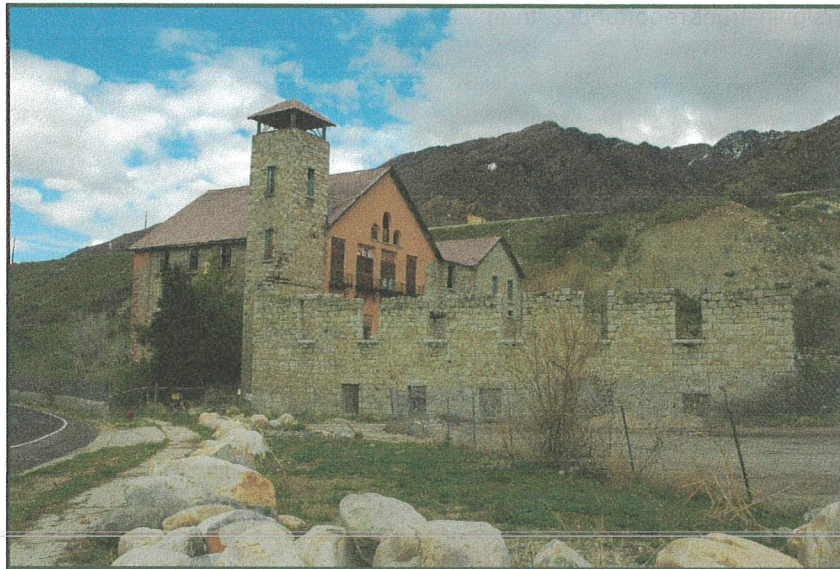


Cottonwood Heights  
Salt Lake County, Utah

**Selective Reconnaissance Level Survey 2016**



**Final Report & Appendices**

May 30, 2016

prepared for the  
Cottonwood Heights Historic Committee

prepared by  
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## INTRODUCTION

This Reconnaissance Level Survey (RLS) was conducted at the request of the Cottonwood Heights Historic Committee (CHHC). Korral Broschinsky with Preservation Documentation Resource performed the survey. Ms. Broschinsky is a qualified architectural historian under federal regulations 36 CFR Part 61, Appendix A, as required by the Utah State Historic Preservation Office (SHPO). Cottonwood Heights was incorporated in January 2005. This survey is the first RLS conducted within the new city boundaries. As the request of the CHHC, the survey was conducted as a selective survey of historic resources built before 1953. The survey was conducted in accordance with the Utah SHPO's Standard Operating Procedures for Reconnaissance Level Surveys, the National Register of Historic Places (NRHP) Bulletin 15, and federal regulations 36 CFR 60.

## SURVEY OBJECTIVES

The primary objective of this survey was to identify and evaluate historic resources within the City of Cottonwood Heights for NRHP eligibility. The resources were primarily buildings, but included structures, objects, and sites, as defined by the NRHP Bulletin 15 and the Utah SHPO. The secondary objectives of the survey were as follows:

- To identify candidate properties for listing on the National Register of Historic Places
- To identify candidate properties for further research, such as Intensive Level Surveys
- To identify and evaluate historic properties to be entered into the Utah SHPO database of historic resources
- To update records in the Utah SHPO database of historic resources previously entered within the Cottonwood Heights area of unincorporated Salt Lake County
- To analyze the type, distribution and integrity of historic resources within the City of Cottonwood Heights using photographs and maps
- To provide information on historic resources as a preservation planning tool for zoning or building ordinances, economic development, etc.
- To contribute to the understanding of the history of the Cottonwood Heights area and to provide information on historic resources as an educational tool (e.g. historic walking or driving tours, markers, school programs, promotional material, etc.)

In order to stay within the budget of its Certified Local Government grant, the CHHC used a cut-off date of 1952 for historic resources. Prior to the start of the survey the Committee identified approximately 150 pre-1953 buildings using the Salt Lake County tax assessor's records. The distribution of these resources, which were built before subdivision development within the city, precluded any potential historic districts. However, one of the survey objectives was to provide base data that may be used in a future Multiple Property Documentation Form (Multiple Property Submission) for the City of Cottonwood Heights (primarily historic context statements and associated property types).

## SURVEY BOUNDARIES

The City of Cottonwood Heights was incorporated on January 4, 2005. Prior to this time, the area within the municipal boundaries was part of the east bench portion of unincorporated Salt Lake County. Cottonwood Heights has been nicknamed the “City between the Canyons” because the east boundary is between the Big Cottonwood and Little Cottonwood Creeks that flow northeast from the namesake canyons. Map #1 shows the municipal boundaries and neighboring cities (see Appendix A, Maps). The selective survey was conducted within these boundaries. The municipal boundaries of Cottonwood Heights are irregular and roughly described below:

The north boundary of Cottonwood Heights follows the Interstate 215 freeway (aka the belt route) from 1200 East to approximately 3100 East. Cottonwood Heights is bounded on the north by the cities of Murray and Holladay. The east boundary takes an irregular path southward to the mouth of Big Cottonwood Canyon. The boundary straightens out as it moves south, including most of the developed parcels on the east side of Wasatch Boulevard. The boundary thence runs northwest from the mouth of Little Cottonwood Canyon to Creek Road. Cottonwood Heights is bounded by unincorporated portions of Salt Lake County to the east.<sup>1</sup> The south boundary follows Creek Road to northwest to the west boundary, which is Union Park Avenue. Most of this boundary is shared by the city of Sandy, however, there are numerous pockets of unincorporated county with Sandy’s boundaries, including the White City Township. The west end of Cottonwood Heights is bounded by Midvale City (see Map #1).

As a community on the foothills of the Wasatch Mountain range, Cottonwood Heights varies in elevation from 4,500 feet at the west end to approximately 6,000 feet near the mouth of the canyons. The topography varies as the foothills are broken by branches of both Cottonwood Creeks and a number of canals and ditches built by the early settlers. Several gullies and ridges separate neighborhoods from each other. Map #2 indicates a number of area features, as well as the three properties listed on the National Register of Historic Places. Map #3 shows the distribution of pre-1953 properties within the city. The map shows that historic properties are primarily found along the main (and earliest) transportation corridors: 1300 East, 2300 East, 2700 East, 3500 East, Highland Drive, Creek Road, Fort Union Boulevard, Bengal Boulevard, and Wasatch Boulevard.

## SURVEY METHODOLOGY

The methodology used to evaluate architectural resources within the APE for NRHP eligibility was based on requirements established by the Utah SHPO in its *Reconnaissance Level Survey: Standard Operating Procedures* (revised February 2015). This survey uses the NRHP eligibility criteria outlined in the National Park Service Bulletin 15 *How to Apply the National Register Criteria for Evaluation* (NPS 1997). In general, a property that is eligible for the NRHP is at least 50-years old, retains its historic integrity, and meets one of the NRHP’s areas of significance. The NRHP Criteria for Evaluation and Significance are described as follows:

The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

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<sup>1</sup> Unlike Millcreek Township and Millcreek Canyon to the north, the boundary of Cottonwood Heights does not extend into the canyons. Residents of the Millcreek Township recently voted to become a city.

- A. That are associated with events that have made a significant contribution to the broad patterns of our history; or
- B. That are associated with the lives of significant persons in our past; or
- C. That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D. That have yielded or may be likely to yield information important in history or prehistory.

In addition, each primary architectural resource in the SHPO database has been classified by age, type, style, materials, height, and NRHP eligibility. Properties were evaluated for eligibility using the following criteria guidelines and ratings established by the Utah SHPO for surveys:<sup>2</sup>

- ES – Eligible/Significant:** built within the historic period and retains integrity; excellent example of a style or type; unaltered or only minor alterations or additions; individually eligible for National Register under Criterion "C" (architectural significance); also, buildings of known historical significance.
- EC – Eligible/Contributing:** built within the historic period and retains integrity; good example of a style or type, but not as well-preserved or well-executed as ES buildings; more substantial alterations or additions than ES buildings, though overall integrity is retained; eligible for National Register as part of a potential historic district or primarily for historical, rather than architectural, reasons (which cannot be determined at this point).
- NC – Non-Contributing/Ineligible:** built during the historic period, but has had major alterations or additions; no longer retains integrity.
- OP – Out-of-Period:** constructed outside of the historic period.
- X – Demolished:** demolished.
- U – Undetermined:** incomplete or undetermined address, duplicate record.

As a selective survey, the field work concentrated on the resources identified by the CHHC; however, the surveyor also looked for significant history resources that may have been missed within the same neighborhoods and time period of the identified resources. The CHHC provided the surveyor an Excel database of 162 addresses for buildings constructed between 1878 and 1952. The estimated construction dates were gleaned from the Salt Lake County Tax Assessor's records. Fieldwork determined that nine of these properties had been demolished.

The first task of this survey was to cross-reference the list provided by the CHHC with the records for properties currently found in the Utah SHPO database of historic resources. A preliminary literature of the Utah Division of State History (UHSD) Historic Data Management System (aka Preservation Pro) identified 48 historic resources in the system within the municipal boundaries of Cottonwood Heights. Six were eliminated as duplicate records leaving 42 properties to compare with the list from the CHHC.

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<sup>2</sup> The SHPO changed the designations used in the database from A to **ES**, B to **EC**, C to **NC**, and D to **OP** to avoid confusion with the A-D criteria for NRHP significance.

The records search of the Utah SHPO database identified three properties listed on the National Register of Historic Places in Cottonwood Heights. All were listed prior to the incorporation of the city in 2005. The *Granite Paper Mill* (NRIS #71000848) and the *Granite Hydroelectric Power Plant* (NRIS #89000283) were originally listed in unincorporated Salt Lake County. In 2004, the multi-resource *Granite Power Plant* was surveyed, but the data was never uploaded to the database. The 2004 update been input for this survey. The *Alvin and Annie Green House* (NRIS #00000356) on Danish Road appears in the SHPO database in Sandy. At the SHPO's request, the NRHP records were updated, but the original place name will remain. The SHPO was able to add Cottonwood Heights to the Preservation Pro database for this survey. A duplicated record was created in the Cottonwood Heights section of the database in order to include the properties in the statistical analysis of the survey results. In the case of the *Granite Mill* and *Granite Power Plant*, the address used for the NRHP record is not the current address. The current address was used for the Cottonwood Heights record. Information on the current condition of these NRHP properties is provided in the Survey Findings section below. The nominations are found in Appendix D, Miscellaneous Research.

Of the remaining 42 properties, only eleven had been entered into the SHPO database with an RLS year. These properties were part of a 1993 survey of 2000 East (Highland Drive) during a road expansion project. Field work determined they had all been demolished. Eight additional properties were also determined to be demolished during the fieldwork phase. A printout of the demolished (X) and undetermined/duplicate properties (U) is provided in Appendix E.

Sixteen properties along 7200 South were also part of a road improvement/mitigation project, but no RLS year was provided. Several of these properties were built later than the 1952 cut-off for the RLS, but were updated and included in this survey as historic buildings. All extant resources in the SHPO database were updated for this survey. Typically using the Utah SHPO guidelines for a selective survey, both Out-of-Period (OP) and Non-Contributing/Ineligible (NC) resources would be eliminated from the survey; however, the CHHC has requested all of the addresses be evaluated, even if the resources are currently ineligible due to out-of-period modifications.

A careful look at building composition, massing, fenestration, materials, and landscaping helped to determine whether an older building was encased in newer materials and additions. If a building was substantially remodeled to appear new, but the tax assessor's record was not updated with a new building year, the property was retained. Although a building may be evaluated as Non-Contributing/Ineligible during this survey, the property may have historical importance and the CHHC may want to considerate additional research, documentation, or preservation. The comments field of the database printout contains notes on the integrity of buildings, including resources with "borderline integrity" that may require more in-depth research. Alternate addresses also appear in the Comments field.

The photographs were taken with a Nikon D-70 digital camera and recorded on Compact Flash memory cards in the field. The image files were downloaded and renamed using the property address. The image files are organized into folders by street name. If a property included one or more historic outbuildings, an attempt was made to include the outbuilding in the photograph of the primary building. For significant outbuildings, additional photographs were taken. Additional photographs were not printed, but the image files will be included on the photograph disks. The surveyor endeavored to provide the best photographic documentation of the resources; however, due to the foothill location of the survey, there was a lot of mature evergreen foliage. There are numerous private (and sometimes gated) lanes within Cottonwood Heights and photographs of these properties were limited. If photographing primary or secondary buildings was difficult due to no trespassing signs, mature vegetation, fenced properties, or loose dogs, the best possible photograph was taken and the database information recorded as accurately as possible.

The photographs were printed twelve to a sheet in a format directly corresponding to an edited Microsoft Word version of the ACCESS database printout. The photographs will be printed in the alphanumeric order generated by the database, which is numbered streets followed by names streets. Estimated addresses are indicated by a question mark. The database printout with corresponding photo sheets can be found in Appendices B & C of this report. A copy of the Preservation Pro database printout after the submission has been approved by the SHPO. Cottonwood Heights will receive copies of the RLS materials in a three-ring binder as requested by the CHHC. The SHPO received all RLS materials on archival paper in file folder format. The digital photographs and RLS materials will also be burned onto CD-R or DVD-R disks and provided to the SHPO and Cottonwood Heights.

The GIS department for Cottonwood Heights provided location data for the 162 addresses. Other GIS data for mapping was downloaded from the Utah Automated Geographical Reference Center (AGRC). The final RLS map was ArcGIS-generated and made available on disk as well as hard copy. Building footprints were not available, so the map features filled or hatched markers on an aerial photograph of Cottonwood Heights. Alternative street names appear on the photo sheets, but not on the maps in order to preserve the integrity of the GIS data.

Because of the scattered nature of the selectively surveyed properties, a series of maps was generated in an 8.5 x 11 inch format for this report, in addition to the full map of the city. Map #4 provides a key to the series of neighborhood maps (see Appendix A, Maps). There is some overlap of coverage for the north half of the city. Map #4 also includes an overall distribution of surveyed resources. Some areas of Cottonwood Heights with no historic resources were not included on the letter-size maps. The neighborhood maps are numbered #5 to #20, but were also given historic neighborhood names where available. The following is a list of the neighborhood maps with numbers, neighborhood names, main transportation corridors, and number of resources:

MAP #	HISTORIC/DESCRIPTIVE NAME	TRANSPORTATION CORRIDORS	#
MAP #5	North Union	1300 East, Interstate 215, Fort Union Boulevard	8
MAP #6	Colebrook Corner	Interstate 215, Fort Union Boulevard, Highland Drive	12
MAP #7	West Butlerville	Interstate 215, 2300 East	21
MAP #8	Poverty Flats — West	1700 East, 7200 South, Fort Union Boulevard	21
MAP #9	Poverty Flats — East	7200 South, Fort Union Boulevard, Highland Drive	19
MAP #10	Butler Hill / Butler Bench	2700 East, Fort Union Boulevard	14
MAP #11	Big Cottonwood Canyon Road	Fort Union Boulevard, Wasatch Boulevard	18
MAP #12	Granite Power Plant	Big Cottonwood Canyon Road, Wasatch Boulevard	7
MAP #13	South Union	Creek Road, Union Park Avenue	5
MAP #14	Brown's Hill	2300 East, Bengal Boulevard	18
MAP #15	Will Dyer's Road	2700 East, Bengal Boulevard	9
MAP #16	Mountain View	3500 East, Bengal Boulevard	9
MAP #17	Creek Road	Creek Road	13
MAP #18	Little Willow Valley	Creek Road, Highland Drive	8
MAP #19	Danish Town	3500 East, Danish Road, Wasatch Boulevard	7
MAP #20	North Little Cottonwood Road	North Little Cottonwood Road, Wasatch Boulevard	3
<b>TOTAL</b>			<b>192</b>

## OUTLINE HISTORY OF THE COTTONWOOD HEIGHTS AREA

The following outline history is based on primary and secondary sources for the varied communities within the municipal boundaries of the City of Cottonwood Heights. Because of varied topography, transportation routes, and use of the nearby canyons, each historic community has its own unique development patterns. The historic names used for the neighborhood maps were chosen from a list of signs installed by the CHHC in 2013 (see Appendix D, Miscellaneous Research).<sup>3</sup> For neighborhoods that did not have a distinct historic identity, another descriptive name was chosen. None had a central commercial district within Cottonwood Heights. This outline history attempts to provide general contextual periods that encompass the different historic communities. With a few minor additions, the contextual periods have not been revised for the final RLS report and appear as printed in the Research Design. In general, the findings of the survey support the anticipated resources as outlined in the Research Design. Actual findings organized by contextual period are found in the Survey Results section below.

The name Cottonwood was informally used for farmsteads along the Big Cottonwood Creek, south of the business district that became the city of Holladay. Union was the name of the community centered on an early settlement fort now part of east Midvale and for which Fort Union Boulevard was named. Poverty Flats was a group of farmsteads on the plateau east of Union. The name fell out of favor and Chris Lane is the only historic street name in the area. Butlerville (later simply Butler), the largest and most cohesive of the communities, extends east to the Big Cottonwood Canyon between the Big and Little Cottonwood Creeks. Butler was the name used for the local ecclesiastical ward of the Church of Jesus Christ of Latter-day Saints (LDS or Mormon Church).

Danish Town was the name used for the farmsteads along today's Danish Town Road, which extends from Creek Road to the south boundary of the city. The north end of the farming community of Granite (primarily in Sandy's or unincorporated boundaries) is within Cottonwood Heights at the city's south tip. Granite was a separate LDS Church ward. Within the understandable exception of Poverty Flats, references to these names are still used for streets, schools, businesses, and LDS Church wards. Emmaville and Gold City were short-lived boomtowns near the mouth of Little Cottonwood Canyon that did not leave a mark on the physical landscape.

### Pre-Settlement Period

For centuries before the arrival of the Mormon pioneers, the Ute, Goshute, Paiute and Shoshoni tribes of Native Americans had an informal truce concerning the Salt Lake Valley. These nomadic peoples hunted and camped along the banks of the creeks flowing from the Wasatch Mountain Range and the Jordan River. They also harvested salt from the Great Salt Lake. The Utes, in particular, made use of the riparian plant and animal life along the Big and Little Cottonwood Creeks in the southeast portion of the valley. They left no physical trace of human habitation, and thus, no extant resources were anticipated.

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<sup>3</sup> Only sign two names were not used. Brown's Hill/Colebrook's Hill was simplified to Brown's Hill because Colebrook was already used for Colebrook Corner. Pepper's Hill was not used because there were no extant historic resources in the area.

### **Fort and Canyon Settlement Period, 1848-1872**

The early settlement of the Cottonwood Heights area began soon after the members of the LDS Church began arriving in the Salt Lake Valley in July 1847. Mormon pioneers quickly spread out from Salt Lake City in search of suitable agricultural and grazing land. The various communities of Cottonwood Heights developed from two distinct patterns: agrarian farmsteads loosely tied to the Union Fort at the west end of the city and the use of the Big and Little Cottonwood Canyons at the east boundary of the city.

A black slave, named Green Flake, who arrived with Brigham Young's company in 1847, built a cabin for his master on the banks of the Little Cottonwood Creek in the southeast corner of land that has been recently annexed into Murray. He returned with his master and a group of "Mississippi Saints" in 1848. After the death of his master, Green Flake with his family and other emancipated black pioneers settled in the Union area. Green Flake received a land grant patent for a homestead at about 1300 East and 7000 East within the current boundaries of Cottonwood Heights (demolished).

The Union Fort had been built further west in what is now east Midvale. Between 1849 and 1853, several families had settled along the banks of the Little Cottonwood Creek. Because of perceived hostilities from the Utes, Brigham Young encouraged the families to build a fort. After the twenty-three families of Little Cottonwood had moved their homes into the fort 1854, Jehu Cox who donated land for the fort, named the settlement Union after the unifying work on the fortification. A plat for the Union Fort was surveyed in 1857, but by that time many families had begun moving out of the fort. The Little Cottonwood plat of early property owners along the creek was filed in 1858.

Union grew into a thriving community with businesses, a school, and church meetinghouse. The Union Fort Cemetery was one of the first community cemeteries outside of Salt Lake City. It was established on the Union Fort Road (today's Creek Road) in 1851. By the 1860s, numerous second-generation pioneers and newcomers alike homesteaded along the Little Cottonwood Creek southeast of Union. One of the earliest adobe houses built outside of the fort was on a sandy bench called Poverty Flats (now 1700 East and Chris Lane area). The first non-subsistence crops were grains produced by dry farming, but soon several communal water projects were initiated. The Tanner Ditch, one of the earliest projects, brought water from the Big Cottonwood Creek to Poverty Flats (later divided into the "A" and "B" Ditch). The Union and East Jordan Ditch was dug to provide water for homesteads along the Union Fort Road (Creek Road). As roads were improved some settlers chose to build farmsteads along the transportation corridors that connected the early settlements to the canyons.

The roads to Big and Little Cottonwood Canyons were instrumental in the development of the Cottonwood Heights area. It is important to note that the canyons provided recreational opportunities for the early settlers. For example, in July 1857, Brigham Young while overseeing a Pioneer Day celebration in Big Cottonwood Canyon, received news that Johnson's Army was marching to the Salt Lake Valley. However, industry was the most important contributing factor. Soon after the "Mississippi Saints" arrived in 1848, they camped near the mouth of Big Cottonwood Canyon and brought logs down from the canyon to build cabins. In the 1850s and 1860s, five sawmills were built in Big Cottonwood Canyons. The Big Cottonwood Lumber Company was established in 1854 around the same time the Big Cottonwood Canyon Road was completed. Until the railroad made it easier to ship wood products from outside Utah, the lumber industry was a significant source of income for settlers in the area.

Little Cottonwood Canyon also provided an early source of income. After it was determined the Salt Lake Temple would be built of granite, a quarry was established and roads were constructed for the four-day oxen trip to the temple site in Salt Lake City. The Union Fort was designated for a place to provide protection for quarry workers. One resting place for granite blocks traveling from Little Cottonwood Canyon was at 7000 South and 2000 East (Colebrook Corner). In 1855 work began on the Jordan and Salt Lake City Canal, originally proposed in 1848 to float granite on barges to the valley floor. Although the granite blocks proved too heavy to float, the Jordan and Salt Lake City Canal was co-opted by area residents for irrigation water. In August 1861, Solomon J. Despain homesteaded a tract of land below the mouth of the Little Cottonwood Canyon. He operated a saw and shingle mill in the canyon. Despain and a few others farmed in the area. The Butler Bench was settled around 1869 when land grant patents became available. In 1872, Andrew Hansen Sr., a Danish convert, received a 160-acre patent in the area of today's Danish Road. Several Danish immigrants established farmsteads and the area became known as Danish Town.

In the 1860s, valuable minerals were discovered in the canyon on both sides of the Salt Lake Valley. Several silver claims were filed in Big Cottonwood Canyon, but most of the mining activity took place in Little Cottonwood Canyon. In the late 1860s, Emmaville near the mouth of the canyon was a boomtown of tents and log cabins that housed approximately 500 miners, quarry teamsters, and day laborers. By the end of 1871, after an epidemic and a fire, Emmaville was dismantled and moved further up the canyon. At first roads from the canyons followed winding wagon paths, but in the 1870s were improved and straightened along the section lines linking the canyons to the smelters in Midvale, Murray, and Sandy. By 1873, a narrow gauge railroad was built into Little Cottonwood Canyon, aiding both the temple quarry and mines in transporting raw materials. After the railroad was completed the Jordan and Salt Lake City Canal was used for exclusively for irrigation. Because of the activity near the mouth of Big Cottonwood Canyon, Philander Butler built a brewery and hotel that was in business between 1869 and 1871.

Anecdotal references in family histories of the settlers living within the Cottonwood Heights survey area, state that the first semi-permanent dwellings were built of log and adobe brick. Only one log resource was identified during this survey, currently used as an outbuilding. One residence was identified in a previous survey as adobe brick. Log cabins (single cells) and adobe houses (hall-parlors) may exist inside extant homes that have been enlarged and remodeled, but Intensive Level research will be needed to identify such resources.

During the construction of the Salt Lake LDS Temple, granite blocks were transported from Little Cottonwood Canyon along Vine Street, but no sandstone quarries were nearby. Stone was probably used for foundations only. A brickyard was established in Murray in the late 1860s, so early brick houses may exist from this period. If built in the 1860s or 1870s, these buildings will likely be classically symmetrical hall-parlors or central-passage type houses, but again these are more likely to exist as part of remodeled or expanded homes. There are no commercial, industrial or institutional buildings anticipated.

### **Mining, Industry and Homesteading Period, 1873-1895**

By the mid-1870s, the main transportation corridors had been established through Cottonwood Heights: Union Fort Road (Creek Road), Highland Drive and Wasatch Boulevard (both county roads), Danish Road, Butler Bench Road (modified later to Fort Union Boulevard), and Will Dyer's Road (Bengal Boulevard), connecting the area to the canyons and to neighboring settlements.

In the previous period, much of the growth in the area was spurred by mining and industry in the canyons. Both mining and lumber remained important employers during this period, though it had

less of an impact on population growth as the railroad from Little Cottonwood Canyon to Sandy bypassed the area. Gold City was established in 1895, near Emmaville, but like its predecessor, only lasted a few years. In 1879, the Butler Brewery and Hotel property was sold to the *Deseret News* who built a paper mill of local stone. The mill processed rags donated as tithing into paper. On April 1, 1893, a fire gutted the mill and it remained mostly idle for many years. The Granite Paper Mill was listed on the NRHP in 1971. The site was used for several purposes including an ice pond established in 1894. A sorghum mill also operated in the area. A post office was established near the mouth of the canyon in 1890.

The majority of population growth in the area came from homestead established by second-generation settlers and newly-arrived immigrants. Several geographic landmarks were named for the first settlers. For example, Butler Bench, and Butler Hill were named for the several members of the Butler family. The Butlerville community grew west from the mill site during this period with a steady stream of newcomers. McGhie Springs near the mouth of Big Cottonwood Canyon was named for four brothers. Colebrook Corner at today's 7000 South and Highland Drive was named for the earliest homestead on the corner. Brown's Hill (2300 East) was named for the first family homesteading in 1885. Will Dyer's Road was named for Will Dyer, a son of original settlers in Danish Town. Danish Road was a string of homesteads by the 1890s.

The Granite Butler Ward of the LDS Church organized in 1877 to serve the Butler and Granite precincts. Most of today's Cottonwood Heights is within the Butler precinct. The south extension of the city was historically associated with Granite, most of which is in Sandy today. Between 1886 and 1892, the Granite Butler Church meetinghouse was constructed on Wasatch Boulevard. In 1885, a log school was built, but replaced by the North and South Butler schools in the 1890s. The Butler Bench grew quickly during this period with numerous farmsteads along Fort Union Boulevard, 2300 East and 2700 East, while the southern lands were more sparsely populated. Poverty Flats was the name given to the plateau east of Union. The area was high and dry, but after the irrigation system was improved the area was known for its orchards. Nathan Staker had one of the first orchards in the area and also opened the first grocery store in 1894. In Danish Town, many of the residents produced hay and alfalfa on their dry farms.

A few Victorian-era residences associated with these early settlements are scattered throughout Cottonwood Heights. Residences from the 1880s and early 1890s were found as classically symmetrical or sometimes picturesque, asymmetrical Victorian cross-wing cottages. Most were brick, mostly likely fired with perhaps adobe brick linings. A few are frame examples now covered in stucco or more modern siding. Many of the residences from this period have been expanded and upgraded. Agricultural outbuildings were associated with some of these farmhouses, but exact dates of construction are unknown.

### **Farms, Orchards and Summer Homes Period, 1896-1929**

One of the most important industrial buildings in Salt Lake County, the *Granite Hydroelectric Power Plant*, was constructed at the beginning of this period. Built in 1896, the Granite Power complex (later known as the Utah Power & Light Plant) was located at the mouth of Big Cottonwood Canyon. The *Granite Hydroelectric Power Plant* and several associated buildings were listed on the NRHP in 1989. The complex is the only known extant commercial/industrial building from this period in Cottonwood Heights. In 1910, silica and clay mines were opened near the mouth of the canyon, but no traces remain. There were a number of small commercial buildings throughout Cottonwood Heights during this period, but the majority of commercial activity was centered in Union. For example, the Butlerville Post Office closed in 1902, and postal delivery was made by wagon from Union. Later in 1920, an automobile was used to

deliver the mail. The first service station in the area was located at 1300 East and Creek Road (demolished). In 1927-1928, the old paper mill was converted into a dance hall and night club. The Old Mill Club featured six dance floors and was a popular recreation spot in the 1930s and 1940s.

There were no extant institutional buildings from this period. The LDS meetinghouse was replaced with a new building, as were both schools, but all were demolished later during the suburban building boom. In 1901, the Butler Ward was organized and the Granite-Butler meetinghouse was abandoned. The building materials were repurposed by local residents. A brick meetinghouse was built on the Butler Bench, closer to the center of the ward's population. In 1923, the schoolhouse and church exchanged properties. A few years later in 1929 a new chapel was added to the old building. In 1997, the bell from the demolished schoolhouse has been incorporated into a monument at the Butler Ward meetinghouse at Fort Union Boulevard and 2700 East.

Improvements in irrigation drove much of the population growth during this period. In 1900 the Big Willow Irrigation Company was formed. Other irrigation projects included the Brown and Sanford Ditch, the Butler Ditch, and the Little Willow Irrigation Company. In 1913, water rights to McGhie Springs were sold to Murray City. Murray City built a power plant near the canyon in 1913 and a reservoir in 1920 (later upgraded in 1936). In turn, Murray City provided power for some homes in the Union and Butler areas.

Neighborhoods that had adequate irrigation, such as Poverty Flats and Butler Bench were very popular as the old homestead claims were divided among offspring and sold off to newcomers. While some areas, such as Creek Road between Union and Highland Drive had a string of farmsteads, other areas were still mostly open. Pepper's Hill was named for the only family to live at the east end of Creek Road. The Peppers built the first house there in 1915. There were approximately a dozen families living on Danish Road during this period.

The residences built during this period are divided between Victorian house types and bungalows. A unique example of the former is the *Alvin and Annie Green House* in Danish Town, which was listed on the NRHP in 2000. The Green House was built out of rock-faced concrete block in phases between 1905 and 1915. In contrast, the two Victorian Eclectic brick homes on the isolated Despain homestead at the south tip of Cottonwood Heights would not have looked out of place in a Salt Lake City streetcar suburb. There are a number of early twentieth-century bungalows in the survey area. Each example is a unique farmhouse adaptation by owners and local builders. There are a number of single-car frame garages and agricultural outbuildings (mostly sheds and chicken coops) from this period.

### **Depression Economy to Post-War Growth, 1930-1952**

The area of today's Cottonwood Heights was similar to most rural communities in Utah with very little population growth during the depression years. Both the 1930 and 1940 census enumerations put the population at around 600 persons. Although the population remained steady there were notable demographic and economic changes. For example, a number of Japanese families moved to the Willow Creek area in the 1930s to raise vegetables, strawberries, and pansies on truck farms. Isolated neighborhoods saw very little growth. Only a handful of families built homes in Danish Town during this period, even after the road was improved with oil and gravel in 1950, and the rural postal service became more reliable. As homesteads were divided, many of the large dry farms became smaller and more specialized. Hay and alfalfa were replaced by orchards and vegetables. The poultry industry grew as farmers with smaller holdings

could make an income with chickens and eggs. In Poverty Flats, many of the newcomers dug wells and built chicken coops. Along Creek Road and other places a number of milk and fox farms were established in the 1930s and 1940s. There were a few large dairies.

Utah benefited from depression-era programs that created work in rural Salt Lake County. In 1935, a CCC Camp was established at the mouth of Big Cottonwood Canyon for men working on improvements in the canyon. The camp was later used to house German nationals during World War II (demolished). Another public project of the 1930s was the Deer Creek aqueduct that brought water into the southeast quadrant of the county. In 1939, a sturdy new bridge across the Little Cottonwood Creek at Highland Drive was built to provide better automobile access to the residents. The population began to grow after World War II and the Butler School was expanded to accommodate the new students. Many newcomers to the area at the end of this period were looking for the postwar suburban lifestyle, but with extra land for horses and other agricultural uses. A few homes were built in isolated natural settings on private lanes and near the canyon creeks.

The anticipated resources for this period included period revival and World War II-era cottages, with few of the former and more of the latter. These properties were found along transportation corridors with and without associated detached garages and agricultural outbuildings. There are a few ornate English Tudor style cottages in the survey area. On Stone Road, three brick cottages were built in 1941 in the area's first tract development. Brick World War II-era cottages were popular farmhouse adaptations. Most frame examples of World War II-era cottages were later covered in aluminum or vinyl siding, and many had additions. A second, rarer, residential type was found singly or in groups near the canyons. These were rustic-style cabins that may have originally been summer homes. More research is needed. At least one CCC camp building is known to still exist, but moved from its original location. There are a few commercial buildings along transportation corridors. There were no surviving institutional buildings.

### **Subdivision Development and Growth, 1953-1982**

In the post World War-II period, Cottonwood Heights became more connected to Salt Lake City and the neighboring cities as the community began its transformation into a garden suburb. Between 1953 and 1955, the first subdivisions were platted within the boundaries of Cottonwood Heights adding 5,000 new residents to the area in three years. The number of subdivisions increased steadily bringing the number of residents to approximately 25,000 by the early 1980s. Some residential subdivisions were created out of pristine farmland, such as the many phases of the enormous Greenfield Village development, which began in the 1950s. In contrast, the suburban development of Poverty Flats began in the early 1960s with smaller subdivisions built around the existing farmhouses and lanes. The Poverty Flats name fell out of favor after Chris Lane was named for one of the developer's sons. Cottonwood Heights' subdivision development during this period was mostly in the north half of the city with access to the main arterials such as Highland Drive and Fort Union Boulevard. The southern half developed later with the first subdivision in Danish Town platted in 1970.

The Granite School District responded to the unprecedented growth by building Brighton High School and the Butler Middle School in the 1960s. The original Butler Elementary School was expanded a second time in 1953. A new school is currently being built on the property for the 2016-2017 school year. Other elementary schools built during this period include Cottonwood Heights, Mountain View, Ridgecrest, and Oakdale (just outside the boundaries of the city). In 1962, the Butler Stake of the LDS Church was organized with seven wards and 6,000 members. Within a few years, there were two stakes and thirteen wards.

During this period the original Union Fort settlement area grew into a major regional shopping center. By the 1980s, the need for retail space began to extend east along Fort Union Boulevard and south along Highland Drive. Large tracts of agricultural land were transformed. For example, the Farnsworth Dairy became a golf course and the expansive Mountain View Memorial Cemetery was established on east Bengal Boulevard. Beginning in the 1970s, the local ski facilities in Big and Little Cottonwood Canyons were transformed into ski resorts bringing in thousands of out-of-state visitors each season.

By 1967, as subdivisions began to fill in the spaces between the historic farming communities, many residents began using the name Cottonwood Heights. The area was known for its orchards, milk farms, and at least one large chicken ranch, but it had mostly transformed into a collection of solid middle-class suburban neighborhoods. The Daughters of Utah Pioneers commemorated the history of the area by placing markers at the Union Cemetery in 1951, the *Granite Paper Mill* in 1966, and the site of Emmaville in 1972.

Due to budget constraints, this contextual period was not included in the selective survey, although current NRHP eligibility extends to 1966. Some records for buildings previously entered into the SHPO database were updated and included in the survey.

#### **Interstate Freeway, Commercial Nodes, & Luxury Homes Period, 1983 to Incorporation & Beyond**

Since the early 1980s, the character of Cottonwood Heights has subtly changed to one of the most affluent suburbs in the Salt Lake Valley. The newest residents have looked for large lots for multi-story homes close to shopping centers and recreational opportunities in the nearby canyons. For example, the lower Willow Creek area was a staging area for the Parade of Homes in the 1980s. Large new subdivisions are located primarily in the south half of the city, while in the north half smaller tracts appear as infill. As the north suburbs have aged, the Mountain View Elementary was demolished and replaced with a park. Many of the historic homes included in this survey were updated during this period to larger, more modern homes. A few out-of-period resources from this period were included in the survey if they were on the same parcel as a historic resource.

The Interstate 215 belt route at the north boundary of Cottonwood Heights made the area even more accessible as a bedroom community for Salt Lake City and the Wasatch Front metropolitan area. The freeway arrived at Union Park in 1985, was extended to 6200 South in 1987, and finally connected to the north segment in 1989. As a result, the population of Cottonwood Heights is approximately 35,000 residents today. The City of Cottonwood Heights was incorporated in 2005. The Cottonwood Heights Historic Committee was established to help save the community's most important historic resources in an era of rapid growth and development. In 2016, Cottonwood Heights will complete a new municipal building near the Cottonwood Heights Recreation Center.

## SUMMARY OF SURVEY RESULTS

### General Findings

The 2016 selective survey of Cottonwood Heights provided an evaluation for a total of 231 primary resources. The number included 48 records previously entered into the SHPO database and 183 new records. Out of a total of 231 resources, 34 were determined to have been demolished since the database was last updated and were evaluated with an **X**. Five resources were duplicate records (**U**). Out of a total of 192 extant resources, three were listed on the NRHP and 125 were evaluated as eligible for the NRHP (67 percent). The eligible resources are divided between 19 Eligible/Significant resources (**ES**, 10 percent) and 109 Eligible/Contributing resources (**EC**, 57 percent) [see Appendix E, Statistical Summary]. The 64 ineligible resources (34 percent) were divided between 61 altered historic resources (**NC**) and three out-of-period resources (**OP**). A total of 129 secondary resources (outbuildings, mostly garages) were divided fairly evenly between 66 contributing and 63 non-contributing resources.

Statistical summaries of the survey data (known as the Historic Building Report/Counts) generated by the Access database have been included in Appendix E. The summary includes evaluations for all resources, but other statistics for eligible buildings only. The majority of the eligible historic resources were residential (91 percent). There were five resources (4 percent) with an original use of Industrial/Mining, all of which are associated with canyon activities. Two primary resources were agricultural (one barn and one granary). There was one resource each in the original use categories of transportation, recreation, government, and funerary. The largest category of building type was late twentieth-century residential properties for residences constructed after World War II (48 percent). This category was followed closely by earlier residences (42 percent). Brick was the most common material at 34 percent. Wood and non-wood sidings were approximately 18 and 17 percent respectively. Stucco-covered buildings account for 12 percent of resources. Stone was a prominent material in 10 percent of resources and concrete was seven percent. Metal, log and adobe account for one percent of resources each.<sup>4</sup> As anticipated, there were many more examples of late-twentieth century residential styles than other earlier styles. Styles are discussed within each contextual period.

### Findings by Contextual Period

The following table gives a list of original construction dates for primary contributing resources by decade. The highest distribution is in the 1940s and 1950s:

Year Built	Quantity	Percentage
1850s-1870s	2	2%
1880s	4	3%
1890s	6	5%
1900s	4	12%
1910s	6	5%
1920s	14	11%
1930s	13	10%
1940s	38	30%
1950s	37	29%
1960s	4	3%
<b>TOTAL</b>	<b>128</b>	<b>100%</b>

<sup>4</sup> Counts for materials and style may exceed 100 percent as buildings may have more than one material or style.

### Pre-Settlement Period

As anticipated, no resources were identified for the pre-settlement period.

### Fort and Canyon Settlement Period, 1848-1872

One historic site, the Fort Union Pioneer Cemetery, established in 1851, was the only resource identified from this period. The cemetery has been updated since the settlement era, but may be eligible for the NRHP; however, it would need to be considered under Criterion Consideration D for cemeteries. One house at 3615 E. 9400 South, built circa 1869, was listed as demolished in the database. It should be noted that early log or adobe may be incorporated into expanded residences from later periods, particularly in the Union and Butler neighborhoods of Cottonwood Heights. For example, the brick ranch house at 7059 S. 1700 East is known as the site of the first adobe house on Poverty Flats. Intensive level surveys will be needed to determine the age of possible multi-period resources.

### Mining, Industry and Homesteading Period, 1873-1895

Within this period, the survey identified one NRHP-listed property, one Eligible/Significant (ES) and five Eligible/Contributing (EC) properties. The *Granite Paper Mill* was built and rebuilt during this period. The building has not been modified substantially since it was listed in 1971 and remains the most significant architectural resource in Cottonwood Heights. A farmstead, built circa 1875, with intact outbuildings is an Eligible/Significant (ES) property at 7920 S. Danish Road. Because it is a large parcel, the property may be endangered due to its development potential. Two of the Eligible/Contributing properties are on Creek Road. One is in the middle of a subdivision at 6700 S. 1655 East, and one is on Fort Union Boulevard. Both have some modifications, but may be eligible for historical significance. The East Jordan Canal and Union East Jordan Ditch are surviving parts of the late-nineteenth century irrigation system through Cottonwood Heights. The irrigation system has been modified and significant historic features were identified. Because they are linear resources that appear in the database in Salt Lake County and other communities, they were not included in this survey. Seven demolished (X) properties were identified from this period.

### Farms, Orchards and Summer Homes Period, 1896-1929

The *Granite Hydroelectric Power Plant* and the *Green, Alvin & Annie, House* are NRHP-listed properties from this period. The Green House has not been modified since it was listed in 2000. The main building of the power plant is intact, but three associated cottages were demolished in 2005-2006 when a new road was constructed for access to an adjacent development. There were eight Eligible/Significant (ES) and sixteen Eligible/Contributing resources identified from this period. All eight of the ES properties are good candidates for the NRHP and can be found throughout the survey area (see Recommendations section below). They represent a mix of early twentieth-century styles: two Victorian cottages, one bungalow, one clipped-gable cottage, one rustic summer home, and three period-revival style residences. The sixteen EC resources identified for this period are divided between five Victorian cottages, four bungalows, and seven residences that are not easily categorized. The bungalows have the best historic integrity, while the other types have some modifications. Due to their age, these properties may also be eligible for the NRHP for historical, rather than architectural, significance. There were also ten residences from this period that were Ineligible/Non-contributing (NC) due to alterations. Thirteen resources were identified as demolished (X).

#### Depression Economy to Post-War Growth, 1930-1952

The highest percentage of historic resources was from this period with a total of 122 properties (or 63 percent extant resources). There are no NRHP properties in this period. There are four Eligible/Significant (ES) properties. The oldest is a possible summer cottage on a private lane from 1945 that is particularly interesting. One is a Minimal Traditional-style brick cottage with glass block built in 1947. There are two Early Ranch-style houses with excellent integrity, but not particularly distinctive architecture. There are 74 Eligible/Contributing (EC) properties from this period. The majority of contributing buildings from the 1930s do not have a recognizable style and more research is needed. There are a few possible summer cottages. After 1940 the Minimal Traditional-style cottage is popular with eleven examples. The Stone Road tract of three houses represents a hybrid of the period revival and the World War II cottage. In the post-war period, the Early Ranch and Ranch styles occur frequently. Most of the surveyed examples are on transportation corridors, but a few were found in early subdivisions. One barn and two commercial buildings were identified from this period. One of the commercial buildings is a former CCC building that was moved to 3200 E. Big Cottonwood Canyon Road, now operating as a pub. This building may be an NRHP candidate, but more research is needed to determine the historical significance and integrity under Criterion Consideration B for moved properties. There were a fairly high number of altered buildings in this period with 44 NC properties, most are frame cottages that have been covered with new siding, have replacement windows, and/or additions. Eight resources from this period were demolished.

#### Subdivision Development and Growth, 1953-1982

Although the historic portion of this contextual period was not part of the selective survey, 32 properties previously in the SHPO database were included in the survey. Most are located along the 7200 South corridor between 1500 and 2000 East. The resources include one 1961 Ranch-style house with excellent integrity (ES), 15 contributing residences up to 1965 (EC), and seven altered residences (NC). One previously entered resource was demolished. Two are out-of-period resources associated with the *Granite Power Plant*.

The current cut-off for NRHP eligibility is 50 years; however, the SHPO recommends that Reconnaissance Level Surveys use a later cut-off date of approximately five years to extend the usefulness of the survey data. If this had been a standard survey, the date of 1970 may have been used. Observations made during this survey suggest there are half a dozen neighborhoods that date from the 1950s to early 1960s with residences that may be currently eligible. Most of these are in the Union and Butler Bench areas and appear to be tract housing developments with a fairly cohesive style. By the mid-1960s, neighborhoods which have individually designed residences are more common. It is not until the 1980s, that subdivision development spreads throughout the city. Because of its topography and history, Cottonwood Heights has a notable number of developments that are found along private lanes. These lanes contain both historic and non-historic residences.

#### Interstate Freeway, Commercial Nodes, & Luxury Homes Period, 1983 to Incorporation & Beyond

Only one resource from this period was included in the survey for its association with the *Granite Power Plant*. The rapid growth and change of character during this period accounts for the majority of demolitions, replacements, and alterations to historic buildings observed during this survey.

## RECOMMENDATIONS

The historic preservation process has been defined as a series of steps: Identification, Evaluation, Documentation, Registration, Education and Treatment. The Reconnaissance Level Survey fulfills the requirements of the first two steps, Identification and Evaluation. The following recommendations have been formulated to coordinate the preservation process with the duties of the Cottonwood Heights Historic Committee as outlined in the City's Code of Ordinances (2.140.601-608). A copy of the applicable code is found in Appendix D. Decisions regarding which steps to pursue may be based on available financial and personnel resources, but should have the support of the City, affected property owners, and other community stake holders.

### Further Reconnaissance Level Survey Work

The Cottonwood Heights Code of Ordinances cites a "survey and inventory" of the city's historic resources as one of the duties of the CHHC. This survey fulfills that requirement. The main objective of this survey was the identification and evaluation of pre-1953 resources in Cottonwood Heights. As a result, a large number of resources built prior to the current 50-year cutoff for NRHP eligibility were excluded. Cottonwood Heights should have a goal of inventorying all historic resources, but further RLS work should be prioritized. For example, this survey found most of the pre-1953 resources are located along main transportation corridors [Maps #3-#20]. Because higher traffic levels and commercial development are located in the same areas, the transportation corridors account for nearly all of the recently demolished properties and threatened properties. A future Certified Local Government (CLG) grant may be used to continue selective survey work along the main transportation corridors (e.g. 2223 E. Bengal Boulevard). Historic properties along private lanes, especially those on large parcels, would be the second highest priority since there is interest in building larger modern homes on view lots or near the creeks (e.g. 3101 S. Fort Union Boulevard). Historic properties within established residential subdivisions are more insulated from development (e.g. 7483 S. Magic Hills Drive).

Though Cottonwood Heights was a little slower to develop subdivisions in the post-World War II building boom than other Salt Lake County communities, there are several neighborhoods that may qualify for the NRHP. A few years ago Murray City completed a series of four CLG grant cycles to survey all historic buildings up to the mid-1960s. The surveyors used a combination of selective and standard survey techniques: selective along transportation corridors and standard within historic subdivisions. The areas were prioritized using a master list of subdivisions in order of plat date. In 2014, the city's *Murray Hillside Historic District* was the first postwar development in Utah to be listed on the NRHP as a historic district. Cottonwood Heights could use the same method to identify and evaluate all the historic resources within the municipal boundaries. This report recommends that the CHHC outline a list of criteria to prioritize the order in which historic resources should be surveyed. The city code requires an RLS update at least every ten years, so this survey data should be updated at that time.

### Local Historic Landmark and Site Registers

The city's preservation ordinance has two levels of Registration: the Cottonwood Heights Historic Landmark Register and a Historic Site Register, representing the historic preservation "stick" and "carrot" respectively (2.140-605 & 2.140.604). The Historic Landmark Register currently has two landmarks: the NRHP-listed *Granite Paper Mill* at 6900 S. Big Cottonwood Canyon Road and the Butler School Teachers Dormitory at 2680 E. Fort Union Boulevard (19.86.020).

*Cottonwood Heights Historic Landmark Register:*

The Historic Landmark Register listing includes zoning ordinance protections, such as conditional use permits, protective maintenance, and site modifications (19.86.010-070). With the owner's approval, the CHHC may designate historic properties on the landmark register "for the purposes of recognizing their significance and providing protections, incentives and guidelines for their preservation" (2.140-605). Criteria for listing on the Historic Landmark Register are closely tied to the NRHP criteria for eligibility, but buildings do not need to be listed on the NRHP to be considered.

This survey has two recommendations concerning the city's Historic Landmark Register. The first recommendation is that the CHHC consider this survey's recommendations for NRHP candidates as candidates for local landmark registration in order to give them the protections provided by zoning ordinance (see NRHP recommendations below). However, property owners and the general public must be educated on the differences between the NRHP and the Historic Landmark Register: an NRHP listing places no restrictions on the property, but the local landmark designation would. The CHHC may want to ease reluctant property owners into the process by suggesting a NRHP listing first, then the local listing; but with the clear understanding the two processes are separate.

The second recommendation would be to revise the zoning ordinance language, which refers to "historic sites" rather than historic landmarks (19.86.020). This language may be confusing because Cottonwood Heights also allows the CHHC to designate a Historic Sites Register (2.140.604), which is similar to the landmark register, but without the same zoning ordinance protections. Changing the language in the Historic Preservation section of the zoning ordinance to historic landmarks would clarify the differences between the two registers.

*Cottonwood Heights Historic Site Register:*

The CHHC may designate historic properties to the Cottonwood Heights Historic Site Register as "a means of providing recognition to and encouraging the preservation of historic properties in the city" (2.140-604). The criteria for listing on the site register are similar to the NRHP eligibility, but provisions are made for properties with integrity issues. The ordinance gives the committee a 30-day delay on demolition or extensive alterations in order to document the resource. The CHHC may want to consider the NRHP candidates recommended by this report, particularly if a property owner objects to listing on the Historic Landmark Register. In general, all ES and EC buildings may be eligible for the Historic Sites Register; however, the ordinance requires that an Intensive Level Survey (ILS) be completed before the resource is nominated and reviewed by the CHHC. This requirement prohibits the bulk listing on the register of all eligible resources evaluated in this survey. The review process may prioritize resources for the Historic Sites Register, but could be expensive and time consuming.

No properties are currently listed on the Historic Site Register. A list of properties recommended for ILS work is found in the Intensive Level Survey section below and may be used to select properties for the Site Registers. At its discretion, the CHHC may also select NC resources with known historical significance for inclusion on the Site Register. Because it is important to document significant resources, this report recommends that potential Historic Landmarks be listed on the Site register first, so that an ILS is available if the property has not been documented. This is particularly important if a Landmark will be demolished because there is no documentation requirement in the ordinance. Another alternative is to remove the ILS requirement for the Site Register and include it on the Landmark Register. While a third option is to combine the two registers into one that has both documentation and protective provisions.

This survey recommends that the CHHC be aware of the zoning requirements for all properties listed on the Historic Site or Historic Landmark registers. Land use, density and lot size should be compatible with the historic use, or the historic character if original use has changed, in order to facilitate the preservation of the property. The CHHC and the city need to make certain that Planning, Zoning, and Building permit officials have access to current listings for the Site and Landmark registers in order to enforce the provisions of the applicable ordinances. This survey does not recommend any changes to zoning, but spot re-zoning may be considered with the support of the property owners.

### **National Register of Historic Places Nominations**

The National Register of Historic Places is the Documentation and Registration standard for the majority of significant historic resources in Utah. The NRHP is a federal listing of properties with local, state, or national historic or architectural significance.<sup>5</sup> Each state utilizes its SHPO to administer the NRHP program for the National Park Service (NPS). The NRHP documents the appearance and significance of districts, buildings, structures, objects and sites that contribute to our understanding and appreciation of our shared history. To be eligible a property must be at least 50 years-old, have a high degree of physical integrity, and meet criteria for significance, including associations with historic events or persons, architectural style or method of construction, or broad patterns of history. A property may be listed individually, as part of a historic district, or as an individual property associated with a context developed through the Multiple Property Documentation form (see discussion below). Property owners of NRHP-listed buildings may request an NRHP plaque. The plaques are available for a fee from the Utah SHPO.

A listing on the NRHP can provide many benefits for property owners and a sense of pride for the community. CLG grant money can be used to prepare NRHP nominations, but property owners must give their approval and have a right to object at any point in the process. Education becomes an important tool for helping potential property owner to understanding the NRHP.

The following discussion of the benefits of an NRHP-listing has been adapted from fact sheets produced by the Utah SHPO. Benefits include, but are not limited to the following:

- Recognition and Community Pride
- State and Federal Tax Credits for Rehabilitation
- Grants (limited)
- Low-Interest Loans, Utah Heritage Foundation
- Building Code Leniency
- Local Zoning Variances
- Rehabilitation Advice provided by the Utah SHPO and the National Park Service
- Enhanced Property Values
- Education

A major benefit of the NRHP listing is that owners of historic properties are eligible for historic preservation tax credits. The Utah SHPO administers a 20 percent tax credit for the rehabilitation of residential buildings individually listed on the NRHP or listed as contributing buildings within an NRHP historic district. The Utah SHPO also does the preliminary review for a federal tax credit

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<sup>5</sup> The National Historic Landmark (NHL) program is a limited program for properties with exceptional national significance. Most NHL-listed properties are listed on the NRHP first.

administered by the NPS. The federal tax credit is 20 percent for the rehabilitation of commercial or income-producing properties.<sup>6</sup> It is important to note that the rehabilitation work should be pre-approved and must meet the Secretary of the Interior's Standards for Rehabilitation.<sup>7</sup> Some owners have used the tax credit program to reverse modifications to ineligible (NC) buildings, so that they can be listed on the NRHP and receive the tax credit.

The NRHP is an honorific designation and there are no restrictions on property owners of listed buildings. Some local governments use the documentation provided by an NRHP listing to create their own landmark registers or historic district overlays. This has created the mistaken impression that the NRHP restricts property owners. However, it is only local government that may place restrictions on the remodel or demolition of historic properties through their local planning and zoning ordinances. The NRHP listing does not restrict property rights. The following explanations are reproduced from a SHPO fact sheet:

- Listing in the National Register does not interfere with a private property owner's right to alter, manage or dispose of the property.
- The owner does not have to restore or maintain the property or open it to the public.
- National Register listing does not affect the property taxes or how the buildings may be used.
- Local preservation ordinances, where present, may have some implications for a building owner. But local ordinances are entirely separate from the National Register. Most cities in Utah do not impose restrictions on historic building owners. Those that do usually limit their control to the exterior.

Although not a financial incentive, National Register status can create a sense of pride for both property owners and others in the community. NRHP listings, particularly when accompanied by a plaque, can educate the public about a community's historic resource, and some cases can increase heritage tourism in the area. The above recommendations do not imply that only eleven resources in Cottonwood Heights can be listed on the NRHP. If the property owner with an EC, rather than an ES, building is interested in the process, additional research could track the history of physical alterations as some changes may have occurred during the historic period. Some EC may be eligible for an individual listing on the NRHP with thorough documentation of historical significance (see Intensive Level Survey section below).

#### *NRHP Historic District Nominations:*

In order to be considered as a historic district a neighborhood must meet the general eligibility of criteria of the NRHP in the areas of age, integrity and significance. A district may have architectural significance, but a district may also represent the broad patterns of history, for example, the subdivision development boom period in Cottonwood Heights. The strongest candidates for district nominations also display a cohesive historic character and have easily definable boundaries. The Utah SHPO recommends that a potential historic district have at least 70 percent contributing resources within its boundaries.

One of the advantages of a historic district is that a building does not have to be individually significant to be eligible for NRHP programs. Buildings that are contributing resources within a

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<sup>6</sup> Some residential rental properties may qualify for both credits. There is a ten percent federal tax credit available for non-residential historic buildings (built prior to 1936) that are not eligible for the NRHP.

<sup>7</sup> Detailed information on the tax credits is available from the Utah SHPO or on the Utah State History website and the NPS website. The Secretary of the Interior's Standards for Rehabilitation are available on the NPS website.

district are listed on the NRHP with all the benefits of an individually listed resource, including plaques. Most importantly, contributing buildings are eligible for the tax credit programs. In addition, the owner of a non-contributing building may utilize the tax credits to reverse non-historic alterations and rehabilitate their building into a contributing building in the district.

Because of the selective nature of this survey, no recommendations are made for any NRHP historic districts. In general, a historic district that is listed on the NRHP is a neighborhood with a high concentration of eligible resources and distinctive boundaries. The Avenues neighborhood in Salt Lake City is a good example. Sandy's historic city center is an example that includes a commercial business district. Future RLS work may find subdivision development, or possibly private lanes, that fit the historic district criteria.

#### *Multiple Property NRHP Submission*

The Multiple Property Submission (MPS) is a thematic process for listing individual properties. An explanation of the process from the National Register of Historic Places Bulletin 16b is reproduced below:

The **Multiple Property Documentation Form** is a cover document and not a nomination in its own right, but serves as a basis for evaluating the National Register eligibility of related properties. It may be used to nominate and register thematically-related historic properties simultaneously or to establish the registration requirements for properties that may be nominated in the future. The nomination of each building, site, district, structure, or object within a thematic group is made on the National Register Registration Form (NPS 10-900). The name of the thematic group, denoting the historical framework of nominated properties, is the **Multiple Property Listing**. When nominated and listed in the National Register of Historic Places, the Multiple Property Documentation Form, together with individual registration forms, constitute a **Multiple Property Submission**.

Individual properties and districts are nominated based on their association with themes or specific contextual periods established in the MPDF. Examples in Utah include listings based on property types, such as *Carnegie Libraries* or *Post Offices*, or based on geographic associations, such as *Historic Resources of Draper City*. As with a district, resources that may not appear to be individually eligible for the NRHP (e.g. EC properties with some alterations) can often be listed individually under the "umbrella" documentation of an MPS because their significance can be supported within the contextual periods. Because the historic resources in Cottonwood Heights are mostly residential buildings, the city could request an MPDF that is organized by chronological contextual periods similar to those developed during this RLS, or possibly based on the historic communities (e.g. Union, Butler or Danish Town).

#### *Individual National Register of Historic Places Nominations:*

The following is a list of potential candidates for individual National Register of Historic Places nomination. The list was made based primarily on the potential for architectural significance. Determinations of historical significance will need further research. The list is presented by age with no implied prioritization:

NRHP CANDIDATES BY ADDRESS		EVALUATION	COMMENTS
1	7920 S. Danish Road	ES	built circa 1875, 1931-1938 remodel, one-story hall-parlor covered in stucco with intact outbuildings on large parcel, may be endangered; Anderson-Hansen homestead?
2	6700 S. 1655 East	EC	built circa 1890, several building phases, may have some integrity issues, Victorian brick cottage, deep in subdivision, Berrett homestead?
3	3742 E. North Little Cottonwood Road	ES	1898, brick Victorian cottage, large non-contributing outbuilding across the street, part of Despain homestead?
4	9338 S. North Little Cottonwood Road	ES	1908, central block with projecting bays with excellent historic integrity, 1976 garage on access road above house; part of Despain homestead?
5	7662 S. 3500 East	ES	1919, good example of brick and cobblestone bungalow
6	2680 E. Fort Union Boulevard*	ES	1923, English Tudor cottage, matching garage built in 1989; Butler School Teachers' Dormitory; *listed on local landmark register
7	2223 E. Bengal Boulevard	ES	1924, brick clipped gable cottage with good integrity; adjacent to new municipal building, may be endangered
8	3010 E. Fort Union Boulevard	ES	1926, unusual example of Dutch Colonial Revival style; named as the Carl and Rose Badger House in the SHPO database
9	3101 E. Fort Union Boulevard	ES	1926, cobblestone house with frame upper floor, on private lane, originally full-time residence or summer home?; lot for sale may be endangered
10	7483 S. Magic Hills Drive	ES	1928, English Tudor cottage, built for the Dull family, known locally for a murder committed in 1933
11	2202 E. Cottonwood Cove Lane	ES	1945, usual mix of materials, on private lane, originally fulltime residence (basement house) or summer home?, two history outbuildings, separate building phases, may have integrity issues

### **Intensive Level Surveys**

An Intensive Level Survey (ILS) is another tool in the Documentation step of the preservation process. Intensive Level Surveys are prepared for individual properties and include more in-depth research than what is possible with an RLS. For example, an ILS usually includes biographic materials for each owner or occupant during the historic period, best estimates for date of construction, builder or architect information if available, etc. There are several reasons to complete an Intensive Level Survey for a historic building or structure. The ILS can be a preliminary step to an NRHP nomination, or in the case of Cottonwood Heights, a step toward listing on the Historic Site or Historic Landmark Registers. While many buildings with architectural significance can be declared obvious candidates for an NRHP listing after only a visual evaluation, many buildings with few original architectural details or later modifications need more research to determine historical significance. An ILS usually provides enough background information to determine if the building is eligible for an individual listing.

Another common use of an ILS is to document resources that are threatened by demolition. The research may determine the building is sufficiently important to preserve, or more likely, to simply establish a record of the building before demolition. Buildings and structures that are eligible for the NRHP may be subject to laws requiring mitigation when state and federal funds are used, for example, a road-widening project. The city ordinance has provisions for documenting Historic Site Register properties before demolition. Although private entities are not required to mitigate for projects that require the demolition of a historic building, the evaluation of resources in this RLS is a good place to begin a dialogue about the worth of historic buildings to a community's physical and documented history. An ILS can be performed for a very reasonable cost and a developer may be willing to pay for the documentation to the CHHC as a good faith gesture.

Sometimes ILS work is performed to provide information for a historic district nomination. The Utah SHPO typically asks for ILS work on a representative sample of buildings within a potential historic district. For example, buildings representing different floor plans or different phases within a subdivision development. Although this survey does not make any recommendations for a historic district in Cottonwood Heights, an ILS for selected properties may be used to understand the history of a particular neighborhood, for example, Danish Town, even if the neighborhood is not eligible for the NRHP. This type of property or neighborhood research can be used for educational purposes (walking or driving tours, local signage or plaques, school curriculum, and local histories).

The following is a list of historic resources recommended for Intensive Survey. An effort has been made to select resources throughout the boundaries of the city and from each contextual historic period. The list is in house number order with no prioritization implied:

	ILS CANDIDATES BY ADDRESS	EVALUATION	COMMENTS
1	1341 E. Creek Road	EC	1911, Victorian-era cottage with outbuildings
2	1561 E. 7200 South	EC	1939, WW II-era cottage
3	1631 E. Ranch View Dr	EC	1924, updated Victorian-era cottage?
4	1705 E. Creek Road	EC	c. 1885, updated, historical significance?
5	1722 E. 7200 South	EC	1951, unusual postwar house
6	1724 E. 7200 South	EC	1935, on historic private lane
7	1810 E. Fort Union Boulevard	EC	1952, Early Ranch-style house
8	1843 E. Creek Road	EC	1923, barn with extant bungalow?
9	1935 E. La Cresta Drive	ES	1952, Period Revival/Early Ranch hybrid
10	2212 E. 6450 South	EC	1952, Early Ranch-style house
11	2311 E. Creek Road	EC	1935, Rustic-style home on private lane
12	2406 E. Bengal Boulevard	EC	1927, stucco & cobblestone bungalow
13	2785 E. Fort Union Boulevard	EC	c. 1900, 1951, two connected historic houses
14	3085 E. Fort Union Boulevard	EC	1940, earlier brick bungalow?
15	3144 E. Fort Union Boulevard	EC	1923, split-log veneer house
16	3200 E. Big Cottonwood Canyon Road	EC	1935, CCC Camp building (moved)
17	3208 E. Bengal Boulevard	EC	1948, WW II-Period Revival hybrid
19	3477 E. Big Cottonwood Canyon Road	EC	1940, concrete block house with corral
20	3491 E. Big Cottonwood Canyon Road	EC	1938, rustic house with interesting outbuildings
21	6569 S. 2300 East	EC	1952, Early Ranch-style house
22	6608 S. 2300 East	EC	1928, Arts & Crafts-style house
23	6805 S. 2300 East	EC	1946, WW II-era cottage
24	6983 S. Sunrise Hills Circle	EC	1940, WW II-era cottage
25	7221 S. 2700 East	EC	1947, WW II-era/Period Revival hybrid
26	7390 S. 2300 East	ES	1947, WW II-era cottage with glass block
27	7440 S. Butler Hills Drive	EC	1952, Ranch-style house
28	7447 S. 2300 East	EC	c. 1900, 1937, Victorian cottage
29	7443 S. Stone Road	EC	1942, WW II cottage, 1 of 3
30	7453 S. Stone Road	EC	1941, WW II/Period Revival hybrid, 1 of 3
31	7463 S. Stone Road	EC	1941, WW II cottage, 1 of 3
32	7574 S. Bridgewater Circle	EC	1927, unusual house type
33	7815 S. Highland Drive	EC	1951, Ranch-style garage
34	8140 S. 3500 East	EC	1945, Ranch-style, original veneers?
35	1533 E. Creek Road (Union Cemetery)	EC	1851, NRHP?, burial place of black pioneers
36	Irrigation System (Canals & Ditches)	ES in SLC	identify & evaluate historic remnants of system

## **Public Education & Community Outreach**

This survey may be used to select properties for public education and awareness projects, such as historic house tours, driving or walking tours, themed newspaper articles, classroom or field trips presentations, and historic plaques. The city and the CHHC can host workshops or produce fliers that offer helpful hints on historic preservation (e.g. how to seal historic wood windows, drainage for low pitch roofs, characteristics of the ranch style, etc.). The NPS and the Utah SHPO are invaluable resources for technical information. Access to the “touchable past” is important for understanding a community’s history, especially for young people. Public awareness and appreciation is a vital part of the management and preservation of historic resources. Education is especially important as Cottonwood Heights develops its Historic Landmark and Historic Site Registers, and enforces its planning, zoning, and ordinances that impact historic resources. Recently the CHHC has accomplished several community outreach and education projects in this area, including signs for historic neighborhoods and a walking guide of historic sites along the Cottonwood Canyon Trail.

## **SUMMARY**

The City of Cottonwood Heights’ historic preservation ordinance states: “The city recognizes that is historical heritage is among its most unique, irreplaceable and important assets. It is therefore the city’s intent to identify, preserve, protect and enhance historic buildings, structure, sites, objects, and districts lying within the city’s limits” (2.401-601). This survey is an important step toward helping the city and the Cottonwood Heights Historic Committee fulfill its historic preservation goals.







## SELECTED RESOURCES

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- Sillitoe, *History of Salt Lake County*. Utah Centennial County History Series. Salt Lake City, Utah: Utah State Historical Society and Salt Lake County Commission, 1996.
- Sperry, David J., Loretta B. Derrick, Diane Stokoe. "Heritage and Future of Willow Creek Stake." Unpublished TMs, [1993].
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## **APPENDICES**

(Final Report & Appendices correspond to the following Utah SHPO files)

Research Design/FINAL REPORT

Appendix A: Maps

Appendix B: Photograph Contact Sheets

Appendix C: Survey Data Printouts

Appendix D: Miscellaneous Research

Appendix E: Statistical Summaries