

Reconnaissance Level Survey
East Mill Creek-Evergreen
Standard Survey — 2006



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Preservation Documentation Resource

Reconnaissance Level Survey

East Mill Creek-Evergreen, Salt Lake County, Utah

Final Report, 2006

Survey Objectives:

This survey was conducted on behalf of the East Mill Creek Community Council.¹ The area is within the East Mill Creek Township of unincorporated Salt Lake County. The main objective of this Reconnaissance Level Survey was to evaluate the selected neighborhood for eligibility and potential as a National Register of Historic Places District. The boundaries were determined by the community council; however, the surveyor chose to extend the boundaries slightly in order to best approximate the boundaries of the historic neighborhood for a total of 292 resources surveyed. Due to the small number of resources, the Utah State Historic Preservation Office (SHPO) staff determined a Research Design would not be necessary for this survey.

Prior to this survey there were twenty-six properties within the boundaries found in the database maintained by the SHPO, but a standard survey of the area had not been conducted. The twenty-six entries included two buildings previously listed on the National Register: 1) Oakwood Estate, 2610 E. Evergreen Avenue (listed 1979-11-16); and 2) Nathaniel Baldwin House, 2374 E. Evergreen Avenue (listed 1985-05-09). Two demolished buildings, the historic LDS Church East Mill Creek Ward Meetinghouse (2700 E. Evergreen Avenue), and the Sherman School (3369 S. 2300 East), were also in the database. Two other historic buildings, the John Neff III House (2661 E. Evergreen Avenue) and the Elaine Neff Bagley House (3306 S. Oakwood Street) had been evaluated as significant buildings in the neighborhood. The remaining properties in the database were along the main corridors (twelve on 2300 East and eight on 3300 South) and had been evaluated as part of transportation-related projects conducted in 1991 and 1994.

In summary, the objectives of this survey included the following:

- To update the current database by reevaluating all previously entered properties to determine current condition, contributing/non-contributing status, and eligibility for the National Register of Historic Places.
- To conduct a standard survey of properties within the survey boundaries, including those not previously included in the SHPO database.
- To provide digital photographic documentation of the selected resources within the area.
- To evaluate the survey boundaries as a potential National Register of Historic Places district.
- To assist the community in developing preservation programs which help preserve the historic features of the designated neighborhood through planning/zoning and preservation/rehabilitation incentives.

¹ The term Mill Creek and its compound variation, Millcreek, are used interchangeable in both historic and current records for the extended neighborhood, the current township and the creek. The separated version is used throughout this document for convenience. Exceptions may occur when referencing other sources.

Survey Boundaries:

In general, the boundaries were within the boundary streets of 3300 South (north), 2700 East (east), Neffs Lane (south), and 2300 East (west). The north boundary street, 3300 South, was one of the original east-west corridors through Salt Lake Valley marking a dividing line in the original pioneer plat known as the Big Field Survey. The street is currently a high-traffic, four-lane heavily-commercial street, and only properties on the south side were surveyed. The west boundary 2300 East is also a high-traffic corridor, although only two lanes wide and primarily residential in character. With the exception of the historic Baldwin Radio Factory complex, only properties on the east side of the street were included in the survey. Neffs Lane (aka Neff's Lane), the south boundary, is a curving historic lane, which winds through the neighborhood; however, with one exception at the corner of 2300 East, there are no historic buildings on the south side of the street.² The east boundary, 2700 East, is a straight residential street, except at Mill Creek and the former mill site, where it makes a giant "S" curve. All the properties on the west side of the street were surveyed. A few properties on the east side which were significant to or characteristic of the historic period were also included.

Bisecting the survey area east to west is Evergreen Avenue along which most of the higher profile, large-acreage resources are located. Mill Creek flows east to west between Evergreen Avenue and Neffs Lane. At a cursory glance, the East Mill Creek-Evergreen neighborhood is similar to other neighborhoods in the area with a mix of housing stock and commercial development along the traffic corridors; however, this particular four-block square neighborhood has a unique and remarkable history of development in the Salt Lake Valley. It was the site of the first pioneer flour mill in the valley and a small enclave of pioneer families and their descendants have been in the area since the late 1840s. As the nucleus of the East Mill Creek communities, the area developed a rich historical heritage that is represented by a remarkable range of architectural styles and types not found in other East Mill Creek neighborhoods.

Survey Methodology & Fieldwork Techniques:

The survey was conducted in accordance with the Utah SHPO Standard Operating Procedures (revised September 2005). The database information was recorded on pre-printed worksheets and later entered into the database. The survey was conducted in a circular route beginning at the corner of 3300 South and 2300 East. The north half (north of Mill Creek) was surveyed first, followed by the south half. When address numbers were not available, numbers were extrapolated using the surrounding addresses and designated by a question mark. When photographing primary or secondary buildings was difficult due to mature vegetation, fenced properties, long lanes on inner blocks, or loose dogs, the best possible photograph was taken and the database information was recorded as accurately as possible.

² One other building may be historic, but it has been altered beyond recognition and was therefore, not evaluated.

A survey map was created using aerial photographs available from the Utah Automated Geographic Reference Center (AGRC) online GIS information. The final RLS map was Auto-CAD generated and made available on disk as well as paper (Appendix A). The photographs were taken with a Nikon D-70 digital camera recorded on Compact Flash memory cards in the field. The image files were subsequently downloaded and renamed using the property address. 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 printed twelve to a sheet (color laser printout on high-gloss photo-paper) in order found on the Access database printout. Black & white copies on high-gloss photo paper were provided for the SHPO files (Appendices B & C). The digital photographs were also burned onto CD-R disks and provided to the SHPO and the East Mill Creek Community Council.

Each selected property was evaluated for age, type, style, materials, height, outbuildings, and National Register of Historic Places eligibility. Properties were evaluated for eligibility using criteria guidelines and designations established by the Utah SHPO. 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.

Outline History of East Mill Creek-Evergreen Neighborhood:

Early Settlement & Milling Period, 1848-1877:

The first flour mill in Utah was constructed in the neighborhood south of the current Evergreen Avenue near Oakwood Street on the banks of the Mill Creek. The flour mill was built by John Neff in 1848. John Neff and his family had joined the Church of Jesus Christ of Latter-day Saints (LDS or Mormon Church) in Pennsylvania. They later traveled with the Mormon pioneers to Utah in 1847 bringing machinery for a grist mill with them. Early in the spring of 1848, John Neff scouted the area and settled on a wooded area near a creek in the center of the Salt Lake Valley. The creek was later named for the numerous pioneer-built mills along its banks. Neff’s flour mill was completed in the fall of 1848 and John Neff moved his family into a small house built near the mill. Neff was joined by the Russells and the Kellers. These three families were the only settlers in East Mill Creek for several years. They were joined by the Seelys, Riders, Osguthorpes, and Stillmans. All were families from Pennsylvania. Other important early families included the Capsons and the

Fishers.

In the same year that John Neff built his flour mill, pioneer surveyors laid out what became known as the Big Field Survey beyond the southern boundary of the original Salt Lake City plats (today's 900 South). Between 900 South and 2100 South, the land was laid out in rectangular blocks divided into five-acre lots known as the Five-Acre Survey. Further south, between 2100 South and 4500 South, the land was divided into larger lots of ten acres and known as the Ten-Acre Survey. These large lots were intended for agriculture and initially did not extend into the foothills where the East Mill Creek-Evergreen neighborhood is located. However the main east-west corridor, known as 3300 South, is an extension of one of the block boundaries established by the Ten-Acre Survey. Likewise, the north-south running 2300 East follows the block pattern established by the 1848 survey. The oldest extant homes in the neighborhood are found along 3300 South and 2300 East. Evergreen Avenue, which bisects the survey area, was reportedly named for the wide variety of evergreen trees found in the area. Neffs Lane, the southern boundary of the survey area, has obvious associations with the Neff family. Oakwood Street, which runs north to south, is also one of the oldest streets in the neighborhood.

The Neff grist mill played an invaluable role in helping the Mormon pioneers survive the early settlement years. When an invasion of crickets began devouring the pioneers' first substantial wheat crop, the precious wheat that was salvaged and harvested by determined pioneers (with the aid of hungry seagulls), was brought to the Neff mill for grinding. Unbolted flour was available for sale by December 1848. The first white flour in Utah was produced at the mill by February 1849. That year many California-bound gold seekers offered John Neff a dollar for a bag of flour. He refused to sell, keeping the flour to sell to other pioneers for six cents a pound. John and Mary Neff often gave the flour free to those who couldn't afford it. Farmers from Provo to Ogden would bring their flour to the Neff mill, sometimes waiting up to a week to have it ground. For many years, the mill pond was used for baptisms.

The first settlers had a difficult time raising crops in the area, although some corn and potatoes were raised in the early years. Daniel Russell, who settled near the mouth of Mill Creek Canyon soon after John Neff built the flour mill, was very successful planting fruit trees and raising a variety of fruit. Although his orchards were outside of the survey area, his success encouraged more agricultural development in the area. Within a few years, the area was dotted with orchards, berry patches, vegetable gardens and vineyards. In addition, the family subsistence economy included dairy products, eggs, honey bees, beef and pork. Elk and deer helped supplement the settlers' meat supply. In 1848, Archibald Gardner established a saw mill south and west of the area near present day Highland Drive. Lumber from the saw mill provided much of the wood for the earliest community buildings. Lumber and other products were taken to Salt Lake City and sold to the growing population. While Mill Creek provided the energy to run the grist mill, it also supplied irrigation water to the family farms through a system of ditches. Water rights became increasingly important as the population of the area grew.

As is typical of most settlements, the development patterns of early settlements were tied to water ways and transportation corridors. In Utah, the ecclesiastical divisions of the church units also played an important role. When the Mill Creek Ward was first organized in 1849, it extended from 2100 South on the north to Big Cottonwood Creek on the south (approximately 4500 to 4800 South), and the Jordan River on the west to the Wasatch Mountains on the east. In 1852, the ward was divided at Highland Drive and the east area became known as the Upper District of the Mill Creek Ward, later part of the Big Cottonwood Ward. The area was divided again in 1877 to form the East Mill Creek and Wilford Wards. The boundaries of the East Mill Creek Ward were 2700

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South on the north, 3900 South on the south, the Wasatch Mountains on the east, and approximately 2000 East to the west. The Wilford Ward was west of East Mill Creek.

After several years of meeting in homes, the congregation built a log cabin sometime between 1853 and 1856 about one mile above Neff's Mill. This building was also used as a school. About 1859, a second log schoolhouse/meetinghouse was built about ½ mile east of the present ward house. Both have been demolished. Early adobe homes were built between the 1860 and 1870s to augment the log cabin community. John Neff enlarged and remodeled the flour mill in 1864, putting in a rock foundation and boarding up the top floor. He died in 1869 and his sons took over operation of the mill. In 1877-1878, a brick meetinghouse was built at the intersection of Evergreen Avenue and 2700 East.

Community Building and Transition Period, 1878-1904:

The organization of the East Mill Creek Ward and the construction of the brick meetinghouse strengthened and consolidated the community. The meetinghouse served as worship space and social hall. The donation of a candle was the early price of admission to an event. School was held there until 1893 when the 33rd District School was built (also called the East Mill Creek School; demolished). According to the 1880 census enumeration, the families in the East Mill Creek were scattered throughout the ward boundaries. Only a handful of families lived within the survey area; however, several manuscript histories of the area suggest the community was close knit. The 1880 census indicates most households were involved in farming with several in the lumber business. The community also had three carpenters and a blacksmith. Because of ongoing disputes over water in the area, a court commissioner was appointed to adjudicate water rights in 1903.

The last quarter of the nineteenth century was a period of transition for East Mill Creek community. The Neff Mill, which had been so vital in sustaining the early settlers, became obsolete as milling moved to areas better suited for the production of grain. In 1892, William Spafford purchased the mill site and machinery from the Neff family for \$4,500. Spafford, a wealthy mine owner, tore down part of the mill and remodeled into a dance hall. Edward H. Airis purchased the property and water rights for \$8,000 in 1898. The mill was dismantled sometime between 1898 and 1905. Part of the mill burr was saved and is set in a monument at the corner of Evergreen Avenue and 2700 East. The mill pond was later cemented for use as a swimming pool.

The Neff family retained a substantial portion of the family property and built several large mansions beginning in the 1890s through the 1910s. The most prominent is the two-story brick house at 2661 E. Evergreen built for John Neff III in 1897. The grandest home in the neighborhood was built for Susanna B. Emery-Holmes in 1905. Mrs. Holmes purchased the mill property from Edward Airis in 1904. She became fabulously wealthy because of her first husband's investments in Park City's Silver King Mine, and was known throughout the world as the Silver Queen, both because of her mining successes and the elegant parties she held. Oakwood, as the East Mill Creek estate was known, was built as a summer retreat for the Silver Queen and her second husband, Col. Edwin B. Holmes. The two-story Victorian house was built in the Eastlake Style with extensive landscaped grounds. It was listed on the National Register of Historic Places in 1979.

The construction of Oakwood and other mansions in the area helped transform the neighborhood from a pioneer milling community to an attractive neighborhood for Utah's nouveau riche. The neighborhood represents an important transition in Utah's economy and the establishment of a leisure class at the beginning of the twentieth century.

Growth and Prosperity Period, 1905-1930:

Lavish garden parties and other entertainments at Oakwood were common from 1905 to 1919 when Susanna Holmes gave the property to her nephew, Harold Lamb, and moved to her California estate. Harold Lamb was a landscaper who got his early experience on the grounds of Oakwood. The beautiful grounds at Oakwood set the tone for the neighborhood, but it was other events which transformed the neighborhood in the twentieth century. The population of the neighborhood grew steadily as the pioneer family farmsteads were slowly divided. The Granite School District built a large brick building in 1905 at 3357 S. 2300 East. The East Mill Creek Ward meetinghouse was expanded and remodeled between 1925 and 1929 to accommodate a growing congregation of 907 members according to a 1930 report. In 1923, an exchange agreement between Salt Lake City and the Lower Mill Creek and East Mill Creek Water companies settled most of the water rights disputes. The water companies took over management of piped water in the area. In 1927, power lines were extended throughout the neighborhood and several "home plants" on Mill Creek (for example, at Oakwood) were dismantled.

Possibly the one individual who made the most impact on the physical resources of the neighborhood in this period was Nathaniel Baldwin. Nathaniel Baldwin was born in Fillmore, Utah, in 1878. As the result of studying science and engineering as a young man, Nathaniel Baldwin became a prominent inventor and manufacturer of highly sensitive telephone receivers, dynamic speakers, and radios. In the year 1914, Baldwin received an order to produce headsets for the United States Navy in preparation for World War I. He built a wood factory on the banks of the Mill Creek at approximately 3470 S. 2300 East. Between 1914 and 1930, the Baldwin Company was the most successful and innovative of its kind in the United States. The factory was expanded with the construction of several brick buildings at 3474 S. 2300 East. The company was one of the largest employers in Utah, employing about 500 men and women at its peak. The 1920 census enumeration indicates a large number of workers lived in the survey area.

Nathaniel Baldwin was remembered for his altruism. He paid a generous wage of four dollars a day to his workers. He was offered \$1,000,000 to sell the company, but refused fearing his employees and neighbors would lose their jobs. Nathaniel Baldwin supported and nurtured the growth of a fundamentalist Mormon group that continued to espouse the principle of polygamy long after the LDS Church officially banned the practice in 1890. Many of Baldwin's employees and directors were members of the group and Baldwin spent much of his money to help support the large families of his polygamous friends. The twelve brick bungalows he had constructed on Evergreen Avenue and 3395 South were reportedly built for members of the polygamous group. The area became locally known as "polygamy alley." His own elaborate bungalow at 2374 E. Evergreen Avenue was built in 1923 and listed on the National Register in 1985. In 1930, after several poor management decisions and financial reversals, the Baldwin Factory closed its doors.

Though Nathaniel Baldwin died impoverished in 1961, his legacy is represented by numerous buildings within his East Mill Creek-Evergreen neighborhood. The factory buildings continue to house light industry for the area and the worker bungalows are part of the historic housing stock.

Suburban Development Period, 1931-1960:

After 1930, many of the events and personalities that had driven the neighborhood's unique history had run their course. In many respects, the neighborhood developed along the same lines as other east bench Salt Lake Valley neighborhoods. With the possible exception of those connected to the Baldwin Company, the prosperity of the early period remained intact. According to the 1930 census, the average home was valued at \$5,000, slightly higher than other areas in the valley. At the time the mansions grouped along Evergreen Avenue, valued between \$15,000 and \$25,000, were likely only rivaled by another summer retreat haven, the Walker Lane area in Cottonwood about three miles to the south. The census records consistently give a high rate of home ownership in the area, and, no surprise, the 1930 enumeration showed a high percentage of residents who owned radios.

There was a steady, although slow, increase in residential development through the 1930s and 1940s. The first subdivision plat in the area was filed for the Evergreen Gardens subdivision comprising most of the 2450 East portion of Crestbrook Lane. After World War II, the East Mill Creek-Evergreen neighborhood was impacted by the post-war suburban boom. Several large acre parcels were subdivided and ranch-rambler-style housing appeared as infill along all the street frontages. The LDS Church meetinghouse was remodeled again in the 1950s. The Grandview and Evergreen Wards were split from the East Mill Creek Ward. Three additions to the Sherman School were built between 1948 and 1958.

Between 1935 and 1950, a few residents of the area organized the East Mill Creek Betterment League, which met regularly in the East Mill Creek Ward meetinghouse. One of the first projects implemented by the league was a semaphore at the intersection of 2300 East and 3300 South. The league was also involved in beautification of 2300 East between 2700 and 3900 South, sidewalks on the neighborhood's busiest streets (with labor provided by the WPA), tree planting and landscape, expanding public transportation, installation of additional fire hydrants, and a proposed recreation center. During this period, interest in the history of the neighborhood was intense. Numerous manuscripts were written detailing the Neff Mill and other early features of the area. In 1936, the Daughters of Utah Pioneers (DUP) organization placed the old mill burr in a monument near the LDS meetinghouse.

Subdivision and Late Twentieth Century Development Period, 1961-2006:

The East Mill Creek-Evergreen neighborhood continues to be an attractive neighborhood today, partly due to its many amenities large lots, greenery and proximity to the creek. The charm of the neighborhood has been both a blessing and a boon to preservation efforts. Most of the older homes, of every size, have been maintained over the years. On the other hand, many have been modernized with additions, new windows and veneers. While nearly all the frontage had been infilled by the 1950s, late-twentieth-century development has occurred mostly in the inner blocks. A few larger fields and orchards have been replaced by small-scale subdivisions; for example, Mill Haven Circle (1965); Gaylar Circle (1977), Pioneer Circle (1980) and Little Farm Lane (1994). Two phases of the Marquis Condominiums filled the inner block between Pioneer Street and Crestbrook Lane. With most of the available space taken, the newest development has occurred in the form of large nouveau Victorian mansion on flag lots. More alarming has been the recent number of

historic homes with street frontage razed for larger-scale homes.

On the outer fringes of the neighborhood, commercial encroachment emanating from the intersection at 2300 East and 3300 South is also of concern to several historic homes in the area. After the Sherman School was demolished (circa 1975), a supermarket was built on the site. The nearby ballpark still retains the name Sherman Field. At the other end of the survey area, the historic East Mill Creek Ward meetinghouse was razed and replaced in the 1970s, though the retaining wall and monument are intact. This survey conducted on behalf of the East Mill Creek Community Council has been in partial response to development pressures in the area, and a need to balance new development with the historic character and amenities of the neighborhood that make it so desirable.

Survey Results:

Two-hundred ninety-two were surveyed. The number refers to primary buildings. Outbuildings were included in a separate count. One residence at approximately 3380 S. Oakwood Street was demolished while the survey was in progress and is not included in the statistical information below. A statistical summary of contributing resources keyed to categories in the Utah SHPO database is found in Appendix C of this report.

Of the 291 resources evaluated, 149 (51 percent of the total) were determined to be contributing to the historic character of the survey area. Thirty-eight buildings (13 percent) were "A" resources and 111 (38 percent) were evaluated as "B" resources. The non-contributing resources numbered 142 with 27 (9 percent) altered historic buildings ("C" resources) and 115 out-of-period building ("D" resources). Three resources are in the database with an "X" evaluation for demolished resources.

The survey area was overwhelmingly residential with 98 percent of contributing buildings residential in use. There were eight historic multiple-family dwellings identified in the survey. Eighty-two percent of buildings were one-story with the remaining 18 percent 1½ to 2½ in height. Of the 109 outbuildings tallied in the survey, 56 were considered contributing and 53 were non-contributing. Many residences with zero outbuildings were mid-twentieth century homes with attached garages. Only a couple of agricultural outbuildings were identified.

Nearly half of the contributing resources were in the World War II/Post-War style category. Five percent were modern in style. Early twentieth-century styles (primarily bungalows) were 20 percent.

The Period Revival styles account for 17 percent. The number of Victorian-era was low at five percent, although the percentage would be higher if the total included altered (non-contributing) buildings from the Victorian-era. Although a few very early homes were identified (possibly classical styles), all had been altered in later stylistic eras. Within each stylistic category are a number of high quality and high integrity examples. For example, the neighborhood has a high number of recently historic ranch/rambler-style homes, but most are individually designed as infill and do not resemble the tract housing of the large-scale development projects found elsewhere in the county.

Sixty-six percent of resources were built of brick masonry. Seventeen percent had veneers, primarily aluminum or vinyl siding. These included historic siding of the 1940s and 1950s, but some newer examples. A few residences with newer siding were evaluated as contributing if

the siding did not detract from the original type and style, and if the residences still retained original windows and doors or other features. Ten percent of resources were constructed of wood.

Findings by Contextual Period:

Early Settlement & Milling Period, 1848-1877:

There were no resources positively identified from this period during the survey. However, a search of historic tax records at Salt Lake County Archives indicated that there were formerly numerous log cabins and adobe houses in the neighborhood as late as the mid-1930s. However, the prosperity of the area has removed all external trace. It is likely that early adobe houses and possibly log cabins exist within the later expansions and alterations of several resources. For example, according to tax records, the Victorian cottage at 3515 S. 2300 East is partially adobe. The residence was evaluated as non-contributing due to newer aluminum siding and window alterations; however, the tax card traces the physical evolution of the house from an 1864 adobe dwelling to an 1899 expansion to a 1940s remodeling. Further research will likely uncover similar histories for several of the non-contributing older homes. This research is recommended for resources within a potential historic district.

Community Building and Transition Period, 1878-1904:

While only six buildings were identified from this period, the small group represents a few of the most individually significant buildings. For example, the Amos Neff house at 3430 Street is a two-story brick Victorian cross wing with a bungalow porch. The John Neff III house at 2661 E. Evergreen is a 2½-story Victorian cross-wing built in 1897. It was expanded and remodeled in 1946 to resemble a Colonial Revival mansion. On a smaller scale, the Victorian brick cottage at 3485 S. 2700 East, which sits back from the road, is an excellent example of the more modest Victorian residence. Historic tax cards and photographs suggest that the neighborhood had a larger number of this particular type of dwelling. However, most were remodeled or demolished to be replaced by larger more modern homes as the neighborhood made the transition into the twentieth century.

Growth and Prosperity Period, 1905-1930:

This period is represented by forty-five contributing buildings, ranging from grand estates to modest bungalows. The Oakwood Estate (1905) and the Baldwin House (1923) bookend the most important architectural trends of this period, as architectural tastes moved from Victorian opulence to the simplicity of the bungalow era. Another high-style residence, the Sam Neff house at 2564 E. Evergreen Avenue, is an example of the transition between the two extremes. This Neff house, built in 1912, is a two-story foursquare built of rock-faced concrete blocks. The Elaine Bagley Neff bungalow at 3306 S. Oakwood Street is a beautifully maintained example of an Arts & Crafts bungalow. The Baldwin bungalows, although more modest in scale and decoration, represent a significant phase in the history of the neighborhood.

The last decade of this period is represented by an eclectic variety of period revival-style cottages. The majority of these homes were individually designed as infill on the frontage lots. On average, they are larger than similar homes built as tract housing throughout Salt Lake City. The cottages were constructed in a wide variety of styles using many different materials. Many would be eligible for the National Register as individual buildings for architectural significance. A few of the best examples include 2324 E. Evergreen (brick, French Norman); 3345 S. 2700 East (stucco, English cottage); 3345 S. Oakwood Street (brick, clipped-gable cottage); and 2360 E. Evergreen (shingle, English cottage). The English-style cottage at 3433 S. Oakwood Street is a more elaborate example. The Baldwin factory complex includes the most important non-residential buildings from this period. A number of historic landscape features (historic fencing, retaining walls, stone-lined irrigation ditches, head gates, etc.) probably date from this period or slightly earlier, and are important contributors to the historic character of the neighborhood. If within a proposed historic district, more research is needed to determine age and uses of these landscape features.

Suburban Development Period, 1931-1960:

Ninety-eight contributing resources were built within this period. These include a relatively high number of residences built in the 1930s and early 1940s when construction slowed considerably throughout Utah. Similar to the period cottages of the previous era, the residences built in the first half of this period are remarkably individualistic and varied. They include traditional building types, such as the Cape Cod-style house at 3365 S. Oakwood Street (circa 1935). But there are also unusual hybrids such as the English Tudor elements on an early ranch house, at 3500 S. 2700 East (1945). Most of these cottages are brick, but there is a great deal of variety in the masonry. For example, nearly half of the brick buildings were constructed of striated brick and many were built with variegated or multi-colored brick.

Representing the immediate post-war period in the neighborhood are a number of Minimal Traditional cottages, similar to the Federal Housing Administration (FHA) small house plans developed in the mid-1930s to help stimulate home ownership during the depression years. Several of these homes are found in the neighborhood's first subdivision Evergreen Gardens (1940 plat) located on Crestbrook Lane. During the 1950s, the neighborhood favored the popular ranch and rambler house types. As with previous period, the prosperity of the residents meant there are few standard tract-house examples. Because the physical layout of the area has evolved organically from the first pioneer settlements, the large and irregularly shaped lots allowed for the construction of the angled ranch house. The house at 3367 S. Crestbrook Lane (built circa 1955) is a good example. In the mid to late 1950s, several modern style houses were built in the neighborhood. The two-level house with a cantilevered roof at 3317 S. Oakwood Street (built in 1956) appeared to have late Wrightian influences. The low-pitch roof and projecting rock base of the duplex at 2573-2575 E. Neffs Lane (built in 1958) is decidedly post-modern in style.

Subdivision and Late Twentieth Century Development Period, 1961-2006:

A number of nice post-modern style residences (for example: 2584 E. Evergreen Avenue, built 1964) were not considered contributing for the purposes of this survey, but should be an important consideration in future surveys of the area.

Recommendations:

Further Reconnaissance Level Surveys and Working with the Certified Local Government Program

Because this survey was requested by the East Mill Creek Community Council to address specific issues for the survey area, additional survey work in the vicinity is not anticipated in the near future.

However, the research conducted for this survey indicates that the historic resources of the East Mill Creek community are not limited to the survey area. It is therefore recommended that after the objectives of this survey are achieved, the community consider surveying more neighborhoods within the boundaries of the East Mill Creek Township. Because the community council has limited funding, it is recommended that the council partner with Salt Lake County and apply for grant money through the Certified Local Government (CLG) program. The matching grants are administered through the Utah State Historic Preservation to assist local governments in documenting and promoting the preservation of historic and archaeological sites. CLG grants are available every other year for qualifying projects. Qualifying projects may include Reconnaissance Level Surveys, Intensive Level Surveys (in-depth research on individual buildings), National Register nomination preparation, walking tour brochure and feasibility studies for rehabilitation projects. Brick and mortar projects do qualify occasionally, but grant amounts are usually too small for substantial renovation work.

There are two options for future reconnaissance level work in the East Mill Creek community. The first is to conduct a standard survey, similar to this survey for the East Mill Creek Evergreen neighborhood. A standard survey records and evaluates all the resources (historic and non-historic) within a designated area. Because of the number of properties, standard surveys are often conducted in phases; for example, dividing the community into quadrants and taking four grant cycles to complete the survey work. Standard surveys are always required prior to a historic district designation in order to evaluate contributing to non-contributing resources within a potential district.

The second option is a selective survey, where only historic resources are evaluated and out-of-period resources are essentially ignored. The selective survey is good for quickly identifying individual buildings that may be eligible for the National Register of Historic Places. A selective survey may be the most effective method for identifying important historic resources in the community before they disappear; however, because of the high percentage of post-war subdivision development in the area, a full standard survey is recommended when funding becomes available.

Historic District Recommendations

The main objective of this survey was to analyze the survey area as a potential historic district. It is unlikely that the entire survey area would be accepted as a historic district since the ratio of contributing (51 percent) to non-contributing (49 percent) is nearly equal. In order to boost the ratio of contributing buildings, the recommendation is to use the Mill Creek as the southern boundary of the district. Although there are several contributing buildings along Neffs Lane, nearly all the buildings between the creek and the lane are out-of-period. Taking the northwest and northeast corners of the survey area out of a potential district boundary would also eliminate several non-contributing commercial buildings that do not contribute to the historic character of the district.

The final boundaries should keep the district centered around the Evergreen Avenue corridor. In particular, resources associated with the Neff family and Nathaniel Baldwin have a high degree of historical significance within the district. A difficult decision would have to be made concerning the inclusion of the Baldwin Radio Factory complex. It is on the other side of 2300 East and partially non-contributing, but its contributions to the history of the district are undeniably important. While not all of the resources have had the same impact on the area, all of the historic resources contribute to the character of the neighborhood and its historic evolution. The extant contributing resources have a high degree of historic integrity and many are historically and architecturally significant in their own right. The proposed historic district would potentially be eligible for the National Register within the following areas of significance: Architecture, Entertainment/Recreation, Exploration/Settlement, Industry, and Social History.

Another key decision will be the name of the proposed district. The designation East Mill Creek-Evergreen was given to the Reconnaissance Level Survey as the most descriptive appellation for the survey area. However, it became clear during the survey that the area commonly considered East Mill Creek area is a much larger area. This report does not recommend uses the name East Mill Creek alone. Including the name Evergreen narrows the association to Evergreen Avenue and vicinity. The use of Evergreen is not limited to the current survey area. Evergreen Avenue extends west and east beyond the boundaries of the proposed district. To the west, there is a park and a Junior High school (built in 1956 and therefore historic) that also bear the name of Evergreen. Despite these concerns, the name *East Mill Creek-Evergreen Historic District* or *Evergreen Historic District* or *Evergreen Avenue Historic District* would be appropriate. A better solution may be to name the district the *Evergreen-Oakwood Historic District*. Oakwood (used for both the estate and the cross street) is only used within the boundaries of the proposed historic district.

The designation of a historic district would be a source of pride for the East Mill Creek community. All buildings listed as contributing (i.e. "A" or "B" sites) within a National Register historic district would be eligible to purchase a plaque with a short description of the resource. In addition, contributing buildings may be eligible to receive tax credits on a percentage of approved restoration or rehabilitation work. The benefit of a district listing is that a resource does not have to be of individual significance to be eligible for the tax credits. For example, many "B" buildings, which may not be eligible for the National Register on their own merits, are listed as part of a district, if they contribute to the historic resources of the district. Tax credits may be used to restore non-contributing "C" buildings to a contributing "A" or "B" status.

Multiple Property Documentation

For significant historic resource that lie outside of the boundaries of the proposed historic district (both those surveyed and those not yet surveyed), this report recommends that a Multiple Property Documentation form be prepared for the East Mill Creek community. The Multiple Property Nomination (MPN) does not list buildings on the National Register, but is a National Register form used to establish historic contexts for a community. These historic contexts are similar to or may be derived from the contextual periods prepared for this survey. More in depth research is needed to prepare an MPN when compared with an RLS. Individual resources and districts are nominated based on their association with specific contextual periods established in the MPN.

As with a district, buildings which may not appear to be individually eligible for the National Register (e.g. “B” properties) can often be listed under the “umbrella” documentation of an MPN because their significance can be supported within the contextual periods. A MPN often includes such thematic contexts based on the economy (e.g. agriculture) or architectural types (e.g. Victorian cottages). A CLG grant may be used to fund a MPN.

Local Register as a tool for Local Planning & Zoning

This survey and future surveys could be used to design a local registry for historic resources. This listing includes, but is not limited to properties eligible for the National Register. The local registry includes historic buildings based on their local significance whether they are considered contributing or non-contributing. Because National Register nomination is an honorific listing with very limited protection for historic properties, local communities often establish their own landmark designations or zoning ordinances (e.g. district overlays) in order to preserve historic buildings. Any preservation ordinances should be carefully prepared, and supported by the majority of property owners and government officials. Often simple planning measures, such as down-zoning, may protect historic resources. While these measures may be more difficult to implement on a county level, the designation of a historic district in East Mill Creek should make planning officials in Salt Lake County more aware of residents’ concerns for zoning decisions that adversely affect historic neighborhoods.

Public Education

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. 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. Because interest in the history of this area has been high since the early part of the twentieth century, future public education programs will be an outgrowth of past publications about the area.

Intensive Level Survey (ILS)

An Intensive Level Survey (ILS) is an important part of the preservation process. Intensive Level Surveys are prepared for individual properties and include more depth research than what is possible with a Reconnaissance Level Survey. For example, an ILS usually includes biographic materials for each owner or occupant during the historic period, best estimates for date of construction, builders or architect information if available, etc. ILS work is typically used to document historic properties which are scheduled for demolition, to provide contextual background for representative properties within a district, or most often, as a preliminary step to a National Register nomination. Sometimes an ILS is needed to determine whether a property is potentially eligible, and sometimes ILS work is performed concomitantly with the preparation of a National Register nomination.

Identifying good candidates for further ILS or National Register research is one of the most important objectives of an RLS. In theory the best candidates for further research are those resources evaluated as "A" resources. However, many "B" or even some "C" properties with known local significance may be added to the list of ILS candidates as needed. This survey identified 38 "A" resources. The addresses of these resources can be found on the database printout found in Appendix C. Local residents may have a better knowledge of the significance of the 111 "B" resources. Those resources of known significance, left outside of the proposed district, would make good candidates for an ILS. ILS work can also be performed using a CLG grant.

Summary:

In summary, this report found that the East Mill Creek-Evergreen survey area, particularly north of Mill Creek, is a good candidate as a district for the National Register of Historic Places. While the ratio of contributing to non-contributing buildings would be low, approximately 60 percent to 40 percent, the integrity and significance of the extant resources is remarkable. The proposed historic district boundaries represent the East Mill Creek community in its transition from a milling and manufacturing center to a suburban retreat. Throughout the historic period, the neighborhood has been the social center of the community and the neighborhood residents are dedicated to preserving its historic character.

Selected Resources:

Along East Mill Creek of the East Mill Creek Ward: A Brief Pictorial History, Beginning 1873-1974. TMs, 1974. Available at the Utah History Research Center.

Daughters of Utah Pioneers. "Mill Creek" in *Heart Throbs of the West: a Unique Volume Treating Definite Subjects of Western History, Vol. 9.* Carter, Kate B., compiler. Salt Lake City, Utah: 1948.

Carter, Thomas and Peter Goss. *Utah's Historic Architecture, 1847-1940: A Guide.* Salt Lake City, Utah: University of Utah Press, 1988.

Bagley, Elaine Neff. "History of the John Neff Mill" and "John Neff History." Unpublished TMs [no date], Available at the Utah History Information Center.

Bowthorpe, Asa R. "History of Pioneer Sawmills and Local Canyons of Salt Lake Valley." TMs, 1961. Available at the Utah History Information Center.

East Mill Creek Betterment League. Records, 1935-1950. Available at the Utah History Information Center.

East Mill Creek Ward History Collection. Miscellaneous TMS, circa 1920-1980. Available at the Utah History Information Center.

Hanchett, Thomas and Lois Harris. "Oakwood" National Register of Historic Places Nomination Form, Utah State Historical Society, November 9, 1978. Available at the Utah State Historic Preservation Office.

"History of East Mill Creek and East Mill Creek Ward." Miscellaneous TMs, [Sherman School, Salt Lake County, Utah, circa 1940-1970].

Jenson, Andrew. *Encyclopedic History of the Church of Jesus Christ of Latter-day Saints.* Salt Lake City, Utah: Deseret News Printing Company.

Memoirs of East Mill Creek. Unpublished TMs,

Millcreek Community Master Plan. Salt Lake County Public Works, 1988. Available at the Utah History Information Center.

Oakwood Estate Photograph Collection. Available at the Utah History Information Center.

Roper, Roger. "Baldwin, Nathaniel, House" National Register of Historic Places Nomination Form, Utah State Historical Society, February, 1985. Available at the Utah State Historic Preservation Office.

Salt Lake City and Salt Lake Suburban Directories, 1925–2003. Published by R.L. Polk & Co.
Available at the Utah State Historical Society.

[Salt Lake County Plat Records]. *Available at the Salt Lake County Recorder's Office.*

[Salt Lake County Tax Assessor's Cards and Photographs]. *Available at the Salt Lake County Archives*

Singer, Merrill. "Nathaniel Baldwin, Utah Inventor and Patron of the Fundamentalist Movement." *Utah Historical Quarterly* 47:1 (Winter 1979). Salt Lake City, Utah: Utah State Historical Society, 1979.

Sons of Utah Pioneers. East Mill Creek Chapter. *Historical and Pictorial Remembrance Booklet.* Salt Lake City, Utah: George R. Gygi, compiler and publisher, 1972. Available at the Utah History Research Center.

United States Census, Mill Creek and East Mill Creek Precincts, 1860 — 1930.

Utah History Encyclopedia, Allan Kent Powell, ed. Salt Lake City, Utah: University of Utah Press, 1994.

Utah State Gazetteers, 1874 — 1928.