevard Gardens Historic District

Salt Lake County, Utah
County and State

Name of Property

9 of 27. South Elevation / Façade of 40 Boulevard Gardens. Camera facing north. Location
“T” on map.



10 of 27. South Elevation / Façade of 34 Boulevard Gardens. Camera facing north. Location
“J” on map.



Boulevard Gardens Historic District

Salt Lake County, Utah
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Name of Property

11 of 27. South Elevation / Façade of 28 Boulevard Gardens. Camera facing north. Location
“K” on map



12 of 27. South Elevation / Façade of 22 Boulevard Gardens. Camera facing north. Location
“L” on map.



Boulevard Gardens Historic District

Salt Lake County, Utah
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13 of 27. South Elevation / Façade of 16 Boulevard Gardens. Camera facing north. Location
“M” on map.



14 of 27. Near Main Street / East to West View of Boulevard Gardens' Common Court.
Camera facing northwest. Location “N” on map.



Boulevard Gardens Historic District

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Name of Property

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15 of 27. North Elevation / Façade of 21 Boulevard Gardens. Camera facing south.
Location "O" on map.



16 of 27. North Elevation / Façade of 27 Boulevard Gardens. Camera facing south.
Location "P" on map.



Boulevard Gardens Historic District
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17 of 27. North Elevation / Façade of 33 Boulevard Gardens. Camera facing south.
Location "Q" on map.



18 of 27. North Elevation / Façade of 39 Boulevard Gardens. Camera facing south.
Location "R" on map.



Boulevard Gardens Historic District
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19 of 27. North Elevation / Façade of 45 Boulevard Gardens. Camera facing south.
Location "S" on map.



20 of 27. North Elevation / Façade of 51 Boulevard Gardens. Camera facing south. Location
"T" on map.



Boulevard Gardens Historic District

Salt Lake County, Utah
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21 of 27. North Elevation / Façade of 57 Boulevard Gardens. Camera facing south. Location
“U” on map.



22 of 27. North Elevation / Façade of 63 Boulevard Gardens. Camera facing south. Location
“V” on map.



Boulevard Gardens Historic District
Name of Property

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23 of 27. North Elevation / Façade of 69 Boulevard Gardens. Camera facing south. Location
“W” on map.



24 of 27. North Elevation / Façade of 75 Boulevard Gardens. Camera facing south. Location
“X” on map.



Boulevard Gardens Historic District
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25 of 27. North Elevation / Façade of 81 Boulevard Gardens. Camera facing south. Location “Y” on map.



26 of 27. Auto Alleyway Located Along the Southern Edge of Boulevard Gardens. Period Garages Visible Along Far Right Side of Photograph. Camera facing northeast. Location “Z” on map.



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27 of 27. C. 1930 Garage Belonging to 75 Boulevard Gardens. Garage Construction Typifies All of Boulevard Gardens' Period Garages. Camera facing northeast. Location "AA" on map.



Boulevard Gardens Historic District

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County and State

Name of Property

Fig. 1 of 47. C. 1985 West Temple Street / West to East View of Boulevard Gardens
Common Court.



Fig. 2 of 47. C. 1985 West Temple Street / East to West View of Boulevard Gardens
Common Court.



Boulevard Gardens Historic District

Name of Property

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Fig. 3 of 47. South and West Elevations / Façade and Side of 82 Boulevard Gardens c. 1935.



Fig. 4 of 47. South and West Elevations / Façade and Side of 82 Boulevard Gardens c. 1985.



Boulevard Gardens Historic District

Name of Property

Salt Lake County, Utah
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Fig. 5 of 47. South and West Elevations / Façade and Side of 76 Boulevard Gardens c. 1935.



Fig. 6 of 47. South Elevation / Façade of 76 Boulevard Gardens c. 1985.



Boulevard Gardens Historic District

Name of Property

Salt Lake County, Utah
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Fig. 7 of 47. West and South Elevations / Side and Façade of 70 Boulevard Gardens c. 1935.



Fig. 8 of 47. South and East Elevations / Façade and Side of 70 Boulevard Gardens c. 1985.



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Name of Property

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Fig. 9 of 47. West and South Elevations / Side and Façade of 64 Boulevard Gardens c. 1935.



Fig. 10 of 47. South Elevation / Façade of 64 Boulevard Gardens c. 1985.



Boulevard Gardens Historic District
Name of Property

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Fig. 11 of 47. South Elevation / Façade of 58 Boulevard Gardens c. 1935.



Fig. 12 of 47. South Elevation / Façade of 58 Boulevard Gardens c. 1985.



Boulevard Gardens Historic District
Name of Property

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Fig. 13 of 47. South and East Elevations / Façade and Side of 52 Boulevard Gardens c. 1935.



Fig. 14 of 47. South Elevation / Façade of 52 Boulevard Gardens c. 1985.



Boulevard Gardens Historic District
Name of Property

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Fig. 15 of 47. South and East Elevations / Façade and Side of 46 Boulevard Gardens c. 1935.



Fig. 16 of 47. South Elevation / Façade of 46 Boulevard Gardens c. 1985.



Boulevard Gardens Historic District

Name of Property

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Fig. 17 of 47. South and East Elevations / Façade and Side of 40 Boulevard Gardens c. 1935.



Fig. 18 of 47. South Elevation / Façade of 40 Boulevard Gardens c. 1985.



Boulevard Gardens Historic District

Name of Property

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Fig. 19 of 47. South Elevation / Façade of 34 Boulevard Gardens c. 1935.



Fig. 20 of 47. South Elevation / Façade of 34 Boulevard Gardens c. 1985.



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Name of Property

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Fig. 21 of 47. South and East Elevations / Façade and Side of 28 Boulevard Gardens c. 1975.



Fig. 22 of 47. South and East Elevations / Façade and Side of 28 Boulevard Gardens c. 1985.



Boulevard Gardens Historic District
Name of Property

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Fig. 23 of 47. South and East Elevations / Façade and Side of 22 Boulevard Gardens c. 1935.



Fig. 24 of 47. South Elevation / Façade of 22 Boulevard Gardens c. 1985.



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Fig. 25 of 47. South and East Elevations / Façade and Side of 16 Boulevard Gardens c. 1935.



Fig. 26 of 47. South Elevation / Façade of 16 Boulevard Gardens c. 1985.



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Fig. 27 of 47. East and North Elevations / Side and Façade of 21 Boulevard Gardens c. 1935.



Fig. 28 of 47. North Elevation / Façade of 21 Boulevard Gardens c. 1985.



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Fig. 29 of 47. East and North Elevations / Side and Façade of 27 Boulevard Gardens c. 1935.



Fig. 30 of 47. North Elevation / Façade of 27 Boulevard Gardens c. 1985.



Boulevard Gardens Historic District
Name of Property

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Fig. 31 of 47. East and North Elevations / Side and Façade of 33 Boulevard Gardens c. 1935.



Fig. 32 of 47. North Elevation / Façade of 33 Boulevard Gardens c. 1985.



Boulevard Gardens Historic District
Name of Property

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Fig. 33 of 47. East and North Elevations / Side and Façade of 39 Boulevard Gardens c. 1935.



Fig. 34 of 47. North Elevation / Façade of 39 Boulevard Gardens c. 1985.



Boulevard Gardens Historic District
Name of Property

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Fig. 35 of 47. East and North Elevations / Side and Façade of 45 Boulevard Gardens c. 1935.



Fig. 36 of 47. North Elevation / Façade of 45 Boulevard Gardens c. 1985.



Boulevard Gardens Historic District
Name of Property

Salt Lake County, Utah
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Fig. 37 of 47. North and West Elevations / Façade and Side of 45 Boulevard Gardens c. 1935.



Fig. 38 of 47. North Elevation / Façade of 45 Boulevard Gardens c. 1985.



Boulevard Gardens Historic District
Name of Property

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County and State

Fig. 39 of 47. East and North Elevations / Side and Façade of 57 Boulevard Gardens c. 1935.



Fig. 40 of 47. East and North Elevations / Side and Façade of 57 Boulevard Gardens c. 1985.



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Fig. 41 of 47. East and North Elevations / Side and Façade of 69 Boulevard Gardens c. 1985.



Fig. 42 of 47. North Elevations / Façade of 69 Boulevard Gardens c. 1985.



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Name of Property

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Fig. 43 of 47. East and North Elevations / Side an Façade of 75 Boulevard Gardens c. 1935.



Fig. 44 of 47. West and North Elevations / Side and Façade of 75 Boulevard Gardens c. 1985.



Boulevard Gardens Historic District
Name of Property

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County and State

Fig. 45 of 47. East and North Elevations / Side and Façade of 81 Boulevard Gardens c. 1935.



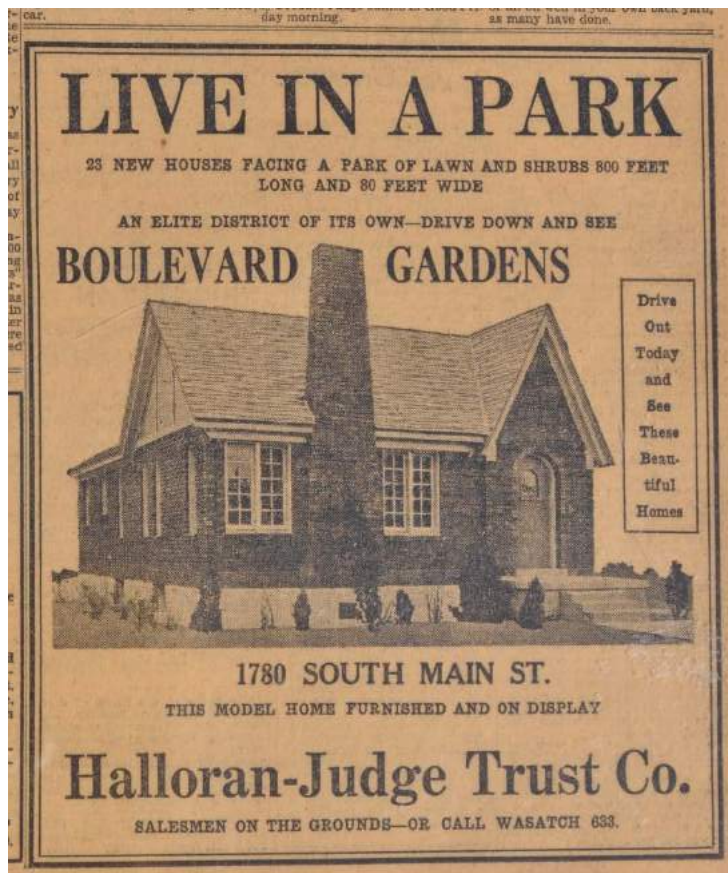
Fig. 46 of 47. North Elevation / Façade of 81 Boulevard Gardens c. 1985.



Boulevard Gardens Historic District
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Fig. 47 of 47. Halloran-Judge Trust Co. advertisement for Boulevard Gardens. *Salt Lake Tribune*, May 25, 1930, pg. D7.



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, 1847 C. Street, NW, Washington, DC.