



Staff Report

PLANNING DIVISION

DEPARTMENT of COMMUNITY and NEIGHBORHOODS

To: Salt Lake City Planning Commission
From: Aaron Barlow, Principal Planner, aron.barlow@slcgov.com, 801-535-6182
Date: November 3, 2022
Re: PLNHLC2022-00877 – Paint Enforcement at 217 West 300 North

MINOR ALTERATION (ENFORCEMENT)

PROPERTY ADDRESS: 217-219 West 300 North

PARCEL ID: 08-36-403-013-0000

HISTORIC DISTRICT: Capitol Hill Local Historic District

ZONING DISTRICT: SR-1A Special Development Pattern Residential District

OVERLAY DISTRICT: H Historic Preservation Overlay District

DESIGN GUIDELINES: Residential Design Guidelines, Chapter 2: Building Materials and Finishes

MASTER PLAN: Capitol Hill

REQUEST:

This is a request by Joshua Eaton of JL Eaton, LLC, the property owner, for Minor Alteration approval to paint the exterior brick of the house located at approximately 217 West 300 North. The property is under enforcement for having painted the brick without a Certificate of Appropriateness and the matter has been referred to the Historic Landmark Commission for a decision. The 2006 reconnaissance level survey (RLS) of the district found the building to be contributing to the character and integrity of the Capitol Hill Local Historic District.

RECOMMENDATION:

Based on the analysis and findings outlined in this staff report, it is Planning staff's determination that the painted brick generally does not meet the applicable standards of approval. Consequently, staff recommends that the Commission deny the request.

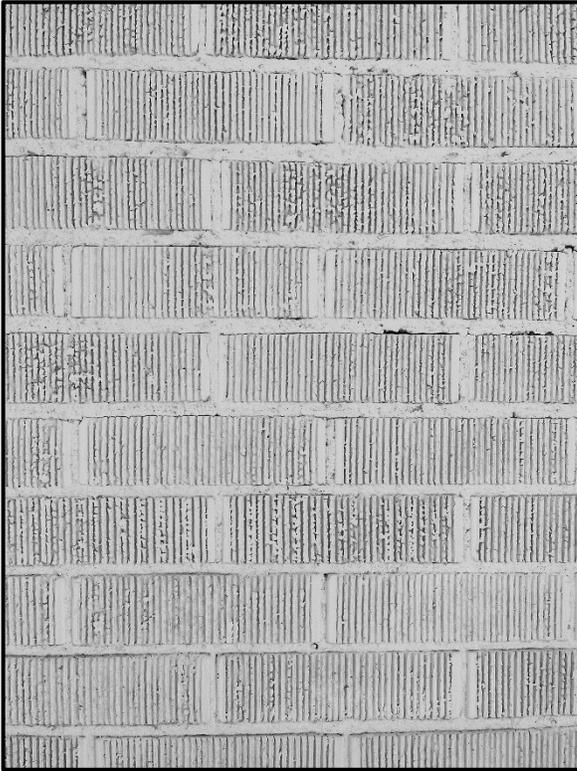
ATTACHMENTS:

- A. [Vicinity Map](#)
- B. [Applicant Submittal](#)
- C. [Building Photographs](#)
- D. [Historic Survey Information](#)
- E. [Analysis of Standards for Minor Alterations in a Historic District](#)
- F. [Applicable Design Guidelines](#)
- G. [Public Process and Comments](#)
- H. [Department Review Comments](#)

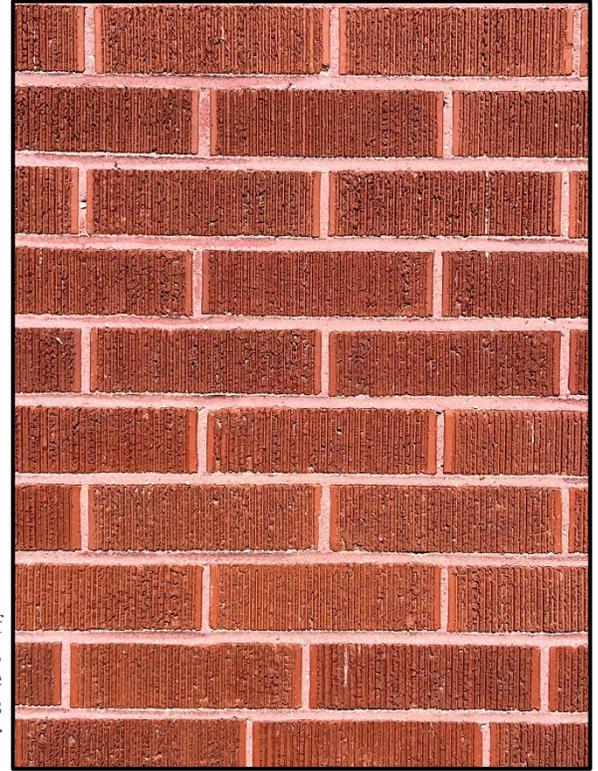
BACKGROUND

PROJECT HISTORY

This building at 217 West 300 North is one of several horizontally stacked duplex residences along the southwest corner of 300 North and 200 West. The property is currently not in compliance with Salt Lake City regulations because the brick masonry was painted at some point in 2019 without the issuance of a Certificate of Appropriateness. Salt Lake City Civil Enforcement contacted the property owner about the violation in July 2022, and let him know that a Certificate of Appropriateness is required by section [21A.34.020E](#) of the Zoning Ordinance for alterations to the exterior of structures within a Local Historic District. Since then, the property owner has been working with the Planning Division to resolve the issue.



Left: Detail view of painted brick on subject building



Right: Detail view of adjacent duplex's brick, which is similar to the subject building's original color

PROPERTY INFORMATION

The most recent Reconnaissance Level Survey (RLS) of the Capitol Hill Historic District (completed in 2006) indicates that the building contributes to the character and integrity of the Capitol Hill Local and National Historic Districts. Known as the [Peters-Thomas Duplex](#) in historical records and constructed in 1954, the building was constructed at the same time as the other similarly-styled duplexes near the intersection of 300 North and 200 West that replaced an early pioneer homesteader's two-story adobe house built in 1848 (see [Attachment D](#) for additional historic resource information). Exterior materials mostly consist of red brick, vinyl windows, aluminum siding, and wrought-iron rails. The building features glass at each corner on both the lower and upper levels, giving it a modernist look. Staff's review of historic photos and Google Street imagery found that masonry visible from the street was originally unpainted and remained so as recently as June 2019.



Subject Property on October 21, 2022

PROJECT DESCRIPTION

This proposal is a request to keep the exterior paint that was applied to the brick at some point in 2019. The applicant has indicated that he purchased the property after the brick had been painted without knowing the work had been done without a Certificate of Appropriateness. A narrative and photos provided by the applicant are included in [Attachment C](#)).

APPROVAL PROCESS AND COMMISSION AUTHORITY

The applicant has submitted an application for a Minor Alteration in the Capitol Hill Local Historic District. The Historic Landmark Commission has decision-making authority in said matters. The Historic Landmark Commission may approve, approve with conditions, or deny the requested Minor Alteration.

KEY CONSIDERATIONS

Staff identified the following consideration through analysis and review of the proposed project:

1. Preservation Design Guidelines for Masonry

Consideration 1 – Preservation Design Guidelines for Masonry

The design guidelines within the Preservation Handbook for residential neighborhoods emphasize the importance of preserving brick in historic neighborhoods. Masonry is described as, “one of the most important character-defining features of a historic building”. The guidelines go into depth explaining the importance of the contrast of the darker brick material and lighter mortar in creating the historic character in local districts. While painted mortar is not the focus of this review, as the material is expected to deteriorate over time, the guidelines encompass maintaining the characteristics of the historic mortar. This includes the profile, characteristics, and color. The overall appearance of the building material, encompassing the patterning of the brick, the choice of cut of the brick, and the thickness of the mortar creates a distinctive character that is relative to its time. The building in question was characterized (like the duplex to the east) by red brick and light-colored mortar. It reflects the modernist masonry construction style of many buildings constructed during the district’s post-World War II boom in the 1940s and 1950s.



2006 Survey Photo of Subject Property

The City’s adopted historic guidelines consistently discourage the use of paint on masonry that was not traditionally painted. The Residential Design Guidelines address building materials and finishes in Chapter 2. Page 1 states that:

Painting the masonry should be avoided. Painting alters the architectural character, seals in moisture causing gradual damage to the walls and their thermal performance, and also builds in the recurring cost of periodic repainting.

It also emphasizes that “*Painting traditional masonry will obscure and may destroy its original character.*”

The design guidelines dispute the idea that painting brick help in its preservation, saying, “*Painting brick or stone is rarely if ever warranted to enhance water resistance. Rather, it tends to seal moisture into the wall, hastening deterioration.*” Additionally, the guidelines discourage covering original brick or masonry in any way, including stucco: “*Painting a historic masonry retaining wall, or covering it with stucco or other cementitious coating, is usually inappropriate.*” [Attachment F](#) further shows that the Residential Design Guidelines discourage the painting of masonry while providing specific guidelines for the preservation of the material.

STAFF RECOMMENDATION

After review of the information provided by the applicant, Planning staff has found that allowing the subject property's masonry to be painted is contrary to the relevant preservation standards and guidelines and that any paint that was already applied will need to be removed.

NEXT STEPS

Denial of the Design Review Request

If the Commission denies the proposal, the applicant will not be issued a Certificate of Appropriateness to keep the paint on the building and the property will continue to be in noncompliance with Salt Lake City code. To bring the property into compliance, the applicant will have to apply for a Minor Alteration to remove the paint.

Approval of the Request

If the Historic Landmark Commission disagrees with staff's recommendation and approves the request, then a Certificate of Appropriateness will be issued for the existing paint.

ATTACHMENT A: Maps



CAPITOL HILL HISTORIC DISTRICT RECONNAISSANCE LEVEL SURVEY 2006 SALT LAKE CITY, SALT LAKE COUNTY, UTAH



ATTACHMENT B: Applicant Submittal

217-219 W. 300 No. (Built in 1954)

This duplex was built in 1954 and originally had red brick. After purchasing the long-empty and neglected building in 2019, we painted the exterior and improved the landscape and interiors before renting it to 2 families in the spring of 2020. We were unaware at the time of purchase that a 1957 duplex of uncertain style could be considered “historic” or a contributing structure. The Salt Lake City code [21A.34.020](#): H Historic Preservation Overlay District defines a contributing structure.

CONTRIBUTING STRUCTURE: A structure or site within the H Historic Preservation Overlay District that meets the criteria outlined in subsection C15 of this section and is of moderate importance to the City, State, region or Nation because it imparts artistic, historic or cultural values. A contributing structure has its major character defining features intact and although minor alterations may have occurred they are generally reversible. Historic materials may have been covered but evidence indicates they are intact.

Subsection C15 continues:

15. Standards For The Designation Of A Landmark Site, Local Historic District Or Thematic Designation: Each lot or parcel of property proposed as a landmark site, for inclusion in a local historic district, or for thematic designation shall be evaluated according to the following:

a. Significance in local, regional, State or national history, architecture, engineering or culture, associated with at least one of the following:

(1) Events that have made significant contribution to the important patterns of history, or

(2) Lives of persons significant in the history of the City, region, State, or Nation, or

(3) The distinctive characteristics of a type, period or method of construction; or the work of a notable architect or master craftsman, or

(4) Information important in the understanding of the prehistory or history of Salt Lake City; and

b. Physical integrity in terms of location, design, setting, materials, workmanship, feeling and association as defined by the National Park Service for the National Register of Historic Places;

c. *The proposed local historic district or thematic designation is listed, or is eligible to be listed on the National Register of Historic Places;*

d. *The proposed local historic district contains notable examples of elements of the City's history, development patterns or architecture not typically found in other local historic districts within Salt Lake City;*

e. *The designation is generally consistent with adopted planning policies;*
and

f. *The designation would be in the overall public interest.*

The duplex does not fit well into the above subsection 15 standards for a contributing structure. It has no notable significance in local, regional, State or national history, architecture, engineering or culture. The building was constructed during a Ranch Style design phase from 1946-1970 which also includes the Mid-Century design style. After reviewing both the ranch style and mid-century styles in the handbook for Salt Lake Historical Preservation, the duplex is less a distinctive style and more of a hybrid style that is considered "infill" on the Salt Lake Historical Preservation Website, and can be found all over the city. Indeed, you can find many examples of the exact same duplex in virtually all Salt Lake City neighborhoods. Additionally, it does not contain the specific ranch style design elements other than a decorative railing on the porch and a low pitch roof. It contains almost no mid-century style such as the stacked flagstone planters or a flat roof which are listed specifically in the Residential Design Guidelines on the Salt Lake Historical Preservation Handbook Website. The duplex has also had many significant alterations over the years. The windows are a mix of vinyl or aluminum and were most likely installed 10 to 20 years ago. The front doors are also likely from the early 2000's. The old wood siding on the side facades was replaced with aluminum siding most likely in the 1980's according to the former owner.

The clean, updated and appealing property has been fully rented for two and a half years and serves the tenants and public interest as is without the invasive disturbance of removing paint while occupied.

We understand and value the necessity of historic preservation and actually live in a historic home in the Avenues. Applying the same standard of historic significance and value to this duplex as a truly mid-century or ranch style designed home with historic or architectural significance is unnecessary and over-reaching.

The Salt Lake City Preservation Program Philosophy specifically allows "*greater flexibility when considering alterations to non-contributing buildings.*" We are requesting that flexibility for the painted brick on this property.

Painted white in 2019:



Original brick color before painting:



Front doors replaced by Home Depot metal doors in early 2000's?



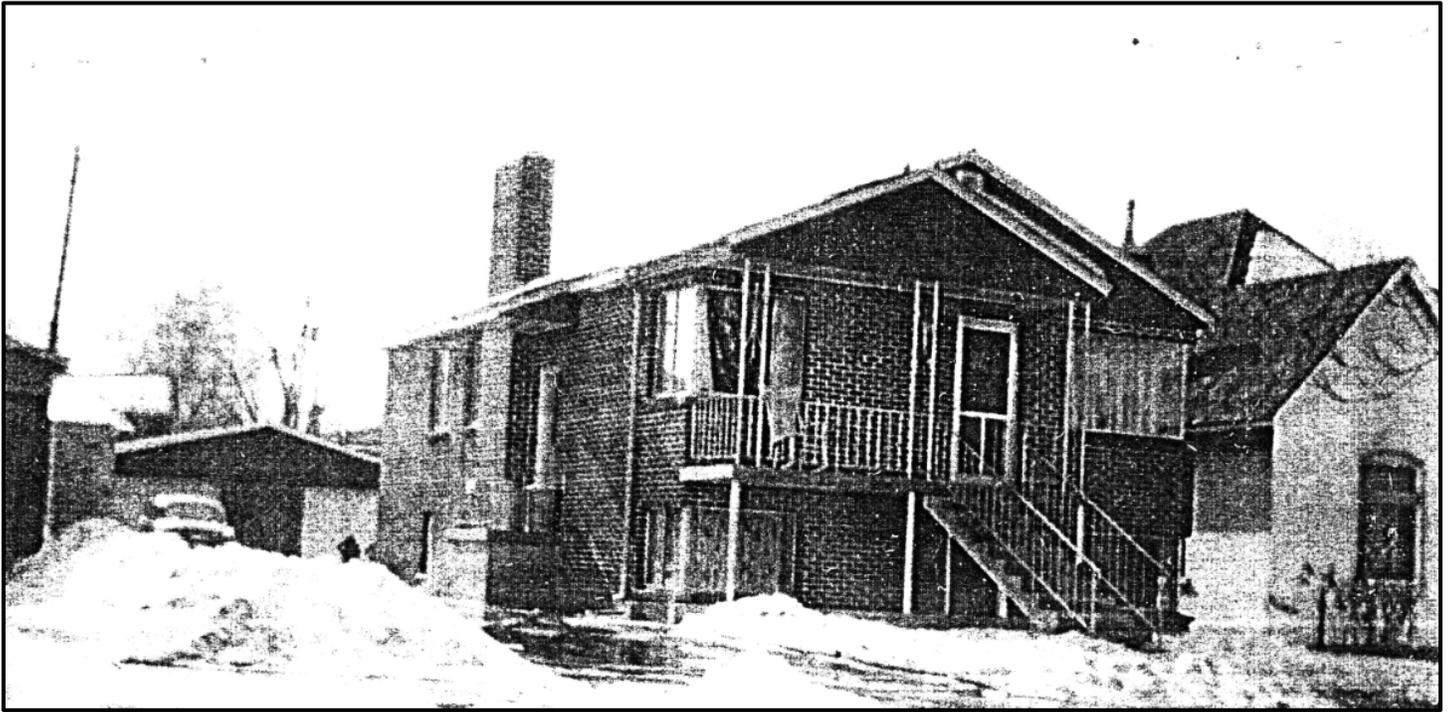
Vinyl windows have replaced the original metal windows.



Aluminum siding replaced the original wood possibly in the 1980's.



ATTACHMENT C: Building Photographs



1955 Salt Lake County Tax Photo



2006 Survey Photo of Subject Property
PLNHLC2022-00877 - 217 West 300 North



Current Photo of Subject Property



Current Photo of Subject Property



229 West 300 North

PLNHLC2022-00877 - 217 West 300 North



279 North 200 West – Property to the east of similar style and brick color



273 North 200 West – While the brick is a different color than the subject property, the red vertical siding on the porch gable is likely similar

ATTACHMENT D: Historic Survey Information

[Click here for Utah State History File](#)

The 2006 Capitol Hill Reconnaissance Level Survey Report is included at the end of this report

(printout date: 9/08/2006)

Architectural Survey Data for SALT LAKE CITY
Utah State Historic Preservation Office

Page 16 of 90

| Address/ Property Name | Eval/ Ht | OutB N/C | Yr.(s) Built | Materials | Styles | Plan (Type)/ Orig. Use | Survey Year RLS/ILS/Gen | Comments/ NR Status |
|--|-------------|-------------|-----------------|-------------------------------------|--|--|----------------------------|---|
| 158 W 300 NORTH | D | 1/0 2 | 1977 | REGULAR BRICK SHINGLE SIDING | MANSARD | OTHER APT./HOTEL MULTIPLE DWELLING | 06 05 | N05 |
| 160 W 300 NORTH | B | 0/1 2 | 1960 | REGULAR BRICK ALUM./VINYL SIDING | POST-WWII: OTHER | OTHER APT./HOTEL MULTIPLE DWELLING | 06 05 | N05 |
| 163 W 300 NORTH | B | 0/0 1.5 | c. 1900 | STUCCO/PLASTER | VICTORIAN: OTHER | DOUBLE HOUSE / MULTIPLE DWELLING | 06 | DOUBLE HOUSE TYPE A; 163-165 |
| 171 W 300 NORTH | B | 0/0 2.5 | 1950 | REGULAR BRICK FLAGSTONE | POST-WAR MODERN | WALK-UP APT. MULTIPLE DWELLING | 06 | 171-177 W |
| 180 W 300 NORTH | B | 0/1 2 | 1953 | STRIATED BRICK CONCRETE BLOCK | POST-WWII: OTHER | OTHER APT./HOTEL MULTIPLE DWELLING | 06 05 | aka 306 N 200 WEST (PARCEL ADDRESS) N05 |
| 202 W 300 NORTH CHARLES D. HARDING | B | 0/0 2 | c. 1909 | REGULAR BRICK | 20TH C. COMMERCIAL | 2-PART BLOCK GROCERY | 06 05 | NOW UTAH HUMANITIES COUNCIL N05 |
| 204 W 300 NORTH HEYSTECK DUPLEX | B | 0/0 1 | c. 1936 | STRIATED BRICK | ENGLISH COTTAGE MINIMAL TRADITIONAL | DOUBLE HOUSE / MULTIPLE DWELLING | 06 05 | PERIOD COTTAGE DUPLEX; 204- 206 W N05 |
| 217 W 300 NORTH | B | 0/1 1.5 | 1954 | STRIATED BRICK | POST-WWII: OTHER | DOUBLE HOUSE / MULTIPLE DWELLING | 06 | DOUBLE HOUSE TYPE B; 217-219 |
| 218 W 300 NORTH WILLIAM T. EDWARD HOUSE | B | / 2 | c. 1909 | REGULAR BRICK | VICTORIAN: OTHER | DOUBLE HOUSE / MULTIPLE DWELLING | 06 05 | N05 |
| 225 W 300 NORTH | B | 0/0 1.5 | c. 1890 | REGULAR BRICK | VICTORIAN ECLECTIC | CENTRAL BLK W/ PROJ SINGLE DWELLING | 06 | |
| 226 W 300 NORTH WHITNEY, JOSHUA & EMMELINE, | B | 0/0 1 | 1901 | REGULAR BRICK | VICTORIAN ECLECTIC | CENTRAL BLK W/ PROJ SINGLE DWELLING | 06 80 | N05 |

?=approximate address

Evaluation Codes: A=eligible/architecturally significant B=eligible C=ineligible/alterd D=ineligible/out of period U=undetermined/lack of info X=demolished

ATTACHMENT E: Analysis of Standards for Minor Alterations in a Historic District

H Historic Preservation Overlay District – Standards for Certificate of Appropriateness for Alteration of a Contributing Structure (21A.34.020.G)

In considering an application for a certificate of appropriateness for alteration of a landmark site or contributing structure, the Historic Landmark Commission, or the Planning Director, for administrative decisions, shall find that the project substantially complies with all of the following general standards that pertain to the application and that the decision is in the best interest of the City.

| Standard | Analysis | Finding |
|---|---|------------------------|
| 1. A property shall be used for its historic purpose or be used for a purpose that requires minimal change to the defining characteristics of the building and its site and environment; | The existing structure on site was constructed in 1954 as a horizontally stacked duplex. The applicant is proposing to continue using it as a duplex. | Complies |
| 2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided; | Masonry is one of the most important character-defining features of a historic building, and the colors of the brick and mortar are predominant elements of this structure. The applied paint hides these features and damages the historic masonry walls. | Does not comply |
| 3. All sites, structures and objects shall be recognized as products of their own time. Alterations that have no historical basis and which seek to create a false sense of history or architecture are not allowed; | The masonry on the structure was not painted prior to what was applied in 2019. While there are houses within the City and the Capitol Hill Local Historic District that were historically painted, painting the subject building's bricks may create a sense of historically painted brick and would not reflect its historic architectural character. | Does not comply |
| 4. Alterations or additions that have acquired historic significance in their own right shall be retained and preserved; | The proposal does not include work that would modify or remove any existing alterations or additions that have acquired historic significance in their own right. | Not applicable |
| 5. Distinctive features, finishes and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved; | The red brick and its contrast with the mortar joint's light color gives this building its distinctive character. The applied paint diminishes these features and damages the historic masonry walls. | Does not comply |
| 6. Deteriorated architectural features shall be repaired rather than replaced wherever feasible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, texture and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historic, physical or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other structures or objects; | This proposal does not include any repair or replacement of any deteriorated architectural features, so this standard does not apply. | Does not comply |

| | | |
|---|---|-------------------------------|
| <p>7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible;</p> | <p>Paint removal requires physical treatments that could potentially damage the historic brick of this building. If this proposal is denied and the applicant is required to remove the paint, Planning staff will work with the applicant on finding the least abrasive process of paint removal to ensure minimal damage is done to the existing brick.</p> | <p>Does not comply</p> |
| <p>8. Contemporary design for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant cultural, historical, architectural or archaeological material, and such design is compatible with the size, scale, color, material and character of the property, neighborhood or environment;</p> | <p>Painted brick is currently a popular trend among home renovation enthusiasts. While contemporary alterations are allowed under this standard, paint is difficult to remove from masonry once it has been applied and requires removal treatments (such as sandblasting) that may cause permanent damage if done incorrectly.</p> | <p>Does not comply</p> |
| <p>9. Additions or alterations to structures and objects shall be done in such a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the structure would be unimpaired. The new work shall be differentiated from the old and shall be compatible in massing, size, scale and architectural features to protect the historic integrity of the property and its environment;</p> | <p>As discussed above, paint cannot be easily removed from masonry and requires professional expertise and extra care. Additionally, Moisture trapped underneath the paint can cause damage to the brick over time, shortening its lifespan.</p> | <p>Does not comply</p> |
| <p>10. Certain building materials are prohibited including the following: a. Aluminum, asbestos, or vinyl cladding when applied directly to an original or historic material.</p> | <p>The project does not involve the direct application of aluminum, asbestos, or vinyl cladding.</p> | <p>Not applicable</p> |
| <p>11. Any new sign and any change in the appearance of any existing sign located on a landmark site or within the H Historic Preservation Overlay District, which is visible from any public way or open space shall be consistent with the historic character of the landmark site or H Historic Preservation Overlay District and shall comply with the standards outlined in chapter 21A.46 of this title.</p> | <p>The project does not involve signage.</p> | <p>Not applicable</p> |

ATTACHMENT F: Applicable Design Guidelines

Design Guidelines for [Historic Residential Properties & Districts in Salt Lake City, Chapter 2: Building Materials & Finishes](#) are the relevant historic guidelines for this design review and are identified below for the Commission's reference.

Masonry

Masonry includes a range of solid construction materials. The following guidelines apply to the masonry surfaces, features, and details of historic buildings in the city's designated residential districts.

Masonry in its many forms is one of the most important character-defining features of a traditional building. Brick, stone, adobe, terra-cotta, ceramics, stucco, cast artificial stone, and concrete are typical masonry construction materials used across the city, reflecting its sequence of settlement and development, as well as personal means and architectural style. Masonry materials of various types exist as walls, cornices, pediments, steps, chimneys, foundations, and functional and/or decorative building features and details.

In a brick wall, the particular size of brick used and the manner in which it is laid is a distinctive characteristic. Similarly, the pattern or 'bond' in the construction of a brick or stone wall helps to establish its character. This pattern combines with the choice and nature of the material, the choice of cut, rough and/or dressed stone, to create a unique physical and visual character.

Masonry is usually comprised of the masonry unit, e.g. the individual brick or stone, and the medium used to bind these units, e.g. the mortar, each with a mutually supporting role. The pattern used to lay the brick (the bond) is directly influenced by the hardness, color, thickness and profile of the mortar coursing with which it is laid. Historically, a soft mortar was used. In post-war years the use of a harder brick was matched by a harder mortar. The mortar should always be softer than the brick or the stone.

In earlier masonry buildings, a soft mortar was used, which employed a high ratio of lime. (Little, if any, Portland cement was used.) This soft mortar was usually laid with a finer joint than we see today. The inherent color of the material was also an important characteristic; mortars would be mixed using sand colors to match or contrast with the brick. The size of the bricks contributed to the sense of scale of the wall and building, expressed by the profile and color of the mortar joints; both express a range of construction patterns or brick bonds. When repointing such walls, it is important to use a mortar mix that approximates the original in color, texture and strength.

Most contemporary mortars are harder in composition than those used historically. They should not be used in mortar repairs because this stronger material is often more durable than the brick itself, causing the brick to fracture or spall during movement or moisture evaporation/freezing. When a wall moves during the normal changes in season and temperatures, the brick units themselves can be damaged and spalling of the brick surface can occur.

Normally, moisture within the wall should be able to evaporate through the softer ("sacrificial") mortar course, requiring repointing after a number of years. Where the mortar is harder than the brick, water evaporates through the brick, damaging and destroying its harder surface. If moisture in the brick freezes, it accelerates the deterioration

2.2 Traditional masonry surfaces, features, details and textures should be retained.

- Regular maintenance will help to avoid undue deterioration in either structural integrity or appearance.

2.3 The traditional scale and character of masonry surfaces and architectural features should be retained.

- This includes original mortar joint characteristics such as profile, tooling, color, and dimensions.
- Retain bond or course patterns as an important character-defining aspects of traditional masonry.

2.6 Masonry that was not painted traditionally should not be painted.

- Brick has a hard outer layer, also known as the 'fire skin,' that protects it from moisture penetration and deterioration in harsh weather.
- Natural stone often has a similar hard protective surface created as the stone ages after being quarried and cut.
- Painting traditional masonry will obscure and may destroy its original character.
- Painting masonry can trap moisture that would otherwise naturally evaporate through the wall, not allowing it to "breathe" and causing extensive damage over time.

ATTACHMENT G: Public Process & Comments

Public Notice, Meetings, Comments

The following is a list of public meetings that have been held, and other public input opportunities, related to the proposed project since the applications were submitted:

Public Hearing Notice:

Notice of the public hearing for this project includes:

- Public hearing notice mailed on October 20, 2022.
- Public hearing notice posted on City and State websites on October 20, 2022
- Sign posted on the property on October 21, 2022.

Public Comments:

No public comments were received prior to the publication of this report.

ATTACHMENT H: Department Review Comments

This proposal was reviewed by the following departments. Any requirement identified by a City Department is required to be complied with.

Civil Enforcement (inspection on 7/11/2022):

Verified the complaint that the brick exterior of this duplex has been painted. The property is located within a historic overlay area. There is no record of a COA. Will attempt to make phone contact with the property owner prior to sending a warning letter.

Capitol Hill Historic District
Salt Lake City, Utah
Reconnaissance Level Survey
2006



Final Report, September 8, 2006

Prepared for Salt Lake City Planning

Prepared by
Korral Broschinsky
Preservation Documentation Resource

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Survey Objectives

The Capitol Hill Historic District Reconnaissance Level Survey (RLS) is the first part of a two-part project commissioned by the Salt Lake City Planning Division in 2006. The total number of resources surveyed at the RLS level was 1,057, slightly higher than the city's estimate of 830 properties.¹ The second part of the project includes Intensive Level Survey (ILS) work performed on 65 properties within the *Capitol Hill Historic District* RLS project area. According to the requirements for this project, the combined RLS and ILS work have three main objectives: 1) to improve efficiency for the Salt Lake City Planning Division; 2) to enable the Planning Division and Historic Landmark Commission to make informed decisions regarding design review and planning actions affecting the *Capitol Hill Historic District*; and 3) to provide a higher level of certainty regarding historic district status among property owners in the district.

Background

The Capitol Hill Historic District was established as a Salt Lake City Landmark District in 1984 as part of the Salt Lake City Register of Cultural Resources. The boundaries of the local landmark district were about 25 percent larger than the boundaries of the Capitol Hill Historic District when it was listed on the National Register of Historic Places (NRHP) on August 2, 1982. The western portion of the local district was included in the Capitol Hill Historic District (Boundary Increase) listed on the National Register on January 11, 2002. The local district also includes a portion of the City Creek Canyon NRHP district.

In the early 1980s, at the time the district was listed on the NRHP and as a local landmark district, most of the buildings constructed prior to 1930 were surveyed at the intensive level. This work included researching title and building permit documents, city directories and other secondary material; however, most narratives were two paragraphs or less. Historic Site Forms were generated for the buildings and are on file at both the Salt Lake City Planning Division and the Utah State Historic Preservation Office (SHPO). Additional intensive level work was conducted for selected properties in 2001 during research for the Capitol Hill Historic District (Boundary Increase).

By 1995, the essential components of this information had been entered into the statewide computer database maintained by the Utah SHPO of architectural resources.² Prior to this survey, the database information on the Capitol Hill Historic District had never been comprehensively updated. Numerous entries for buildings within the district were out-dated, incomplete or inconsistent (for a detailed discussion of additions and modifications to the database, see Survey Methodology section below). Photo-documentation for the district was also out-of-date and incomplete. More than a quarter-century of time, including zoning changes and design review, had produced several changes to the district, which made the database obsolete for use as a preservation planning tool. Updating the database and photo-documentation for the district are the primary means to accomplish the survey's main objectives. The main objectives are supported by the secondary (procedural) objectives.

¹ The various reasons for the difference is explained in the Boundaries and Results sections of this report.

² This database, formerly known as the Utah Historic Computer System (UHCS) is currently maintained as a Microsoft Access database. The SHPO has plans to make the system available online in the near future.

Main Objectives

- Improve efficiency in the preservation efforts of the Salt Lake City Planning Division and the Utah SHPO in the Capitol Hill Historic District
- Enable the Planning Division and Historic Landmark Commission to make informed decisions regarding design review and planning actions affecting the Capitol Hill Historic District
- Provide a higher level of certainty regarding historic district status among property owners in the district

Secondary Objectives

- X Update the current database by reevaluating all previously surveyed properties to determine current condition, contributing/non-contributing status, and eligibility for the National Register of Historic Places
- X Conduct a standard survey of all properties within the survey boundaries of historic resources that may have attained NRHP eligibility within the past twenty-five years and non-historic infill properties not included in the database
- X Conduct a standard survey of properties neighboring the historic district that may have potential as a boundary increase
- X Produce a map of the Capitol Hill Historic District that conveys current information about the architectural resources
- X Provide digital photographic documentation of all resources within the survey area
- X Produce a Final Report of the RLS research that summarizes the findings of the survey and make recommendations for preservation actions and policies within the Capitol Hill Historic District
- X Create narrative contextual periods which accurately represent the physical and architectural development of Capitol Hill Historic District (part of Final Report)
- X Provide Intensive Level research for 65 properties constructed between 1930 and 1965, or built prior to 1930 and not previously researched
- X Provide the above information in binder and disk format for the Salt Lake City Planning (file folder format for the SHPO)

Survey Boundaries

Introduction

The boundaries of the survey area included several overlapping entities (See Appendix A: Maps). The primary objectives were focused on surveying all historic resources with the boundaries of the local landmark district. With the exception of the Utah State Capitol Building at 350 N. State Street, the local landmark includes the entire boundary of the original National Register district nomination. The Utah State Capitol Building, a Neo-classical Beaux Arts edifice, was listed individually on the National Register on October 11, 1978. The building and lower (southern) portion of the Capitol grounds were included in the boundaries of the National Register Capitol Hill Historic District in 1982. The building is currently

undergoing a rehabilitation and seismic retrofit to be completed in 2008. This was added as a note to the database, but because the capitol grounds are not included in the local landmark district, the grounds and other buildings in the complex were not included in the survey.

This survey also includes two areas not included in either the local or the National Register District, but because they are part of the Capitol Hill community and have potential as a second boundary increase for the district, the areas were included in this survey. The larger of the two is the residential neighborhood built on the steeply sloping foothills just north of the Capitol grounds. This neighborhood was developed later than the other Capitol Hill neighborhood and was determined to have too many out-of-period resources to be included in the original district in the early 1980s. Since that time many of these resources have become eligible for the National Register and an evaluation of the neighborhood was needed. A comparison between an NRHP district designation and a SLC local landmark district can be found at the Salt Lake Historic Landmark Commission's website. A copy is provided in Appendix G of this report. Appendix G also includes copies of the NRHP nominations for the Capitol Hill area.

The second area is a much smaller group of ten buildings just outside the southwest corner of the district of the local landmark district. Because of commercial and high-density residential encroachment from Salt Lake's downtown, in the early 1980s these resources were "stragglers" from the historic neighborhood and likely to be demolished. However, the buildings have managed to survive and it was deemed an appropriate time to evaluate them for possible inclusion in the district.

In the sections below are descriptions of the various components of the Capitol Hill Historic District RLS survey area. In addition to the overlapping entities of the local and NRHP district designations, within the district are distinct neighborhoods that differ in topography, development patterns, and, to some extent, architectural resources. Most of these neighborhoods have distinct names (both historic and non-historic) use to distinguish them. The names are used in various documents, including National Register nominations, Salt Lake City's Design Guidelines, and the Capitol Hill Community Master Plan. It is important to understand the distinctions in order to appreciate the complexity of architectural resources within the Capitol Hill Historic District.

Capitol Hill Historic District (Local Landmark District)

The boundaries of the local landmark district are as follows, beginning at the northwest corner (300 West and Wall Street):

1. Southwest side of Wall Street moving southeast to Fern Avenue (720 North)
2. South side of line running directly east to Victory Road³
3. South and west of Victory Road running southeast to Zane Avenue (530 North)
4. West side of Columbus Street running south to intersection of 300 North and Main Street
5. South side of 300 North running east to the centerline of Canyon Road, south of the entrance to Memory Grove
6. West side of Canyon Road running southeast from approximately 300 North to approximately 150 North
7. North side of line running west along approximately 150 North to Main Street⁴

³ Boundaries along streets are typically from the centerline of the street. Boundaries listed as lines and approximations are imaginary lines as opposed to actual streets or properties.

8. East side of Main Street running north to 200 North
9. North side of 200 North running west to 200 West
10. East side of 200 West running to approximately 230 North
11. North side of line running from approximately 230 North to 300 West
12. West side of 300 West running north to Wall Street (across from 800 North)

Capitol Hill Historic District (National Register District)

The Capitol Hill Historic District as delineated for the National Register of the Historic Places nomination in 1982 differs from the local landmark district in the following respects:⁵

1. On Columbus Street, approximately halfway between Zane Avenue and Main Street, the boundary runs east to include the Utah State Capitol Building and the southern half of the capitol grounds
2. From the capitol grounds, the boundary line then runs south along East Capitol Boulevard to East Capitol Street; thence to boundary line at approximately 150 North (several properties west of East Capitol Street to Canyon Road are included in the City Creek Canyon [NRHP] Historic District)
3. At Main Street the NRHP boundary continues north to 300 North
4. From approximately 250 West 300 North the NRHP boundary line turns to the north and runs north zigzagging the inner blocks between 300 North and Wall Street (anywhere from approximately 200 West to 260 West); the irregular boundary line created some confusion between what was in and out of the NRHP district, this confusion was mitigated by the listing of the Capitol Hill Historic District Boundary Increase in 2002

Capitol Hill Historic District Boundary Increase (National Register District)

This survey includes the east half of the Capitol Hill Historic District Boundary Increase (i.e. the area between the irregular west boundary of the original district and 300 West, the west boundary of the local district). The remaining half of the Boundary Increase, between 300 and 400 West from 300 to 800 North were surveyed in 2002, but not included in this survey because they are outside the boundaries of the local landmark district. Resources in the east half were also surveyed in 2002, and updated in this 2006 RLS.

Nomenclature, Development, & Landscaping in the Capitol Hill Neighborhoods

⁴ There is a slight discrepancy for this boundary line on maps produced by Salt Lake City. On parcel maps the line is drawn either bisecting the property or along the south edge of 151 N. State Street. Both 151 N. and 145 N. State (the property to the south) are part of the historic neighborhood, feature distinctive historic houses, and are included in the NRHP district. A photograph of the house at 145 N. State appears on page 31 of the *Design Guidelines for Residential Historic Districts in Salt Lake City*, and therefore this surveyor made the assumption (as did with the preparer of the design guidelines) that both 151 and 145 N. State Street were intended as part of the local landmark district.

⁵ For a more precise description of the NRHP district, see Section 10 of the nomination form (Appendix E).

While the neighborhoods comprising the Capitol Hill Historic District are tied by their proximity to Capitol Hill and the State Capitol Building, the neighborhoods differ considerably in topography, streetscapes, development patterns, and to some extent, architectural resources and landscaping. Over the years, several names (both historic and non-historic) have been associated with the discreet neighborhoods. A list of street name changes in the survey area appears in Appendix F of this report.⁶ Unlike the codified boundaries of the local landmark or NRHP district, these neighborhood distinctions have loosely defined borders and often overlap. However, it is important to have an understanding of the nomenclature as these names are used as a tool throughout this report to describe the various components of the Capitol Hill Historic District and its immediate vicinity. The section below describes each neighborhood's distinctive character and provides an overview of the development in individual neighborhoods.

Marmalade Neighborhood

The neighborhood with the highest individual name recognition is the Marmalade Neighborhood (often called the Marmalade District, or just Marmalade). The Marmalade Neighborhood is located on the western slope of Capitol Hill in the center of the Capitol Hill Historic District. The boundaries of the neighborhood are roughly 200 West to Victory Road-Columbus Street between 300 North and 800 North. The name Marmalade was attached to the neighborhood in the 1890s when street names were changed to "fruit" names in order to create a more stylish image.⁷ Only the names of Almond, Apricot and Quince Streets remain from the "fruit" era (see discussion of street name changes in Appendix F).

Because of its steeply sloping topography, the Marmalade Neighborhood was not included in Salt Lake City's original Plat "A," surveyed in 1847. It developed more slowly than the flatter land at the base of the hill. However, because of its proximity to downtown Salt Lake City, houses were built on the slopes as early as the 1850s. It was only after the neighborhood was partially developed that it was surveyed as Plat "E," the only early Salt Lake City plat to use diagonal lines. The diagonal line of Wall Street originated in an adobe and rock wall built during the pioneer era between the hot springs (approximately 840 North 300 West) and City Creek Canyon. The wall, which ran northwest to southeast, no longer exists, but Wall Street and the streets that run parallel follow the angle of the wall. The diagonal lines of Wall, Darwin, North Main, West Capitol and Center Streets are divided by several east-west avenues creating irregular-sized, trapezoidal-shaped blocks. With the exception of the west boundary street, 200 West, all the streets are relatively narrow. After the 1880s, water became available through cast iron mains, and development in the area accelerated. The earlier haphazardly-placed semi-rural farmsteads were divided into more standard rectangular blocks. Orientation of housing changed from facing the hillside to facing the streets, and later, orientation to the compass points even on the diagonal streets. Moreover, within the district are numerous example of inner block development (for example, small courts and buildings at the rear of parcels). The resulting diversity in lot size and shape, setbacks, and orientation gives the Marmalade Neighborhood its

⁶ All numbered streets in the district were renumbered in 1972. The original numbering system was based on the zero-numbered "Temple" streets bordering Temple Square in downtown Salt Lake City. North Temple, an original zero street, was followed by 1st North, 2nd North, 3rd North and so on. Similar numbering came from West Temple. Address numbers were based on the origin point at the intersection of South Temple and Main Street (East Temple). This resulted in some confusion between street numbers north and west of the origin, and numbers to the south and east. For example, the address of commercial building at 244 West 300 North (located midway between 200 West and 300 West) was originally 244 West 2nd North (located between 1st West and 2nd West streets). In 1972 North and West Temple streets were renumbered 100 North and 100 West. First North became 200 North, 2nd West became 300 West, etc. The older numbering system is found on all historic documents used in researching this nomination; however, within the nomination all buildings are designated by their current addresses. See Appendix F.

⁷ *Design Guidelines for Residential Historic District in Salt Lake City* (Salt Lake City, Utah: Salt Lake City Corporation, 1999): 161.

unique physical appearance. The neighborhood is one of the highest-density historic neighborhoods in Salt Lake City.

There were three historic subdivisions in the neighborhood. The first was the City View Addition platted in 1888, the first year subdivision plats were granted for Salt Lake City. The City View Addition is located at northwest corner of the Marmalade district and was only partially developed.⁸ Barch's Subdivision was platted in 1890 between Wall and North Main Streets, Girard Avenue and 500 North. The subdivision was completely developed by the 1920s. The Capitol View Subdivision was platted in 1893 and is south of the City View Addition. It was partially developed on the side facing West Capitol Street. The Marmalade Hill Subdivision Amd (1994) was a late twentieth-century plat that incorporated the existing historic buildings. There are also a few examples of small-scale tract housing (two to five residences) development from the late nineteenth and early twentieth centuries. The vast majority of housing stock was built individually as infill. Because of the urban nature of the neighborhood, there are numerous historic and non-historic duplexes. The neighborhood also includes several historic and non-historic apartment blocks.

The topography of the Marmalade Neighborhood has produced many distinctive landscape features. Numerous retaining walls (mostly cobblestone and sandstone) have been built in different eras. Construction techniques were adapted to the steep slopes creating exposed, and in many buildings, full-floor foundations. Again cobblestone and sandstone, as well as concrete after 1915, were the most common materials used in the above-grade foundations. The buildings range in height from one to three stories, with many visual variations depending on the angle from which they are viewed.

Most of the landscaping has been left to individual property owners. With a few exceptions, most of the streets are tree-lined. Large sycamore trees have been planted along the west boundary, 200 West, which also features wide medians of lawn. The largest open space is the Washington Elementary School at 420 N. 200 West, which has been historically a green space, but is currently a construction site for the third school to be built on the lot. The north tip of the Marmalade Neighborhood borders the Warm Springs Park, just south of the Warm Springs bathhouse (currently the Utah Children's Museum). A small pocket park, the William J. Silver Park, at 126 W. 500 North, features a small playground. There is green space in the triangular lots at 600 North and Center, and at 400 North and Columbus Street. There are only a handful of vacant lots in the neighborhood, mostly located at the north end, but two are in the middle of the district on North Main and Center Streets. A set of pedestrian steps replaced the street on 400 North between North Main and Center.

The name Marmalade was used historically and is used consistently in the NRHP nomination form, the Design Guidelines, and the Capitol Hill Community Master Plan. Because name recognition is so strong for the Marmalade Neighborhood, recent development projects to the south and west have co-opted the name (see discussions below).

West Capitol Hill Neighborhood

The West Capitol Hill Neighborhood is broadly considered to be the neighborhood from 200 West to 400 West.⁹ The neighborhood contrasts with the Marmalade district, because west of 200 West the land becomes nearly flat. This area was included in Salt Lake City's original 1847 Plat "A" and retains the feel of

⁸ Part of the City View Addition is in the later Plat J area, also known as the DeSoto-Cortez Neighborhood.

⁹ The area between 400 West and 600 West, known as the Guadalupe Neighborhood, is included as a planning zone in the Capitol Hill Community Master Plan. This neighborhood and the neighborhood west of Interstate 15 to 1100 West was included in the Salt Lake City Northwest Historic District, listed on the NRHP on March 29, 2001.

the large ten-acre blocks (divided into eight lots with streets 128 feet wide). Because of the wide streets, the neighborhood feels more open and less dense than the Marmalade Neighborhood. The neighborhood was isolated from the rest of northwest side of the platted city by the railroad in 1870. Several rail lines now run parallel between 400 and 500 West. Several of the blocks include alleys or residential courts extending into the inner blocks with housing built around the turn of the century. The planning of the residential courts seems to be more haphazard, developed gradually by families. The following residential courts between 200 West and 300 West are completely or partially intact: Arctic Court, Ardmore Place, Baltic Court, and Bishop Place. There were no subdivisions platted in the increase area, despite the presence of many amenities during the city's subdivision boom period between 1888 and 1903. Reed and Fern Avenues were developed as an unrecorded street plat. Although this area developed earlier than the Marmalade Neighborhood, because of development pressures it has fewer pioneer and Victorian-era dwellings. Between 200 and 300 West, there have been several large-scale residential apartment complexes in the inner blocks. With the exception of 200 West, there are fewer street trees in this area. Individual lots have mature trees and landscaping. At the south end of the neighborhood are the West High School athletic grounds. The high school buildings are located across the street. There are only a few small vacant lots. The west half of the block between 500 North and 600 North has been cleared in the past few years for a new development. The Wasatch Community Gardens Marmalade project is located at approximately 248 W. 600 North.

Currently the neighborhood is only about 60 percent residential. The neighborhood is a patchwork of residential, commercial, and mixed uses that reflects the historical influences of the railroad near 400 West and 300 West transportation corridor (State Highway 89). For the past decade, the neighborhood has been a target area for the city's Redevelopment Agency (RDA). Unfortunately, the RDA has had only limited success in acquiring and marketing dilapidated historic properties for rehabilitation. In the past few years, there have been several demolitions, including three buildings surveyed this year, but slated for demolition in the near future. Recent developments have focused on moderate density residential and mixed-use projects. This neighborhood and the Marmalade neighborhood were a cohesive residential community before the high-density and commercial encroachment in the last quarter of the twentieth century. The name Marmalade Square was given to the apartment complex at 244 W. 600 North (circa 1998) and a proposed new mixed-use development on 300 West will also bear the name Marmalade.

Arsenal Hill Neighborhood

The Arsenal Hill Neighborhood includes the State Capitol complex and the residential neighborhood to the south. The boundaries of the residential neighborhood are 300 North to approximately 150 North, and Main Street to East Capitol Street. Arsenal Hill was named for the pioneer arsenal located on the upper hill. There were a few pioneer-era houses in the area, but most were destroyed when a forty-ton explosion of powder left the hill bare in 1876. In 1893, part of the Arsenal Hill neighborhood lying between State Street and City Creek was surveyed as Plat "K." With its fine views and proximity to the city center, Arsenal Hill became a fashionable neighborhood in the 1890s, and a number of large, high-style, architect-designed residences were built there for Salt Lake's more prosperous residents. With the exception of East Capitol Street, which follows the contours of the ridge above City Creek Canyon, the streets were developed in straight lines. The completion of the imposing neo-classic State Capitol Building in 1916 added to the neighborhood's desirability. Between the 1920s and 1950s, the neighborhood continued to develop with attractive, though more modest, infill homes and small apartment blocks. This neighborhood includes the only historic high-rise apartment buildings in the Capitol Hill Historic District: the Kensington at the corner of 200 North and Main Street, and the Kesler at 264-268 N. State Street.

The Arsenal Hill Neighborhood includes several large estate properties with professionally landscaped yards. In addition, mature sycamores form a canopy along State Street toward the Capitol Building grounds. The grounds were included one of the largest green spaces in the district. In August 1999, a tornado (a rare occurrence) in Salt Lake City tore through the neighborhood ripping up trees. During the recent construction, many other trees on the grounds were removed. Currently only the southwest corner of the grounds is landscaped, but the grounds will be replanted after the completion of the rehabilitation in 2008. The only dramatic change to the neighborhood since the historic period has been the demolition of Gordon Place, a turn-of-the-century residential court located on the inner-block (approximately 150 North) between State and Main Street. Gordon Place is now a park that includes the historic Kimball-Whitney Cemetery. One of the distinctive features of the neighborhood are the varied historic stone retaining walls, found mostly on the east side of the State Street corridor. Because the pioneer-era Kimball family had large holdings in the neighborhood, the Capitol Hill Community Master Plan using the name Kimball Neighborhood for Arsenal Hill and the neighboring area to the west.¹⁰ The neighborhood has mature street trees except on the east and west boundary streets.

Southwest Kimball Neighborhood

Because of the presence of high-density residential towers and other late-twentieth development, this neighborhood was not included in the original Capitol Hill (NRHP) Historic District or the 2002 Boundary Increase. It was included in the local landmark district as part of the Capitol Hill community. Unlike the above neighborhoods, this neighborhood was not historically viewed as a distinct area. As noted above, in the Community Master Plan it was bundled with Arsenal Hill as the Kimball Neighborhood planning zone. Between Main Street and West Temple, irregular diagonal streets provide a visual link to the south end of the Marmalade District. At the far west end, the ten-acre block between 200 West and 300 West would be considered the south tip of the West Capitol Hill Neighborhood. The boundaries of the neighborhood are roughly Main Street on the east, 200 West on the west, and 300 North on the north. The southern boundary is the boundary line of the local landmark district and steps from approximately 150 North (between State and Main), to 200 North (between Main and West Temple), to approximately 230 North (between West Temple and Main). The development pattern of the neighborhood changes with the topography. West of Arsenal Hill, the streets are diagonally terraced following the sloping topography. On the flat portion, Quince Street is a straight inner-block street. It was partially platted as the Noall Subdivision in 1950 when several homes were moved to the street. The ten-acre block portion was historically residential, but is mostly open space due to the West High School athletic fields.

City Creek Canyon Neighborhood

Salt Lake City's local Capitol Hill Historic District includes a small portion of the City Creek Canyon Neighborhood. City Creek Canyon is a residential/park neighborhood of fifty-two buildings located in the narrow canyon through which City Creek flows from the foothills into the city center. The City Creek Canyon Historic District was listed on the National Register of Historic Places on March 12, 1980. When the local landmark district was established in 1984, the City Creek Canyon NRHP district was divided between the Capitol Hill (to the west) and the Avenues local landmark districts. The Avenues Historic District is a large neighborhood on the foothills of Salt Lake City, which lies east of City Creek Canyon and extends to the

¹⁰ In the Capitol Hill Community Master Plan, the Kimball Neighborhood planning zone extends south to include the LDS Church's holdings on North and South Temple Streets, part of the downtown commercial district and far removed from the extant historic residential neighborhoods.

University of Utah campus.¹¹ Fifteen buildings in the NRHP district on the west side of Canyon Road were included in the Capitol Hill local landmark district. Four non-contributing buildings, not included in the NRHP district, are also in the local district.¹² This RLS survey evaluated all nineteen buildings and a monument located in the park median along Canyon Road. Memory Grove, a memorial park north of the residential area at the mouth of the canyon, is not in the local district and not included in the survey. This war memorial park, which was dedicated in 1924, was included in the NRHP district. Although the trees in Memory Grove were decimated by the 1999 tornado, the mature trees along Canyon Road's residential neighborhood were mostly spared. There is a set of terraced steps connecting 4th Avenue to East Capitol Street. The names Memory Grove and Canyon Road are commonly used to describe the City Creek Canyon Neighborhood. The west side of Canyon Road is included in the Kimball Neighborhood planning zone in the Capitol Hill Community Master Plan.

DeSoto-Cortez (or North Capitol) Neighborhood

The neighborhood north of the Capitol Building grounds was not included in either the local or the NRHP district in the mid-1980s due to a high number of non-contributing buildings at the time. The topography is steep and only a handful of houses in the neighborhood pre-date the construction of the capitol building between 1912 and 1916. Most of this neighborhood was included in the city's Plat "J." Two additional north-south streets, Dore and Ensign, were platted west of Columbus, but never developed. They were part of the City View Addition (1890), a subdivision that straddled Plats "E" and "J" but was never fully developed. The lower portion of the neighborhood is dominated by a concentration of period cottages built in the 1930s. In the Capitol Hill Community Master Plan, the neighborhood is named for DeSoto and Cortez, the two streets that have the highest concentration of historic buildings.¹³ The upper slopes of the neighborhood developed gradually between the 1930s and 1990s with a mix of single-family and multi-family dwellings. The neighborhood has easily defined boundaries: 500 North and the capitol grounds (to the south), Victory Road (which slopes down to the west); open space (north of 700 North); and East Capitol Boulevard (east along the ridge which slopes down to City Creek Canyon). There is some newer development along East Capitol Boulevard and north to the relatively new Ensign Peak neighborhoods. There are alleys that run between Columbus, Cortez and DeSoto Streets. East Capitol Street, not to be confused with East Capitol Boulevard, is hardly more than an alley now, but originally was an extension of a wider street on the east side of the Capitol grounds. There are mature trees throughout most of the neighborhood. The inclusion of this neighborhood added 164 resources to the number of resources evaluated in this survey. Because of the size of this discreet community, a separate report was generated and provided in a separate binder (separate file folder for SHPO).

¹¹ The Avenues Historic District was listed on the National Register on August 27, 1980.

¹² The local boundary actually bisects the property at 135 N. Canyon Road, which included an out-of-period apartment building.

¹³ The street name DeSoto has two variants, Desoto and De Soto, which appear frequently in various historic and non-historic records. The current, most commonly-used form, DeSoto, is used in this report.

Outline History of the Capitol Hill Historic District

The following outline history organized by contextual periods was developed using both primary sources (census and city directories) and secondary sources, including the NRHP nominations, district descriptions in the city's Design Guidelines, and the Capitol Hill Community Master Plan. The original NRHP nomination of the Capitol Hill Historic District provided a narrative history that was detailed, but not organized into contextual periods. Furthermore, the nomination provided very little information about the district after the 1916 construction of the State Capitol Building. The following contextual periods were adapted from the Capitol Hill Historic District Boundary Increase nomination, which was prepared with contextual periods in 2001. For this report, the periods were geographically expanded and chronologically refined to better represent the Capitol Hill community as a whole. Details and more examples of architectural types can be found in the various NRHP nominations and other documents that have been summarized for this report. In addition, this report makes no attempt to provide separate contextual periods for the individual Capitol Hill neighborhoods; however, neighborhood deviations from the overall history are noted where appropriate.

Early Settlement Period, 1847-1869

On July 24, 1847, a small contingent of members of the Church of Jesus Christ of Latter-day Saints (LDS or Mormon Church) entered the Salt Lake Valley under the direction of Brigham Young. On August 2, 1847, a little more than a week later, Orson Pratt and Henry G. Sherwood began to survey what was then known as the City of Great Salt Lake. In less than a month, the survey of Plat A, consisting of 135 blocks, was completed. The land was divided into ten-acre blocks, each containing eight lots of one and one-quarter acres. Streets were 132 wide feet. One house could be constructed on each lot with a standard setback of twenty feet from the front of the property. The rear of the property was to be used for family-subsistence gardens and outbuildings. Farmland was provided in the outlying areas. Forty acres were set aside for the temple, and four other blocks were for public grounds to be laid out in various parts of the city. Scarce resources such as timber and water were to be held in common with no private ownership. Church officials selected lots for their personal use, after which the remainder of the land was divided by casting lots. Land on the foothills north and west of Temple Square was given to Heber C. Kimball, First Counselor to Brigham Young. The land included the rise between the western (Marmalade) and eastern (City Creek Canyon) slopes.

Within two years, the population of Salt Lake City had grown to 6,000. In February of 1849, the city was divided into nineteen wards of the LDS Church and a bishop was selected to preside over each ward.¹⁴ Most of the Capitol Hill Historic District was in the historic 19th Ward (a triangle-shaped area extending from 300 North to the Warm Springs in North Salt Lake, and from the western slope of the foothills to the Jordan River [approximately 1500 West]).¹⁵ The southern edge of the Capitol Hill Historic District (below 300 North) was divided between the 17th and 18th Wards.

Though lots were allocated and the basic governing (church) hierarchy in place, early settlement proceeded slowly. Most of the earliest settlers spent their first few winters in crude log cabins, tents, or in wagon beds, in or near the fort (present day Pioneer Park at 300 South and 300 West). The church's official historian

¹⁴ A ward (or congregation) is the smallest ecclesiastical unit of the LDS church.

¹⁵ Daughters of Utah Pioneers, *Tales of a Triumphant People: A History of Salt Lake County, Utah, 1847-1900*, (Compiled and published by the Daughters of Utah Pioneers of Salt Lake County, Salt Lake City, Utah: Stevens & Wallis Press, 1947), 50 & 66.

was “unable to find out positively whether any of the pioneers of Utah built houses or resided in the Nineteenth Ward prior to 1849, although it is possible that one or two families became settlers in 1848.”¹⁶ The family and friends of Heber C. Kimball were likely the first to build homes in the area. The earliest extant residence in the historic district is the William Hawk log cabin. According to family tradition, Hawk built the cabin within the fort and later moved it to his lot at 458 N. 300 West sometime between 1850 and 1852.

Log cabins and dugouts (built into the slopes of the foothills) were the earliest homes, but by the 1850s a number of settlers had moved to their lots and had begun building permanent homes. Adobe (or dried mud bricks) was used to build more substantial dwellings by the mid-1850s. An adobe pit was first established near the fort site in order to provide bricks for the fort wall. Most of these early adobe homes were single-story, one or two-room (single cell and hall-parlor) dwellings with classical symmetry and little ornamentation. Most were subsequently enlarged and covered with plaster or other veneers as soon as the owner had the necessary resources. A typical example is the one-story, hall-parlor house built by August Winberg, a blacksmith, in 1854 at 560 N. 200 West. A large example is the two-story adobe house of Nicholas Groesbeck, a pioneer merchant, built in 1863 at 222 W. North Temple. A more unusual example is a 1½-story, double pile adobe house at 270 North Reed Avenue. This house was built in the early 1870s for George W. Hill and his wife, Cynthia Stewart Hill. George W. Hill was an Indian agent and according to family tradition Brigham Young frequently met Indian delegations in the Hills’ home. Although the Mormon pioneer settlement had effectively driven the native population from the Salt Lake Valley, there were still encounters. Groups of Indians would camp in the foothills and occasionally beg for food from the residents.

Work on the city wall of rock and adobe which ran from the Warm Springs to City Creek was started in 1853, and was more of a public works project than a defensible fortification. In the first decades of the settlement, City Creek provided most of the culinary and irrigation water. There were several early mills along the creek. One of the first, the Crismon grist mill, is commemorated by a marker in the median park on Canyon Road. Early irrigation ditches brought water to the lower slopes and flat land, where the soil was richer and more easily cultivated. The early residents of Capitol Hill and vicinity had more difficulty in obtaining water for adequate irrigation than their counterparts on the valley floor. The hill’s rocky soil made the area suitable for only family garden plots, one or two animals and a small orchard, such as those found in the Marmalade district. Cisterns and wells also helped provide water to the family orchards and gardens.

Salt Lake City grew quickly in the two decades between 1847 and 1869, and has been described by many historians as an “instant city.”¹⁷ The population increase was steady, supported by the annual influx of Mormon convert immigrants, mostly from England and Scandinavia, and the characteristically high Mormon birthrate. While the arid soil and necessity of irrigation systems made crop production difficult, the cash crop of gold dust left in Salt Lake City by “foity-niners” traveling to and from California gave rise to a thriving mercantile district in the center of town. The overall economy benefited by this traffic, and early Utah settlers gradually became more prosperous. The city was incorporated in 1851 with many lines of the original charter devoted to regulating burgeoning commerce. By the late 1860s, Salt Lake had several brickyards, and though small adobe houses were built up until the 1880s, brick became the most sought-after building material. An early example is the John Platts house at 364 N. Quince Street. Platts, a mason, built his home of stone and brick in 1858. He also reportedly grew “prized peaches” on the slope above his home.¹⁸ The houses were surrounded by shade trees, which were usually lindens and poplars. The settlers dug irrigation ditches and built fences around their lots, planted gardens and small orchards,

¹⁶ *Ibid.*, 51.

¹⁷ Linda Sillitoe, *A History of Salt Lake County*, (Salt Lake City: Utah State Historical Society and the Salt Lake County Commission, 1996), 3.

¹⁸ *Capitol Hill Historic District* nomination, Sec. 8, p. 2.

and raised whatever livestock was necessary for family subsistence. The area was platted in the 1860s and some of the wandering lanes on the hillside were straightened, surveyed and recorded as city streets.

The 1850 census lists approximately 100 households in the area, with almost half listed as farmers. The rest were primarily artisans and laborers. Less desirable land and the easy walk to downtown businesses made the Capitol Hill neighborhood more attractive to tradesmen than farmers. The 1850 census shows the average number of children per household was five to six. A large number of unrelated boarders or guests were found in households throughout the area. This was most likely because of the proximity of Union Square, one of the blocks set aside for public use in the original plat. For many years, Union Square (located between 200 and 300 North, and 300 and 400 West just south of the boundary increase area) was a popular campsite for immigrant wagon trains and handcart companies.¹⁹ The first public building constructed in the increase area was an adobe schoolhouse built in 1852 at the corner of 500 North and 300 West (demolished by the turn of the century). Prior to this, 19th Ward members held meetings at the Warm Springs Bath House, and in members' homes. In 1866, a chapel for the 19th ward replaced the schoolhouse (demolished in the 1890s). By the time of the 1860 census, the number of households in the area had doubled. Only 30 percent are listed as farmers or farm laborers. Most had very specific occupations (e.g., nailmaker, machinist, gardener), or owned businesses (blacksmith, tanner, millwright etc.). The census taker listed several unoccupied households, an indication that at least a few of the settlers who left Salt Lake City during the Utah War of 1857-1858 didn't return.²⁰

Railroad and Economic Expansion Period, 1870-1889

Historians generally agree that the completion of the transcontinental railroad on May 10, 1869, is a benchmark in Utah's history: the *official* end of the pioneer era in Utah. In January of 1870, the LDS Church-sponsored Utah Central Railroad completed a line connecting Salt Lake City to the transcontinental line at Ogden. In 1872, Union Pacific acquired control of the Utah Central, as well as interests in another Mormon railroad, the Utah Southern, which ran south from Salt Lake to Provo.²¹ The 400 West corridor provided the best grade and location for the tracks, and within a few years a warehouse district had developed next to the city's central business district. The coming of the railroad had a direct effect on the nearby neighborhoods. Small businesses had always been present in the Capitol Hill area from the first settlement, but the railroad encouraged large-scale enterprises. By the time of the 1889 Sanborn map, the Utah Central-Union Pacific Railroad had laid six lines of track near 500 West.

The residents of the Capitol Hill area found their neighborhood conveniently close to the varied activities of the city. They found work in the business district of the central city and in a variety of nearby manufacturing and retail establishments. The largest businesses of the 1880s were located near the railroad: a soap factory, glass factory, woolen mill, lumber company, brewery, shoe factory, two grist mills and three tanneries. Smaller family enterprises included blacksmith shops, seamstresses, sausage and meat pies, and a paper box factory. Only a handful of occupant-farmers were in the area in 1880, and those were long-time residents like William Hawk. The list of occupations grows considerably in the 1880 census with a

¹⁹ Union Square was the location of the University of Deseret beginning in 1884. It has been the location of West High School since 1917.

²⁰ During the Utah War Brigham Young was faced with the possibility of a military force of 2,500 marching on Salt Lake City accompanying a new federally appointed governor. In March 1858 Young ordered all residents of northern Utah settlements to abandon their homes and prepare to burn them. Later that spring the conflict was resolved and on June 26 Johnston's army marched through a deserted Salt Lake City to establish Camp Floyd forty miles to the southwest. Most of the city's residents returned to their homes later that year.

²¹ Leonard J. Arrington, *Great Basin Kingdom: An Economic History of the Latter-Day Saints, 1830-1900*, (Salt Lake City: University of Utah Press, reprint 1993), 270-282.

number of residents employed by the railroad, and many with urban employment such as hotel porter, waitress, and typesetter. Another group worked in the local mills, breweries and general stores. The Silver Brothers founded an iron works at approximately 500 North and Center Street in the mid-1860s, but moved it to North Temple after the railroad was established. The Silver family built several homes in the area. The Joseph A. Silver House, at 633 N. 200 West (built in 1878), is typical of the period. It is a cross-wing residence constructed of fired brick with an inner wythe of adobe brick. The decoration is Victorian with an Italianate-style bay, an Italianate bay is also found on a neighboring house. The two-story brick home of Charles W. Higgins at 649 N. 200 West. The Higgins house, built in 1884, also features Greek Revival-style cornice returns. The Italianate bay and Greek Revival returns are recurring architectural features in the district during this period. While brick was the most popular material of the period, there are several good examples of frame cottages, such as the Victorian Gothic-style Carlson House at 378 N. Quince Street. The row houses built by James Wyatt at 136 W. 600 North (circa 1885) are a rare example of multi-family housing from this period.

The Capitol Hill area had been plagued by land controversies prior to 1888. The area had been surveyed as early as 1875, but the draft had been lost by the county surveyor.²² After many of the controversies had been settled in 1888, the city government set aside twenty acres on the level top of the hill—where the arsenal had been located until an explosion in 1876—for a capitol building to be constructed when Utah would eventually attain statehood. Three subdivisions were platted on the western slope between 1888 and 1893. During the late 1880s, City Creek was tapped by cast iron mains that led to reservoirs, including one just north and east of the capitol building. Wooden stave pipes brought water to the neighborhood greatly accelerating the pace of development on in the area. The western hillside became a fashionable place to live and the streets were renamed for fruits, securing the name Marmalade for the neighborhood.

Victorian Urbanization Period, 1890-1911

By 1889, the year of the first Sanborn map coverage of the area, the Capitol Hill neighborhoods had an urban feel. The population had grown to the point that the 19th Ward was divided to create the 22nd Ward in 1889, and subsequently replaced its 1866 adobe chapel with a new brick one in 1890 (168 West 500 North).²³ The 22nd Ward took the area west of 300 West. Within fifteen years, the 19th Ward was divided again to form the 24th Ward, which included the homes north of 600 North and Girard Avenue. In 1906, a chapel was built at 700 N. 200 West for the newly formed ward.²⁴ Though the residents continue to be predominantly members of the LDS Church, meetinghouses for other denominations appeared in the neighborhood during this period. The Plymouth Congregational Church, built circa 1893, was located at 230 W. 400 North and St. Peter's Episcopal Church, built in the 1890s, at 657 N. 300 West (both demolished). The presence of non-LDS churches suggests that after the 1880s the number of non-Mormon immigrants had increased in the Capitol Hill neighborhoods. Other nearby institutional buildings included the Washington Elementary School (built in 1893, demolished with its second replacement currently under construction) and two small private hospitals.

Because of the proximity of the railroad yards and shops, many engineers and railroad men chose the Marmalade district and the neighborhoods immediately west to settle their families. Men with mining-related occupations found the Capitol Hill neighborhoods attractive and within their means, as did many trained in

²² Charles Brooks Anderson, *The Growth Pattern of Salt Lake City, Utah, and Its Determining Factors*, (PhD Thesis, New York University, 1945), 110.

²³ This building along with an adjacent Relief Society Hall is still standing, though no longer owned by the LDS Church.

²⁴ This building is owned by an architectural firm.

the new trades of telegraph, telephone and electricity. Though this period of Salt Lake City's history was known for a flurry of housing developments, no subdivisions were platted in the already established West Capitol neighborhoods, except for a street plat filed for Reed and Fern Avenues. Most inner-block streets were residential courts or alleys that later became streets. For many years, there was a night soil crematory near the Warm Springs site, so there was little incentive for development north of the district. However, the proximity of the hot springs provided auxiliary amenities for the residents. The area had electric lights by the 1880s, and passenger rail lines were laid to the springs and beyond. By the turn of the century, streetcar lines ran along Center Street through the Marmalade Neighborhood, and on 300 West, the latter connecting to the Salt Lake-Ogden Railway. Because of its high volume of traffic, the State Road (300 West) roadway was well-maintained. During a 1907 survey of the city, the majority of the streets attained their current names. That year North Main Street opened for traffic providing better access to the upper slopes of the hill. Additional water mains and pipes (replacing well water) were laid in 1890s, and City Creek was partially channeled underground.

The Victorian era was Capitol Hill's period of greatest growth. Seventy-five percent of the contributing historic resources were built between 1889 and 1912. Most were individual single-family dwellings built by family members on subdivided land, occasionally building new residences behind established homes with street frontage. A small number of houses were constructed by speculative builders in tracts of two to five. The most salient examples are a tract of Dutch Colonial-style Victorian cottages built by George Brice at the corner of Wall Street and Apricot Avenue. In general, the types and styles of Victorian cottages were identical to the homes built throughout the city, but with slope-derived adaptations where necessary. During this period, many of the older homes were converted to cross wings or "dressed up" with Victorian ornamentation in the 1890s. One example is at 640 N. Wall Street, an older home with a Victorian-era cross wing added to the south.

The coming of the railroad, access to a variety of materials, and the availability of pattern books and handbooks allowed local builders to produce replicas of Victorian cottages being built all across the United States. Ornamentation such as lathe-turned porch posts, spindle work and sometimes "gingerbread" cut woodwork was found on Victorian cottages throughout the district. The most common house type is Victorian Eclectic brick cottage, most often a cross wing or a central block with projecting bays. A good example is the Farnes House at 140 W. Girard Avenue. Frame houses became more common as the railroad brought lumber into timber-scarce Salt Lake City. For example, the frame cottage at 248 Bishop Place is an excellent example of the worker cottages built as infill during this period.

In contrast to the work cottages of West Capitol Hill, the Arsenal Hill (East Capitol) area, in particular, became a fashionable neighborhood during this period, and a number of high-style mansions were built on the corner lots. For example, the Brooks House at 204 N. State Street built in 1890, has been described as one of the best examples of monumental Queen Anne architecture in the city.²⁵ The City Beautiful Movement was embraced by Salt Lake City leaders between 1908 and 1912. Many improvements such as tree planting and green medians (200 West, 300 West, North Temple and Canyon Road) were implemented.

Throughout this period, the influence of the railroad continued to increase. The 1898 Sanborn map shows that in the decade at the turn of the century, the Oregon Short Line Railroad (incorporated by Union Pacific/Utah Northern Railway) had laid seventeen sets of track (through lines and sidings) separating the west side of town from the east at 500 West and North Temple. The 1900 census illustrates the economic diversity of the Capitol Hill neighborhoods. There are only a handful of farmers left. The enumeration is

²⁵ National Register of Historic Places Nomination Form: Capitol Hill Historic District, (prepared by Henry O. Whiteside, 1980), item 7, page 4.

dominated by laborers, tradesman, craftsman, and service industry workers. There are also a high number of urban professionals. Family makeup had also changed by 1900. The census lists an average of three to four children per family. For the first time, the number of Utah-born residents in the area outnumbered the immigrants, the majority of which were still from Great Britain and Scandinavia.

By the time of the 1900 census approximately one-third of the households were occupied by renters. Multiple-family housing began to appear in the district in the early 1890s. According to one report, in April of 1888 there was a “scarcity of rentable houses and a great demand for them,” particularly four-room cottages for small families.²⁶ Row houses, small apartment buildings (mostly four-unit blocks) and double houses (i.e., duplexes) were built throughout the district during this period. Examples include, 106 W. Clinton Avenue (built 1903), 424 N. Quince Street (built circa 1907), 230-232 W. 300 North (built circa 1900), and 415-417 Wall Street (built 1909).

The 1910 census enumeration lists occupations by industry, and by far the industry with the most representation is the railroad. Not only are there a large number of conductors, engineers, brakemen, switchmen, etc., the census also lists several car cleaners and repairers, stenographers, accountants, and mail clerks employed by the railroad and living in the increase area. The census also reveals fewer cottage industries and entrepreneurs. Most workers have moved into factory settings: the seamstress employed by the knitting works, the butcher in a slaughterhouse, the laundress working in a commercial laundry, and the laborer packing boxes at the candy company. While the commute from the Capitol Hill neighborhoods was always easy, the 1910 census shows a growing number of residents were service workers in downtown businesses. The census also suggests proportionately fewer new immigrants were living in the area. A large percentage of residents were second generation Utahans, although there continued to be new residents from the mid-west, some southern states, Scandinavia and Great Britain.²⁷

Residential Infill, Apartment Blocks and Apartment-Conversion Era, 1912-1929

The year 1912 marked a turning point in the history of the Capitol Hill Historic District. Sixteen years after Utah achieved statehood, construction began on the new capitol building. By the time the capitol was completed and its grounds planted in 1916, the Capitol Hill name moniker was firmly attached to the surrounding neighborhoods. Salt Lake City’s population had grown to approximately 100,000. The railroad industry was at its apex and the commercial district was thriving. Although streetcar lines spurred suburban development throughout the city, the Capitol Hill Neighborhoods remained an attractive place to live close to downtown.

In the early part of the twentieth century, the Capitol Hill Historic District was similar to most Salt Lake neighborhoods. The streets were lined with sturdy homes, with shade trees in the front yards and gardens in the rear. The main difference was topography and density. Many of the streets around the Capitol were graded in 1915 which improved transportation in the area. The flatter West Capitol Hill Neighborhood was less densely packed than the nearby Marmalade district. The neighborhood’s proximity to 300 West and the rail lines encouraged vigorous commercial development. The 300 West corridor, always an important state road, became part of State Highway 89 and was completely paved for automobile traffic by 1921. An extensive program of street improvements in 1923 transformed “unkempt, almost impassable streets to trim,

²⁶ Anderson, 88.

²⁷ Although the railroad brought many immigrants from outside of Western Europe (i.e. Eastern, Central and Southern Europe, Chinese, etc.), those immigrants gravitated to established enclaves in other parts of the city.

smooth, attractive thoroughfares.”²⁸ The surrounding city streets were paved and some curb and gutter installed by 1926. Most of the area’s commercial development occurred along 300 West, primarily in the form of retail stores. An early sign of automobile usage was the construction of a 1915 service station at 784 North 300 West.²⁹ Numerous garages were built both behind homes and in front (usually imbedded in the slope). But even with more automobile usage, it remain an essentially pedestrian neighborhood with small groceries found every few blocks.

The 1920 census enumeration indicates that the proportion of rental units in the Capitol Hill neighborhoods had increased, nearly outnumbering owner occupied households. However, the neighborhood was relatively stable. Two-thirds of homeowners in the census stated they owned their homes free and clear of mortgages. New housing stock in this period followed the traditional types throughout Salt Lake City, and the development pattern was one of infill. Single-family brick bungalows and period cottages are scattered throughout the Capitol Hill neighborhoods. Some were built for family members on subdivided lots. A few longtime residents razed older homes to build new ones. Niels Peter Sorensen and his wife Mary Ann Thain tore down a nineteenth-century house at 674 North 300 West and built a brick period cottage in 1929. The majority of contributing garages were built in the 1920s, either with new construction or behind existing homes. Speculative tract housing was more prevalent during this decade than at any other time in the boundary increase neighborhoods. For example, Ammon S. Brown (1880-1968), a local contractor, lived for three years in one of the bungalows he built on 300 West between 348 and 358 North. These bungalows were built in 1926 and have period cottage details.

An important trend which began in the 1920s was the conversion of single-family dwellings to multi-family housing. Census records, city directories, and building permits illustrate that this mainly occurred in the form of basement apartments in older houses. The need for housing stock close to the city during this period is indicated by the relatively high-number of multi-housing units constructed during this period. Several double house bungalows were also constructed during this period. The best examples are located at 265-267 West 400 North, 324-326 West 600 North, 263-265 West Bishop Place and 708-710 North 300 West, all built of brick in the 1920s. Several apartment complexes were also built during this period. The Lorna Apartments, a six-unit walkup located at 776 North 300 West and built in 1913, is one of the best preserved. The Hollandia Apartments, an eight-unit complex located at 376 North 300 West, was built in 1925. The twin Kesler Apartment blocks at 264 and 258 N. State Street, built during the construction of the capitol, commanded a view of both the capitol grounds to the north and the cityscape to the south. The Kensington Apartments, a multi-story apartment block with an interior court, was built in 1916 at the corner of 200 North and Main, a short walk from the downtown commercial district. The first zoning ordinances were implemented in Salt Lake City in 1927, at the time the Capitol Hill area was tending toward higher densities and more rental units.

According to the 1920 census, the railroad was still the most important employer in the area. For example, all six household heads living in the Lorna Apartments worked for the railroads. However, there was a sense of decline, because the railroads attracted fewer immigrants as the economy slowed. A number of automobile related jobs were found in the 1920 census. There were four repairmen, two salesman, and a dozen truck drivers, mostly for the laundry and candy company. The historical development of the Capitol Hill Neighborhoods provided a mix of housing stock. Long-time residents, professionals and business owners lived in the larger homes, while numerous office and service workers, lived in the older homes, cottages, basement apartments, and apartment blocks.

²⁸ Anderson, 171.

²⁹ The original buildings was replaced in 1955. That building is now used as an office.

Despite some influx from the railroads, ethnically the residents of the boundary increase were a homogenous group in 1920. Most were born in Utah or other parts of the United States. Immigrants were all from Western Europe or Scandinavia with only a few exceptions. In large part, the neighborhood was still filled the descendants of the original pioneer settlers, although newer arrivals were scattered throughout the district. The original 19th ward of the LDS Church was divided again to form the Capitol Hill Ward. In 1928, a new Late Gothic Revival-style meetinghouse was constructed at the top of the hill just west of the Capitol Building.

Adapting American Domestic Architecture Period, 1930-1961

The Capitol Hill Neighborhoods did not experience a precipitous economic decline during the depression years. The ever-present railroad and related manufacturing to the west, employment opportunities in the downtown area, and property ownership rates (both owner-occupied and local landlords) account for much of the stability. The types of employment noted on the 1930 census are very similar to the previous decade with a slight rise in the service industry sector. The ratio of rental units versus owner-occupied dwellings was also very similar. However, there is a movement toward converting whole residences to rental housing, as opposed to the basement apartments of the previous period.

In general, the houses of the early part of the period are smaller than in previous period. Houses built in the 1930s and 1940s are general found as infill. During the 1930s, the period-revival style continued to be popular for individual residences, duplexes and small apartment blocks. There is a lot of variation in the individual styles. During the 1940s, several builders adapted Federal Housing Administration designs for small houses used to promote home ownership after the depression. The steep slopes of the Capitol Hill Neighborhoods made it necessary to adapt the design to the topography. In the Capitol Hill area, the few FHA “small houses” built during the 1940s are actually quite substantial, sitting on high foundations with below-grade garages, for example, the house at 22 W. Zane Avenue, built in 1940.

The attached garage has called the hallmark of domestic architecture in the 1950s. The attached garage was an important adaptation in new construction for the Capitol Hill residents during this period, as they became more and more reliant on the automobile despite the proximity of the downtown commercial district. The streetcar lines on Center Street and 300 West were among the last to cease operation in the 1940s when the city dismantled the system. The triumph of the automobile was complete; especially after the Bamberger inter-urban electric railroad, which ran along 400 West was replaced with gasoline-powered buses in 1953. Three new service stations appeared on 300 West in the 1950s, and the 1915 Conoco station at 784 North was updated. In the 1930s, Victory Road was built connecting the hill to Beck Street (300 West) near the Warm Springs, providing the first access to the Capitol Hill neighborhoods from the north.

A spot check of the city directories in the 1940s and 1950s indicate that many Capitol Hill residents had begun to commute to work outside of the downtown area. Middle-class professionals still lived on the upper slopes of Marmalade and Arsenal Hill, but many drove to work at the university or nearby hospitals. During the mid-1940s, there was the expected increase in men in the armed forces. In the post-World War II period, there was an increase in office and service industry workers with fewer having jobs in manufacturing. Beginning in the 1950s, a few of the small neighborhood groceries began to close as Capitol Hill residents were able drive to larger supermarkets.

Salt Lake’s suburban boom of the 1950s had little effect on the Capitol Hill neighborhoods. Most of the vacant lots had been built upon. On the slopes of the Marmalade district, ranch-style houses and mid-size

apartment blocks were squeezed on a few vacant lots, and on lots where older homes were torn down. As a low, wide building, the 1950s ranch house did not adapt easily to the topography of the district and the few examples were built over sub-level attached garages. Examples include 407 N. Main Street (1950), 501 N. West Capitol Street (1953) and 44 W. Zane Avenue (1958). A Modernist interpretation of the ranch house is at 57 E. Hillside Avenue (built 1958) on Arsenal Hill. In the flatter West Capitol area, there are more standard examples of the suburban ranch house, such as the one at 224 W. Ardmore Place (1959). The flatter land and current zoning practices also encouraged multi-family development. For example, on the southwest corner of 300 North and 200 West, a two-story adobe house built by the first pioneer homesteader in 1848 was torn down in 1951 and four duplexes built in its place. These stacked duplexes have separate exterior entrances for each unit, a departure from the early twentieth-century type that had an interior stair to the upper unit. Several four to eight-unit apartment blocks were built scattered through the Capitol Hill area. Some have Minimal Traditional details, such as 227 N. Center Street (1951). A later example at 510 N. Main Street (1957) is in the Post-war Modern style.

After World War II, subdivision development in Salt Lake City exploded. Ambitious developers and low-interest mortgages for new construction helped fuel the suburban boom in the thousands of acres of open land surrounding Salt Lake City. The completion of interstate freeway system, I-15 in 1956 and I-80 in 1962, provided easy commute routes from the suburban developments throughout the Salt Lake Valley. The neighborhoods close to the city center began to decline. The housing stock on Capitol Hill was considered “too eclectic and too old to compete with the postwar attitude that valued new goods and conformity.”³⁰ Owner-occupancy rates began to drop and many of the larger older homes were subdivided into several apartments. There was some stability provided by nearby institutions. As state government expanded, a new office building was constructed in 1956 behind the capitol building. Many state government employees owned or rented in the Capitol Hill neighborhoods. The LDS Church also expanded its bureaucracy and employment on its campus at the north end of the business district south of the Marmalade district. By the 1950s, the LDS Church had four wards serving the Capitol Hill neighborhoods. Unfortunately, market forces and public sentiment overcame the charms of the district and by the 1960s, the area had acquired “a reputation of housing unstable residents with questionable backgrounds.”³¹

Decline & High-Density Development Period, 1962-1984

In the two decades between 1962 and 1984, fewer than ten single-family residences were constructed in the Capitol Hill neighborhoods. Most of the construction was concentrated in larger apartment complexes. Eleven condominium complexes were built in the area. In the West Capitol Neighborhood, the presence of the freeway initially reduced the number automobiles on 300 West for about two decades until freeway congestion necessitated the widening of 300 West as an alternative commuter route. In addition the 600 North interchange dumped a large number of commuters into the heart of the residential neighborhood. During the 1950s and 1960s, many of the family-owned businesses failed or moved to more favorable locations. The homes of many longtime residents were sold and demolished or converted to rental units. The general decline and deterioration of the area discouraged potential developers and vacancy rates were high. In an effort to encourage development in the area, the neighborhood was given a patchwork of spot zoning. Beginning in the 1960s and 1970s, light industrial uses encroached on the neighborhoods near 400 West (e.g. acetylene plants, metal and plastic fabricators, roofing suppliers, etc.). Although these uses occurred outside of the historic district, they had an impact on the overall perception of the neighborhoods. Several large apartment complexes were built in the inner blocks between 200 and 300 West. The largest

³⁰ “Salt Lake City Design Guidelines,” 161.

³¹ *Ibid.*

of these were the Americana with 100 units built in 1970, and the Pioneer Apartments with 250 units built in 1982.

While the Marmalade Neighborhood was removed from the commercial and light industrial encroachment occurring on the west side of the district, high-density zoning at the south end of the district resulted in the construction of high-rise apartments and condominiums that altered the character of the historic district. The first was the seven-story Panorama Apartments built in 1961 at the southwest corner of the Arsenal Hill Neighborhood. The largest complex was the two thirteen-story towers of Zion's Summit, built in 1973. The Zion's Summit complex dwarfed the surrounding residential buildings and blocked most of the view shed from the Capitol Hill neighborhoods to the downtown business district and beyond. Neighborhood protests against these structures did not prove effective. The biggest boost of preservation efforts in the area was in 1975 when the Utah Heritage Foundation (UHF) moved the Quayle house to 355 N. Quince Street for their headquarters.³² The interest of the UHF in the area bolstered the preservation efforts of Capitol Hill's neighborhood activists.

Over-scale apartment projects, rising gas prices, and increased interest in historic preservation in the 1970s, prompted city officials and others to take a look at the unique architectural resources of the Capitol Hill Neighborhoods. The first survey of a potential historic district was conducted in 1976 on behalf of Salt Lake City, the Utah Historical Society, and the Capitol Hill Neighborhood Council (forerunner of the current Capitol Hill Community Council). Out of a total 636 buildings, 53 were designated as highly significant. The Capitol Hill Historic District was listed on the National Register of Historic Places on August 2, 1982. In early 1984, Salt Lake City solicited public comment on a potential landmark district. The response was mostly favorable. On March 22, 1984, the Salt Lake City Council voted to approve the Capitol Hill Historic District as a local landmark district. Six of the significant buildings noted in the survey have since been demolished, but only two, the McCune carriage house and the Washington school (demolished and rebuilt), were within the boundaries of the landmark district. Salt Lake City has also made substantial investments in housing money and new infrastructure to revitalize the neighborhoods.

Design Review & Renewal Period, 1985-2006

Public policies and market forces have contributed to the general renewal in the Capitol Hill Historic District. Much of the neighborhoods were down-zoned in the mid-1980s and again in 1995 during a city-wide review of zoning practices. In addition, long commute times on crowded freeways have helped entice higher-income families back to the city center. The eclectic architectural resources of the Capitol Hill area, once seen as a detriment to the neighborhoods, became an asset as many home buyers wished to avoid the "cookie-cutter" homes of late-twentieth century suburban development. Design review as overseen by Salt Lake City's Historic Landmark Commission guided many of the renovation projects of the last two decades. The Marmalade district, in particular, has enjoyed a renaissance of popularity as a fashionable neighborhood. New residential construction has had mixed results. There have been a few apartment/condominium projects in the area, but for the most part the over-scale and high-rise intrusions have been avoided. One early example is the Capitol Heights Condominiums at the corner of Zane and Wall Streets, built in 1983. A more recent example is the Almond Street Townhouses at 269-289 N. Almond Street. In the 1980s, new construction of single-family homes was focused on contemporary structures that match the scale of the older buildings (e.g., 583 N. West Capitol Street). In the past few years, the trend has been toward larger homes with a Nouveau Victorian look (e.g., 451 N. Main Street). The result has been an increase in owner occupation and the general maintenance of the properties. The overall

³² In 1994, the UHF moved their headquarters to Memorial House in Memory Grove (outside of the local landmark district). The Quayle House was sold and returned to use as a private residence.

appearance of the district augmented the rise in home values throughout the Salt Lake Valley in the past decade making the Marmalade district among the highest valued homes per square foot in the city. There are still a high number of smaller homes and rental units that keep the neighborhood residents mixed in socio-economic status. There has also been an up-swing in the ethnic diversity of the neighborhood, which has followed a general trend toward more diversity in the downtown neighborhoods.

It took several years for the restoration trend in the Marmalade district to move west, but there have been several renovation projects on 200 West in the past few years. Beyond 200 West, where over-scale residential and commercial development has been more pronounced, reversing years of neglect has been more difficult to accomplish. The Salt Lake City Corporation has invested heavily in the area, building a new fire station on 300 North and a police station on 300 West (outside of the historic district). In addition the Salt Lake City School District recently spent millions of dollars to renovate West High School. The Salt Lake City Redevelopment Agency has acquired a number of properties and hopes to encourage development and preservation in the area. A much higher percentage of older homes have been razed in West Capitol area than in the Marmalade district, but new development has focused on mid-scale mixed-use projects that will hopefully bring more residents back to the neighborhood, which the Utah Heritage Foundation has noted is “ripe for revitalization.”³³ The UHF restored the Memorial House in Memory Grove and has been actively promoting a preservation easement program in the Capitol Hill area. The foundation currently holds forty-five easements for buildings in the Capitol Hill community (see Appendix F for a list of UHF easements).

Survey Methodology

Fieldwork Techniques

The survey was conducted in accordance with the Utah SHPO Standard Operating Procedures (revised September 2005). As requested by Salt Lake City, a Research Design was not submitted for this project. The photographs were taken in April 2006 in the following order: DeSoto-Cortez, Arsenal Hill, Marmalade District, West Capitol Hill. The photographs were taken with a Nikon D-70 digital camera recorded on Compact Flash memory cards in the field. The image files were then downloaded and renamed using the property address. When address numbers were not available, numbers were extrapolated using the surrounding addresses. Descriptive words such as *question*, *rear*, or *garage* were used to designate estimated addresses since the file name would not allow the use of the question mark. The photographs were composed to keep the primary resource in full frame with a portion of an associated outbuilding/garage visible where possible. The unique topography of the district provided some challenges for photography, for example, when a resource was too tall or too wide to be photographed from the few feet of yard in front of the façade. In these cases, the building was photographed looking up or down from the sidewalk or from across the street. When photographing primary or secondary buildings was difficult due to mature vegetation, fenced properties, private lanes, inner blocks, or loose dogs, the best possible photograph was taken and the database information was recorded as accurately as possible. Field notes were taken on the SHPO database printouts and aerial photographs.

³³ *Heritage*, Newsletter of the Utah Heritage Foundation, Spring 2001, 11.

Product Methodology

The photographs were printed twelve to a sheet (color printouts on high-gloss photo paper) in a format directly corresponding to an edited Microsoft Word version of the Access database printout. The SHPO received a black & white copy of the contact sheets (Appendix B). The digital photographs were also burned onto disks and provided to Salt Lake City and the SHPO (Appendix H). The final report and accompanying appendices were provided to Salt Lake City in a binder and to the SHPO in file folders. On the survey map, all contributing buildings appear as solid blocks. Non-contributing buildings are either hatched (altered) or open (out-of-period). The boundaries of both the NRHP and the local landmark districts are delineated on the map. A question mark was used to designate estimated addresses. Names were included for larger public or commercial buildings. Reduced copies of the Survey Map are provided in Appendix A.

Evaluation Methodology

The surveyed resources were evaluated using criteria developed by the SHPO. Each property was evaluated for an estimated construction date, exterior building materials, height, architectural style and type, and original use. Because many of the resources built prior to 1935 had been previously researched and recorded on site forms, there are fewer estimated construction dates than in a typical RLS. Furthermore, the building permit files of the Salt Lake City Planning Division were researched using the Alchemy program. This information provided construction dates for most of the resources built after the 1920s when the hand-written card file was instigated.³⁴ The building permit records also provided some information on major remodeling. Those dates where available were noted in the second construction date field and in the comments section of the database. Other pertinent information from the building permit cards was noted in the comments where appropriate.

Each property was evaluated according to National Register of Historic Places eligibility. Although the NRHP criterion for inclusion states that a property must be at least fifty years old, in order to extend the usefulness of the survey the cut-off date for contributing resources was extended five years to 1961. This is in accordance with standard procedures for RLS work. Properties were evaluated for eligibility using criteria guidelines established by the Utah SHPO and evaluated using an A, B, C, or D designations. Definitions of the designations are as follows:

- A -- Eligible/Significant: built within the historic period and retains integrity; excellent example of style or type; unaltered or only minor alterations or additions; individually eligible for the National Register for architectural significance; also, buildings of known historical significance.
- B -- Eligible: built within the historic period and retains integrity; good example of type or style, but not as well-preserved or well-executed as "A" buildings; more substantial alterations or additions than "A"; eligible for National Register as part of a potential historic district or primarily for historical, rather than architectural reasons. [Additions do not detract and alterations may be reversible].
- C -- Ineligible: built during the historic period but has had major alterations or additions; no longer retains integrity. [May still be have important local significance].
- D -- Out-of-period: constructed outside the historic period.

Buildings with an "A" definition would likely qualify for the NRHP as individual listings for historical or architectural significance, or both. Buildings with a "B" designation would typically not be eligible for individual listing, but are considered contributing within a historic district. Buildings designated as a "C"

³⁴ Many addresses do not have cards and it is presumed that they were lost prior to scanning. Address changes may account for some missing cards. For most buildings built prior to the 1920s, the cards have little or no information.

have lost their historic integrity and no longer contribute to the character of the historic district, but may have local historical significance. Because most of the survey area was part of the local landmark district, there was an attempt to maintain the evaluation criteria used when the local landmark district was established. Salt Lake City's design review process uses the NRHP criteria of contributing and non-contributing status in making decisions involving the historic district. Contributing buildings ("A" or "B" evaluations) are treated with the same considerations. Different considerations are applied to non-contributing buildings ("C" or "D"). Therefore, the contributing or non-contributing status of buildings was changed only after some consideration. A high number of buildings have been recently restored, many using newer materials; however, the vast majority did not alter the original historic character of the building to the point where a contributing status was in jeopardy.

Existing data previously entered into the SHPO's Architectural Survey Database was provided to the surveyor prior to the commencement of this survey. The Capitol Hill Historic (NRHP) District included 678 properties previously entered into the database and tagged as in the district. Approximately 100 properties evaluated in 2001 for the Boundary Increase were also in the database. Approximately 25 properties outside of the NRHP boundaries but in the local landmark district were also in the database.³⁵ Seven properties in the local district tagged for the City Creek Canyon Historic District were previously surveyed. However, these entries also included a number of duplicate entries, incomplete entries including unevaluated buildings, demolished buildings ("X" evaluation in the database), and address errors (given a "U" or uncertain evaluation in the database).

The majority of the properties had been entered in the database due to research conducted during the late 1970s and early 1980s, and also the 2001 RLS for the Boundary Increase area. A few properties were entered as qualifying Section 106 projects for the Salt Lake City Housing Authority. Many of the forty-five Utah Heritage Foundation easements on 45 properties were entered in the database as duplicates of existing records (see Appendix F for a list of UHF easements).

The highest number of buildings for which the evaluation status changed was the vast majority of resources built between 1935 and 1961. Although the status of a few circa 1930s-1940s buildings had been updated since the NRHP listing in 1982, all of the 1950s buildings were listed as non-contributing (i.e. out-of-period, "D"). A number of non-contributing (altered or "C") buildings were re-evaluated as contributing due to the removal of non-historic materials and sensitive restorations guided by the design review process. A few buildings in the Boundary Increase area were changed from "A"s to "B"s because the evaluation seemed more appropriate when the resource was compared to the entire district. Only a handful of historic buildings were demoted to non-contributing status due to out-of-period and out-of-character alterations. The entries for previously demolished buildings were left untouched and not tagged as part of this survey. Resources that had a "U" evaluation were not included in the survey; however, notes were added to the comments field to indicate whether the building appeared to be demolished in the past or if the address appeared to be in error. New entries were made for three types of resources: 1) older buildings that were either missed in the original input or inadvertently deleted at an earlier date; 2) buildings constructed in the last two decades; 3) multi-resource properties that previously only had one entry (i.e. dwellings in the rear, or apartment complexes with more than one building); and 4) buildings without addresses (mostly in the City Creek Canyon area).³⁶ Duplicate entries were tagged with a "U" evaluation and a note in the comments field so that they could be deleted from the database by SHPO staff. When confronted with duplicate entries,

³⁵ Only a dozen properties in the south-west Kimball and the DeSoto-Cortez neighborhoods were in the database.

³⁶ Only two buildings on the west side of Canyon Road had addresses, and these were updated as part of the survey. Because this survey includes only a portion of the City Creek Historic District, the entries without addresses (tagged as in the district) were left as is. Because the no-address records did not have enough information to determine what buildings they were, new entries were made for the rest of the buildings on the west side of Canyon Road.

priority for the saved entry was given to records tagged as in the NRHP district or with the most accurate information.

Database Update Methodology

Because the resources of the Capitol Hill Historic District were among the first entered into the database, the records were incomplete, inaccurate, and lacked consistency. Over the past two decades, the SHPO staff has refined the database, necessitating the evolution of criteria for entering data. The SHPO is currently in the process of acquiring software that will allow the database to be accessed and edited online. One of the main objectives of this survey was to prepare the Capitol Hill Historic District database for online access. In order to achieve this goal, in addition to updating the records, some editing was done to provide consistency throughout the RLS survey area. The following sections clarify the rationale and criteria used in the updating and editing process. They are presented by field in the order they appear on the database handout:

Estimated Address

A question mark is used to designate an estimated address. This device is used more often for RLS work conducted in rural communities; however, it has several uses in the Capitol Hill Historic District. For example, the question mark is used for primary buildings at the rear of properties that have the same numeric address as the front building. Historically the address of these buildings was “rear” or “½,” but the SHPO database does not provide for these distinctions. Historic addresses are noted in the Comments section if known. The question mark is also used for apartment complexes that share the same address, but have multiple buildings. The question mark is also used for non-building resources such as monuments or parks.

Property Address and Direction Indicator

Salt Lake City provided a parcel map with addresses. Because the survey area is a local landmark district, preference was given to the current address used by Salt Lake City where possible. This meant that a few of the addresses previously entered into the database were changed to the official Salt Lake City address. These were most commonly corner properties that have used two different addresses as historic duplexes or multi-family conversions. If a site form was available using a previous address, a notation appears in the Comments field that states “in file as” and gives the alternate address. This notation was also used for correcting previously estimated addresses, minor numeric adjustments, and typographical errors in the address field. In dealing with single-family dwellings, the address of the most prominent façade was used. Alternate addresses are provided in the Comments field as “aka” (also known as) or “on parcel with” another property. Multiple resources with separate addresses but on a combined parcel use the common address with a note in the Comments field. Apartment complexes with multiple resources may have notations such as Building A or Building 1 in the Comments field.

The SHPO database does not provide space for more than one numeric address. Because there are so many duplexes in the district, extended addresses were noted in the Comments field. For example, 125 E. 4th Avenue is 125-127 E. in the Comments field. The lower number was entered in the address field unless it was obvious the higher number was more prominent (e.g. on parcel map, or a main-floor versus basement apartment). The direction indicator field (i.e. N, S, E & W) did not require much change. It was always present for addresses on numbered streets, occasionally missing on named streets, where it was not necessary in order to find the address. However, the missing direction indicators were added for

consistency and to avoid possible confusion.

Street Name

The current street names are used throughout the database. A few entries have alternate street names noted in the Comments field. One of the problems with the database prior to this RLS was that the street names and their common abbreviations were inconsistently applied. For examples, properties on Wall Street could appear on “Wall Street,” “Wall St,” or simply “Wall.” These deviations made it difficult to search for properties in the database and print a building report that was correctly sorted. For consistency, it was determined to use the full name of the street in the database field. Abbreviations such as “St” and “Ave” were changed to “Street” and “Avenue” respectively. On the database printout, street names longer than fifteen letters are cutoff. It is important to note that the abbreviated forms of Main and State still appear in the database for other parts of Salt Lake City. Using the longest form of the name also cleared up problems such as the confusion between properties on East Capitol Boulevard and East Capitol Street. The only exception is the name used for properties on Main Street north of 300 North. The name “North Main Street” is commonly used on street maps, including the survey map, to distinguish the narrow residential street that runs through the Marmalade neighborhood, from the broad thoroughfare of the downtown business district. The simple appellation of Main Street was retained in order to avoid the confusion of an address such as 311 N. North Main Street.

Property Name

A high percentage of the older resources had property names. These were mostly intact with very few changes where appropriate. The changes were noted in the Comments field. A handful of previous entries for duplexes had addresses in the property name field. These were deemed confusing and redundant, and were removed or replaced. Additional property names were added if known.

Evaluation

See *Evaluation Methodology* section above for a discussion of this field.

Height

In this field an attempt was made to adapt the traditional notion of building height to the unique resources and topography of the Capitol Hill Historic District. Since the database allows for “half-height” entries (i.e. 1.5, 2.5, etc.), the “.5” was used liberally in an attempt to categorize the many resources which are on the down-slopes and appear at varying heights depending on the elevation in view. For example, “1.5” was not only used for residences with a traditional attic story, but also for residences which appear one-story from the street, but are two full stories if viewed from the rear. Because the traditional classification system of height used by the SHPO is imprecise when applied to the Capitol Hill Historic District, the best determination of height should be based on the photographs (or personal visit) rather than the database field.

Outbuildings

With the exception of the recently surveyed Boundary Increase area, very few of the records had information in the fields for contributing and non-contributing outbuildings. This information was collected in the field and entered into the database. Most of the outbuildings are garages; however, a few exceptional outbuildings were given separate entries or are noted in the Comments field. It is important to note that the most of the outbuildings were given only a cursory examination from the sidewalk during the fieldwork.

Because design review for garages has been in place for many years, the district includes many new garages that appear to be older than they are. In addition, many older garages have been covered with new, but historically appropriate, materials. Some garages may have been evaluated as contributing if they fit the scale and historic character of the neighborhood, but may actually have been built outside of the historic period. More in-depth ILS work is needed to determine the actual age of individual garages.

Years Built

The biggest change to these fields was an editing change to the “circa” field. Most of the previous entries used a capital “C” to stand for circa. Because of the juxtaposition of the Evaluation field and the Circa field on the printed report, there was potential for confusion between Evaluation and Years Built. All the circa were changed to “c.” to avoid potential misunderstandings on the important question of status. A number of secondary construction dates were added to records, either from the building permit cards or observations during the fieldwork. Additional information or questions about construction dates were noted in the Comments field.

Materials

The materials and styles fields were updated using the most current codes provided by the SHPO. The previous entries for this field tended to be too general. For example, most of the brick was classified as Brick-Other. Most of these were modified to Regular or more specific types of brick. Ship-lap siding was consistently confused with drop-novelty in the database. This has been corrected. It is interesting to note that much of the reproduction siding on recent renovations resembles ship-lap siding. While most of the materials were not altered, entries for older veneers, such as asbestos or asphalt siding, that were completely removed prior to this survey were deleted from the database. Newer materials were added as needed. During the evaluations of buildings from the 1950s and 1960s, it was clear that the addition of new codes may be needed for this period. One example is the use of a rough-textured brick that could not be classified as regular, but does not have the straight lines of true striated brick. Although this material was lumped with striated brick for this survey, it is recommended that a code be added for future surveys. Also, it may be useful to have a code to distinguish the stone veneer that resembles flagstone (very popular in the 1950s and 1960s) from the flatter stone veneers (1960s and later). It is important to note that the database provides for more than one material to be entered for a resource.

Styles

In this field, the focus was on distinguishing pure styles and mixed styles. The somewhat vague stylistic term “vernacular” was used liberally in the database in the 1970s and 1980s; however, during this survey it was removed when a more descriptive style label was more appropriate. In many cases, a recently restored (replaced) porch or other element gave a formerly plain building (at the time of the first survey) a more Victorian Eclectic look. Styles linked with the term “other” tend to be watered-down or unclassifiable versions of a particular style. The database was design so that two or more style designations could be entered. This method was utilized to describe a mix of styles within a single resource. The Capitol Hill Historic District has very few buildings that are pure examples of a single style. For example, Italianate bays were very popular in the late nineteenth-century Victorian cottages of the district. In general, the style codes were adequate for use in the district. It should be noted that at least one of the most recent residences were distinctly Neo-Bungalow, a label code not currently available in the database.

Types

Many of the type designations were missing or inaccurate in the pre-survey database. For example, the Central-block-with-projecting-bays type, while common, was incorrectly over-used for houses from the late Victorian era. The classifications were refined using primarily Rectangular Block and Side Passage types where appropriate. The feature of a notched porch made some residences difficult to distinguish them as either a Victorian cottage type or a transitional bungalow. More research is needed to develop codes for these transitional types. Because most types are based on floor plans rather than exterior views, classification can be difficult during an RLS. The goal of this survey was to provide more consistency in classification throughout the district. In the relatively high-density urban Capitol Hill Historic District, one of the inadequacies of the current database is the lack of codes to differentiate smaller multi-family units. In particular, the code for double houses/duplexes is too general. The double house types (A, B & C) described by Thomas Carter and Peter Goss have been noted in the Comments field where appropriate. There are several four-unit blocks, as described by Carter and Goss, in the district, but no code to classify them. During the 1950s, a new duplex type was introduced: a stacked duplex with exterior entrances. There are numerous examples in the Capitol Hill Historic District. They have been noted as a Type B in the Comments field, but would more accurately be classified as a Type D. Moreover, the building permit cards indicate that several homes that appear as single-family dwelling were actually built with basement apartments. It is recommended that codes be developed to categorize the differences. An example is the code for the boxcar apartment that was implemented a few years ago. New apartment block codes for the post-1950s should be developed to augment the apartment type studies for earlier buildings. For example, the Capitol Hill area includes several examples of two to three-story apartment blocks that feature interior entrances similar to early twentieth-century walk-ups, but much broader, probably a nod to the popularity of the ranch house during this period.

Original Use

Since the vast majority of buildings in the district were residential, few changes, other than additions, were made to this field. It should be noted that it would be nice to have more coordination between use codes and landscape codes (e.g., no use code for park; no type code for cemetery, etc.)

RLS/ILS/General File/NR Status

The RLS field was updated, but the remaining fields were left intact. They are not available to the surveyor for editing. It would be helpful to have the ILS and General File information available for viewing on screen. Currently, they can only be viewed in the building report. The RLS year 06 was used to tag all resources surveyed, but different RLS months (between April and August) were used to distinguish the records for different district entities (e.g., NRHP, local landmark/not NRHP, City Creek Canyon, DeSoto-Cortez, etc.).

During the transfer of the edited information to the SHPO's permanent database it should be noted that numerous entries (both old and new) are not yet tagged as being in the NRHP district. One address, 285 N. Center Street, was mistakenly tagged as in the NRHP district. The designations State Register and Century Register appear in the NR status field for two entries outside the NRHP district.

Comments

Numerous additions to the Comments field have been noted in the sections above. Because the Comments field is finite, contractions and abbreviations were used when needed. Comments from previous surveys and updates were retained unless the comments were obviously no longer applicable. Comments from duplicate records, such as UHF easement status, were moved to the permanent record. Other changes included minor editing such as using the smaller case "c." for circa and removing the extraneous apostrophes from descriptive decades (e.g. 1920's to 1920s).

National Register Properties within Survey Area

Ten properties within the survey area are also individually listed on the National Register:

1. *Council Hall*, 100 E. 300 North; (1864); also a National Historic Landmark
2. *Capitol Building*, Capitol Hill, [350 N. State Street], (1912-1916)
3. *Ebenezer Beesley House*, 80 W. 300 North, (1872)
4. *Woodruff-Riter House*, 225 N. State Street, (1906)
5. *19th Ward Meetinghouse & Relief Society Building*, 168 W. 500 North, (1890 & 1909)
6. *Alfred W. & Elizabeth McCune Mansion*, 200 N. Main Street, (1901)
7. *Richard Vaughen Morris House*, 314 N. Quince Street, (1860)
8. *John Platts House*, 364 N. Quince Street, (1858)
9. *William Hawk Cabin*, 458 N. 300 West [rear] (1848); in Boundary Increase
10. *Ottinger Hall*, 233 N. Canyon Road, (1900); in City Creek Canyon Historic District

Demolished: *John Varley House*, 180 W. 500 North, (1860); demolished in the 1980s

Survey Results

General Findings

The Capitol Hill Historic District Reconnaissance Level Survey evaluated a total of 883 primary buildings and other resources within the local landmark district.³⁷ A copy of the statistic report generated by the SHPO database is found in Appendix D. Of the 883 primary resources in the local landmark district, 753 (85 percent) contribute to the historic character of the district. Eighty-three of the total resources are outside of the local landmark district. The rest are in the NRHP district. The combined totals for the districts include 176 resources (20 percent) designated as “A” meaning eligible/significant, and 577 resources (56 percent) designated as “B” meaning eligible/contributing. The remaining 130 resources (14 percent) are non-contributing. This includes 29 (3 percent) “C” resources (altered historic buildings) and 101 (11 percent) out-of-period buildings. In order for a resource to be considered historic, it must be at least fifty years old; however for the purposes of extending the useful life of the survey data, the historic period was extended to 1961.

The contributing building stock ranges from an 1848 log cabin to a 1961 ranch house. Construction peaked in the Victorian era around the turn of the century. Twenty-nine percent of contributing resources were built before 1900. Fifty-two percent were built between 1900 and 1929. Nineteen percent were built between 1930 and 1961. Ninety-six percent of contributing resources (or 723) are residential. Seventy-seven percent of those (580) were single-family dwellings. Nineteen percent (140) were multiple-family dwellings, primarily duplexes. Eighteen commercial buildings account for 2 percent of resources. Four buildings (1 percent) were religious facilities. Buildings of miscellaneous usage make up the remaining 1 percent of contributing buildings. Sixty-four percent of the 341 outbuildings surveyed (the vast majority are single-car

³⁷ An additional 173 resources outside of the local landmark district were also surveyed for a total of 1,056. These resources are discussed in a separate report (see Addendum A).

garages) were evaluated as contributing. The majority of resources had no outbuildings. No primary resources had more than two associated outbuildings.

The percentages found in the statistical summary for materials and styles add up to more than 100 percent because many resources were evaluated with more than one material or style. Brick was the dominant material of the period with 55 percent of resources using brick masonry as a primary material. However, the district also has relatively high occurrences of wood siding and stucco. According to research conducted previously there are 38 known adobe buildings, considerably more than other historic districts in Utah (four more than the Avenues). Classical and picturesque styles of the nineteenth century add up to 8 percent of styles noted in the district. Victorian styles account for 37 percent. Early twentieth-century styles, primarily bungalow, are 27 percent. Fourteen percent of resources had period revival stylistic elements. Ten percent were World War II and post-war era styles. Two percent were Modernistic. Other styles were statistically insignificant.

Findings by Contextual Period

The following is a summary of findings by contextual period:

Early Settlement Period, 1847-1869

Only seventeen buildings were identified from this period. The in-depth research conducted in the early 1980s identified most of the extant buildings from this period. It is possible that early building materials such as adobe or logs may be extant under later veneers and alterations; however it is difficult to identify these buildings without more intensive-level research. As more information is discovered, possibly through the permit or design review process, the database should be updated. While adobe covered with stucco is the most characteristic material of the period, there are a few stone and early brick examples. As the “elder statesmen” of the district, these classically-style homes range in size, but all are well-maintained and likely to be preserved in the future.

Railroad and Economic Expansion Period, 1870-1889

The 110 resources of this period are very eclectic and reflect a period of transition from the pioneer builder's vernacular to more standardized types and styles. Adobe was used in this period, but is usually found in combination with early fired brick, drop-novelty siding and other veneers. Most of the materials have been well maintained. One example, the George and Cynthia Hill home at the corner Reed Avenue and 300 West will likely face development pressure in the future, but received a new coat of paint prior to the completion of this survey. The majority of resources from this period are cross-wing residences. Many show evidence that the cross wing was a later addition, so there is still a strong connection with the resources of the previous period. The Greek Revival-style cornice returns are also a holdover from the settlement period. There are also several excellent examples of the Victorian Gothic style from this period. Some of the most elaborate decoration can be found on homes from this period, for example, the house at 325 N. Quince Street, built in 1870. The Italianate-style bay is an important feature of this period and is a prominent element on fourteen homes from this period. In comparing the current RLS data from the previous information, it appears that several residences from this period have been covered in stucco since design review was implemented in the 1980s. This trend has probably saved many of these homes from serious deterioration. Wood siding for frame cottages was also used frequently in this period, although only a few altered examples remain.

Victorian Urbanization Period, 1890-1911

The survey identified 349 resources from this period. This accounts for 46 percent of contributing resources. While the majority of these resources are single-family dwellings, this period also represents a sharp increase in multi-family housing stock, commercial and institutional buildings. This is also the first period where tract housing or speculative development took place. The majority of buildings of this period are brick, but there are many frame examples with drop-novelty or other wood siding.

The period is dominated by the Victorian Eclectic style and the central-block-with-projecting-bays house type. Common types also include the Rectangular Block and Side Passage houses. Many of the Rectangular Blocks have notched porches that display a traditional bungalow style. There are also two-story numerous foursquares, including several ornate examples on State Street and 200 West. One-story four-square cottages are also found in the district. There are several examples of bungalows that resemble a foursquare from the façade, but go deeper into the lot under a hipped roof. This is another transitional type that may need more research. The Victorian Eclectic details are found mostly in porches, cornices and windows. There are a few exceptional examples of more distinctive styles, such as several Queen Anne and a Shingle Style. There are a few tract developments of two to five similar Victorian cottages. During this period, more homes were built on the higher slopes and there was a greater need to adapt traditional building technology. The exposed cobblestone and sandstone foundations of this period are an important feature of the Capitol Hill neighborhood and should be preserved. Neighborhood groceries appear during this period, including several attached to residences.

The design review process has had more effect on Capitol Hill's domestic architecture for this period than any other. Frequently during the update process, the surveyor encountered examples of older veneers (most often asbestos or aluminum siding) removed and replaced with a more appropriate veneer. In some cases, the original materials were salvaged and restored. While in other cases newer wood siding has been installed. The newer siding more closely resembles historic ship-lap than the more common drop-novelty siding, but both are in character with the district. One of the more interesting developments was the number of Victorian-style porches (i.e., lathe turned supports, spindle, fans, etc.) that had been replaced in the past two decades. The replacement porches were responsible for many residences being reclassified from "no style" to the more period-appropriate and descriptive Victorian Eclectic category. In a few cases, during recent renovations non-historic porch closures were removed, allowing a residence to return to contributing status. Design review has also helped with mitigating the impact of additions to smaller homes as owners attempt to adapt the historic buildings to modern needs. With the exception of a few odd dormers, most additions were compatible with the original structure.

Residential Infill, Apartment Blocks and Apartment-Conversion Era, 1912-1929

There are 155 resources from this period. The resources can be divided into four main categories: 83 bungalows, 21 traditional and 8 transitional period-revival cottages, 30 duplexes and apartment blocks, and 21 miscellaneous types. Bungalows represent the largest number of associated residences for the period. The bungalow was a ubiquitous presence in Utah cities by 1915. Salt Lake City's bungalows are mainly found in and around the neighborhoods where streetcar lines were located in the first quarter of the twentieth century. In the Capitol Hill neighborhood, the bungalows are scattered as infill throughout the district. Most of the Capitol Hill bungalows exhibit stylistic elements of the Arts & Crafts movement, and less often, the Prairie School movement. Examples range from modest tract-like stock to highly developed expressions of the style. An even larger percentage show influences of the bungalow style, including older

house types updated in the early twentieth century with a bungalow porch. A few two-story foursquares built during this period have some bungalowoid elements. The survey area also includes a high number of residences that illustrate a transition from the bungalow to the period revival cottage. These hybrid houses usually have colonial revival or neo-classical elements with clipped gables and were built in the mid-1920s. The more traditional cottages were built in the late 1920s. The most common type is the English-style cottage made of brick. As with the bungalows, the period cottages are found as infill throughout the survey area. The one exception is the DeSoto-Cortez neighborhood where several tracts of period cottages were developed around the same time (see Addendum A).

Nineteen of the multi-family residences from this period are double houses, scattered throughout the district with highly individualized architecture. During this period, the Double House Type with a pitched roof was slightly more popular than the flat-roof Type C. There are no Type B examples from this period. Most stylistically represent the Victorian or Bungalow era, but there are also two examples of the Period Revival double house. Four-unit blocks, walk-ups, and other apartment types are also represented. Only a handful of commercial buildings, mostly small groceries, were built during this period. In contrast to the previous period, commercial buildings were not attached to residences. The only exception is the Poulton Store, built in 1912, at the beginning of the period. Commercial development mostly took place in the West Capitol Hill Neighborhood. The most important institutional building of this building is the Capitol Hill Ward meetinghouse construction in 1928.

The majority of contributing outbuildings surveyed are single-car frame garages built during this period. Most have street access, but a few can only be accessed via an alley or court. The garages are associated both with buildings constructed during this period and with older buildings. Because of the steep topography, the historic Capitol Hill garages are a more eclectic group than their counterparts in flatter Salt Lake City neighborhoods. While most appear as detached structures at the rear of the property; however, site placement and orientation were often adapted to provide the easiest access. The number of below-grade garages is high, including numerous detached garages built into the sloping grade of the site at street level. An unusual adaptation for the Capitol Hill neighborhoods was the development of basement garages for period cottages on the steeper slopes.

Adapting American Domestic Architecture Period, 1930-1961

Approximately twenty percent of resources (154) are from this period. The contributing resources vary greatly from period cottages to modernistic residences and apartment blocks. There are seventeen late period-revival cottages from the 1930s. They are mostly English-style cottages, similar to those of the previous period, but on the average slightly larger. There are only thirteen World War II and post-war cottages, built as infill, proportionately fewer than neighborhoods with similar historical development. As noted above, many of these were adapted for the steep topography with high foundations and below-grade garages. Several late period cottages and World War II-era cottages were moved to the 200 North block of Quince Street in the 1950s to make way for a development project in the area. The ranch/rambler-style house, popular in the 1950s, is also relatively scarce with only fourteen in the district. About half are in the West Capitol Hill area and are typical of the period. However, the wide façade of the ranch house was not suited to the steep topography of the Marmalade Neighborhood and nearly all have basement-level garages and other accommodations.

There is a noticeable increase in the number of multi-family units housing built during this period, particularly in the flatter West Capitol Hill Neighborhood. Several groups of stacked duplexes with exterior entrances (circa early 1950s) were built in the 200 and 300 West area. Some were built as infill, but when an increase

in demolition during this period, many were built on lots previously occupied by older homes. In the 1950s, the average number of units in an apartment block rose four to eight. During this period, the broader ranch-style walk-up apartment blocks appeared on several corner lots within the district. On a few of the narrower lots, boxcar-type apartments were built with the narrow end to the street and exterior entrances. These apartment blocks range in style from Minimal Traditional to Modernist. In 1961, the first high-rise, the Panorama Apartments, was built on Arsenal Hill. During this period, most of the commercial construction occurred along the 300 West corridor. The most important institutional building of the period was the temple-front Daughters of Utah Pioneers Museum built at 300 N. Main Street in 1954. Although not in either the NRHP or local district, the State Office Building, located north of the Capitol at 450 N. State was built in 1956.

Decline & High-Density Development Period, 1962-1984

This period of high-density development is represented by 71 resources. The majority of these resources (51) are multi-family buildings, including many large complexes of 50 to 100 units. These larger complexes did much to alter the historic character of the district. On Arsenal Hill, several rise structures visually isolated the historic Marmalade district from the rest of the city. In West Capitol Hill several inner-block historic residential courts were destroyed for lower, broader complexes. These large complexes were more automobile oriented, and were prone to crime in the recent past. This has made the neighborhood less friendly for pedestrians. Smaller apartments were shoe-horned into the district. A group of stacked duplexes were built at the northeast corner of the district. In contrast, only eleven single family dwelling were constructed during this period. Six commercial buildings, all on or near 300 West, were also built during this period. The LDS Church built two new meetinghouses with large parking lots, a dramatic contrast from the earlier 19th and 24th Ward buildings, which were converted to commercial use. While preservation efforts began in the 1970s, the earliest projects were dramatic public relations events that did little to stem the tide of over-scale development in the area (e.g., Council Hall rebuilt in 1970; White Chapel replicated in 1975; Quayle House moved to Quince Street in 1975).

Design Review & Renewal Period, 1985-2006

The 27 resources built during the era of design review prove that the program has been effective. The numerous rehabilitation projects have preserved and restored many historic features of the neighborhood's earlier periods. An eclectic neighborhood from the start, each historic period contributed to the evolution of the district and a walk through the Capitol Hill neighborhood provides a complete, if somewhat slanted, overview of the history of domestic architecture in Salt Lake City. An analysis of the resources built during this final period suggests that scale rather than style or materials should be the determining factor in new construction. For example, the narrow Modernist stuccoed residences on the 500 block of West Capitol Street (built in the 1980s) seem a better blend with the overall character of the district than a recently added shingle/stone veneered neo-Victorian house, which is more suited to the newer suburban development of the Upper Avenues and Ensign Downs than the historic Capitol Hill neighborhoods.

Beginning in 2004 with the completion of two new state office buildings (on the capitol grounds at 410 and 420 N. State Street) and commencement of the restoration of the Utah State Capitol Building (to be completed in 2008), there has been renewed interest in the neighborhoods of the Capitol Hill Historic District. In the near future, it will be important to capitalize on the progress made in the preservation of the district during the past two decades.

Recommendations

Additional Survey Work

No additional survey work in the vicinity of the Capitol Hill Historic District is needed at this time. The two areas of most interest, nine buildings in the Southwest Kimball Neighborhood and 154 building in the DeSoto-Cortez Neighborhood were included as an addendum to this survey (see Addendum A). Although also considered part of the Capitol Hill community, the lower Ensign Downs neighborhoods will not be eligible for the NRHP for another two to three decades, and therefore survey work there is not a high priority.

However, a survey may be recommended in the near future in order to better understand the importance of open space between DeSoto-Cortez and Ensign Downs in the vicinity of Ensign Peak.

The Salt Lake City Planning Division is already considering a re-survey of the Avenues Historic District, which also includes the east half of the City Creek Canyon Historic District. The surveyor of the Avenues district should be familiar with the Database Methodology section of this report, because the surveyor is likely to encounter similar problems during the records update.

Potential Second NRHP Boundary Increase

Southwest Kimball Neighborhood

The eighty-three resources at the southwest corner of the Kimball Neighborhood that are within the local landmark district should at some point be included in the NRHP district. While the high-rise apartment encroachment of the 1970s has diminished the historic character to some extent, the 58 contributing resources south of 300 North are as strongly associated with the Capitol Hill community as those north of 300 North. The Noall Subdivision on Quince Street is somewhat of a development aberration, but none the less, should have its distinctive history documented in a NRHP nomination. The nine historic resources at the extreme southwest corner of the Kimball Neighborhood have been isolated, but may benefit (i.e., be saved from demolition) by inclusion on the National Register or the local landmark district.

DeSoto-Cortez Neighborhood

During this survey, it became apparent that the DeSoto-Cortez Neighborhood was a potential area for a second boundary increase. The lower DeSoto-Cortez is a beautifully intact neighborhood of 1920s and 1930s period cottages. The neighborhood has strong associations with the Capitol grounds and the Capitol Hill community. While the historic resources dwindle on the upper slopes, the entire neighborhood is easily defined and would likely qualify for the NRHP as a Boundary Increase area. A more difficult decision would be whether to extend the local landmark district, including design review, to the area. At the present time, the resources of the Historic Landmark Commission (HLC) and its architectural review committee are stretched thin. Currently, the DeSoto-Cortez neighborhood contains only 90 contributing resources (about 55 percent of the total), but even that amount may be a burden for the HLC. On the other hand, the distinctive style, materials (overwhelmingly brick), and orientation (on narrow lots) of Salt Lake's period cottages have proven to be more resistant to inappropriate alterations than other house types (e.g., aluminum siding, side additions, and porch enclosures). The benefits provided by the NRHP (i.e., neighborhood pride, preservation tax credits) may be sufficient to preserve these resources. Over-scale single-family and multiple-family residences are more likely to alter the character of this charming

neighborhood than alterations to existing buildings (see the Capitol Hill Vicinity RLS Addendum for a fuller discussion of the Desoto-Cortez Neighborhood).

Intensive Level Survey Work

The budget of this project provided for sixty-five Intensive Level Surveys to be prepared in conjunction with the RLS work. The ILS properties were selected from a list provided by the Salt Lake City Planning Division of properties without historic site forms or without any historical information on the site forms. A few are early buildings missed during the research of the early 1980s. Others are undocumented buildings from the 1930s and 1940s. Most date from the 1950s and are now contributing resources with no previous research. The goal of the ILS Work was to document the significance of these newly contributing resources in the local landmark district. As these resources come up for design review, the ILS documentation will aid planning staff and the HLC in understanding the historical contributions of these resources to the Capitol Hill community. A list of the sixty-five buildings is provided in Appendix E. Additional addresses of similar buildings for recommended for future ILS work are also provided in Appendix E.

While the project budget provided for the immediate goal of documenting the significance of the district's mid-twentieth-century buildings, an examination of the historic site forms available from the SHPO and the Salt Lake Planning Division demonstrate a less-pressing need for more in-depth research throughout the district. The site forms for buildings from the first two historic periods had fairly full narratives, but later resources had much less information per building. For many years, this was typical of local history in Utah. The pioneer settlers of the state were venerated and their lives recorded in detail, while the contributions of the second, third and fourth generations (and later immigrants) were considered less important. For the early site forms, property names were gleaned from title abstracts with some use of the city directories after 1924.³⁸ As a result the original landowners, rather than the first occupants, were used as identification for much of district's rental housing stock. The property names of some speculative housing are the developers, builders, or title companies, rather than the original occupants. There is often little or no information of the subsequent history of the building. It is understood that the first researchers of the Capitol Hill area had limited time and resources. Full ILS documentation was not possible. In addition, the data-rich and address-listed census enumerations of the 1920s and 1930s were not available at the time. When opportunities arise and resources are available, a more complete documentation of the unique resources of the Capitol Hill community should be considered.

Historic Preservation Action Items by Neighborhood

The Capitol Hill Community Master Plan (2001) includes several historic preservation action items for the Capitol Hill Historic District and vicinity. In addition to the historic preservation action items, there are also numerous action items in the areas of land use, urban design, transportation and public utilities that support the goals of preserving the character of Capitol Hill's historic neighborhoods. Several of these action items have already been implemented such as the NRHP district boundary increase and appropriate down-zoning for some parcels. With one exception noted below, this report supports and encourages the continuing implementation of action items within the Capitol Hill Community Master Plan. The majority will not be

³⁸ After 1924, the R.L. Polk directories for Salt Lake City are cross-referenced by street names.

reiterated in this report, but a few items of special concern are discussed below. The concerns are organized by neighborhood.

Marmalade Neighborhood

The community master plan suggests adding the historic names to street signs in the Marmalade district and creating distinctive street signs for the district. These ideas have some merit, but are not necessarily a high priority since the Marmalade district is already so distinctive. A higher priority should be to keep over-scale (even if pseudo-historic) suburban-type residences from overwhelming the character of the historically urban neighborhood. This report encourages special ordinance that allow for the reuse of the small historic commercial buildings for neighborhood appropriate commercial use. Within the Marmalade district, this type of spot zoning should support historically appropriate pedestrian-friendly uses that will not dramatically increase traffic or parking requirements in the area. This report also supports the designation of historic landscapes. The stone and concrete retaining walls of the neighborhood are among its most salient features. Clearly the neighborhood trees should be preserved at all costs. The Marmalade Neighborhood would greatly benefit from the street-by-street program to bury utilities. On several streets, particular 500 North, large utility poles and thick black wires mar the visual character of the district.

West Capitol Hill Neighborhood

The West Capitol Hill Neighborhood has been under the most development pressure of all the Capitol Hill neighborhoods. Salt Lake City's Redevelopment Agency (RDA) has working in the area for many years in order to promote a vital neighborhood economy in tandem with neighborhood livability. Unfortunately, some historic buildings have been lost. Recent examples include the accomplished and proposed demolition of six historic buildings on 300 West and Arctic Court. The immense vacant lot on the site is programmed for a large mixed-use project. The project is currently working its way through the design review process. One of the problems with properties near the 300 West corridor is the perception of a wasteland. A vast amount of asphalt overwhelms the neighborhood on both sides of 300 West. This report supports street improvements that make 300 West less of a barrier. In particular, landscaped center medians would provide a green relief to the asphalt. Although 200 West is also one of the original wide streets, the historic center medians give a human scale and open space to the streetscape. On 300 West, the advantage of the medians would be visual, rather than practical. The medians should not greatly impact traffic, which is fairly light in the non-peak rush hours. A proposed commuter rail line and other transportation alternatives may help reduce the traffic through the neighborhood in the long-term. Proposed medians on the east-west streets will also enhance the neighborhood. Tree planting programs in the West Capitol area should be a high priority.

The one action item in the Capitol Hill Community Master Plan with which this report disagrees is the relocation of the Hawk Cabin. Pioneer settlement log cabins on their original sites are extremely rare in Utah. Very few cabins have not been moved to city parks or public plazas by well-meaning historians and preservationists. Although the 1848 Hawk Cabin was built within the first pioneer fort, it has been on 300 West since about 1852. Furthermore the Victorian cottage in front of the cabin is also a Hawk family home. The two buildings are inextricably linked. This report recommends pursuing options that allow the cabin to be restored on site along with the Victorian cottage. If the cabin is moved, a valuable opportunity to interpret not only the Hawk family legacy but the historical development of 300 West from Territorial to State road will be lost.

Arsenal Hill Neighborhood

The biggest threat to preserving the historic resources of the Arsenal Hill Neighborhood is the RMF-35 zoning on the south and east portion of the hill. The majority of buildings in the RMF-35 zone are single-family homes or duplexes. The medium density zone also includes the open space in Gordon Place Park. While all of this area is in the Capitol Hill Protective Area Overlay Zone, which restricts the height of new construction, there are still opportunities to lose valuable historic resources to more lucrative mid-density development. This report supports the re-zoning of all single-family and duplexes to R-2 in the Kimball (Arsenal Hill) Neighborhood. It also supports expanding the boundaries of the current Overlay Zone as recommended by the Master Plan.

Southwest Kimball Neighborhood

This report supports the recommendation of the community master plan that the NRHP district be expanded to include this area. As part of the Kimball Neighborhood, boundaries for the RMF-35 and RMF-45 zones include several existing historic single-family, duplexes and four-unit apartment blocks. As in the Arsenal Hill Neighborhood, re-zoning these parcels to R-2 should be a high priority. Recent efforts have been made to make the underlying zoning more compatible with buildings like the Kensington Apartments. Changing the name of West Temple (above 200 North) to Apple Street (the name prior to 1907) would give the neighborhood another link to the Marmalade Neighborhood. The nine historic resources outside of the local landmark district should be documented to see if they are candidates for inclusion with the local landmark or NRHP district.

City Creek Canyon Neighborhood

The City Creek Canyon Neighborhood is currently an attractive neighborhood and as long as the median park space is maintained, the neighborhood should be self-sustaining. The City should continue its efforts to restore Memory Grove. The neighborhood will likely be analyzed again when the Avenues Historic District is resurveyed.

DeSoto-Cortez Neighborhood

As noted above, the DeSoto-Cortez Neighborhood should be investigated as a potential expansion to the current NRHP district. Specific recommendations for DeSoto-Cortez Neighborhood can be found in the Capitol Hill Vicinity RLS Addendum.

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