

**United States Department of the Interior  
National Park Service**

**NATIONAL REGISTER OF HISTORIC PLACES  
CONTINUATION SHEET**

Section \_\_\_\_\_ Page \_\_\_\_\_

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**SUPPLEMENTARY LISTING RECORD**

NRIS Reference Number: 03000639

Date Listed: 7/11/2003

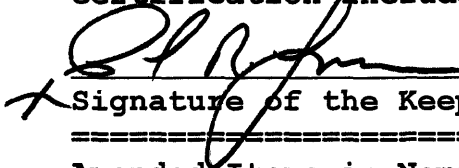
Utah State Liquor Agency #22  
Property Name

Salt Lake  
County

UT  
State

Sugar House Business District MRA  
Multiple Name

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This property is listed in the National Register of Historic Places in accordance with the attached nomination documentation subject to the following exceptions, exclusions, or amendments, notwithstanding the National Park Service certification included in the nomination documentation.

  
\_\_\_\_\_  
Signature of the Keeper

7/11/03  
\_\_\_\_\_  
Date of Action

=====

Amended Items in Nomination:

**Significance:**

*Social History* is deleted as an area of significance.

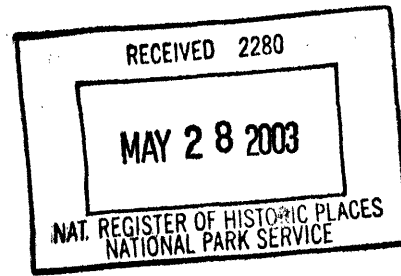
[Areas of significance should relate directly to the themes or patterns in local history with which the property is associated, rather than general categories like "local history" or "social history."]

These revisions were confirmed with the UT SHPO office.

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**DISTRIBUTION:**

- National Register property file
- Nominating Authority (without nomination attachment)

United States Department of the Interior  
National Park Service



639

National Register of Historic Places  
Registration Form

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in *How to Complete the National Register of Historic Places Registration Form* (National Register Bulletin 16A). Complete each item by marking "X" in the appropriate box or by entering the information requested. If an item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions. Place additional entries and narrative items on continuation sheets (NPS Form 10-900a). Use a typewriter, word processor, or computer, to complete all items.

1. Name of Property

historic name Utah State Liquor Agency #22

other name/site number Kitchen Cabinet Shop, Mrs. Al's Ice Cream, Rudy's Key and Repair Service

2. Location

street & town 1983 South 1100 East  not for publication

city or town Salt Lake City  vicinity

state Utah code UT county Salt Lake code 035 zip code 84106

3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act, as amended, I hereby certify that this  nomination  request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60. In my opinion, the property  meets  does not meet the National Register criteria. I recommend that this property be considered significant  nationally  statewide  locally. ( See continuation sheet for additional comments.)

[Signature] SHAD 4/11/03  
Signature of certifying official/Title Date

Utah Division of State History, Office of Historic Preservation  
State or Federal agency and bureau

In my opinion, the property  meets  does not meet the National Register criteria. ( See continuation sheet for additional comments.)

\_\_\_\_\_  
Signature of certifying official/Title Date

\_\_\_\_\_  
State or Federal agency and bureau

4. National Park Service Certification

I hereby certify that the property is:

- entered in the National Register.
  - See continuation sheet.
- determined eligible for the National Register
  - See continuation sheet.
- determined not eligible for the National Register.
- removed from the National Register.
- other, (explain:)

[Signature] 7/11/03  
Signature of the Keeper Date of Action

**5. Classification**

**Ownership of Property**  
(check as many boxes as apply)

**Category of Property**  
(check only one box)

**Number of Resources within Property**  
(Do not include previously listed resources in the count.)

- private
- public-local
- public-State
- public-Federal

- building(s)
- district
- site
- structure
- object

Contributing	Noncontributing	
2	2	buildings
		sites
		structures
		objects
2	2	Total

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

**Number of contributing resources previously listed in the National Register**

Sugar House Business District Multiple Resource Area

N/A

**6. Function or Use**

**Historic Function**  
(Enter categories from instructions)

COMMERCE/TRADE: Specialty store (liquor store)

**Current Function**  
(Enter categories from instructions)

INDUSTRY/PROCESSING/EXTRACTION:  
Manufacturing facility

**7. Description**

**Architectural Classification**  
(Enter categories from instructions)

LATE 19TH AND EARLY 20TH CENTURY AMERICAN  
MOVEMENTS: Commercial Style

**Materials**  
(Enter categories from instructions)

foundation CONCRETE  
walls BRICK  
CONCRETE  
roof ASPHALT (built-up)  
other

**Narrative Description**

(Describe the historic and current condition of the property on one or more continuation sheets.)

See continuation sheet(s) for Section No. 7

Utah State Liquor Agency #22  
Name of Property

Salt Lake City, Salt Lake County, Utah  
City, County and State

**8. Description**

**Applicable National Register Criteria**

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

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

**Criteria Considerations**

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

Property is:

- A** owned by a religious institution or used for religious purposes.
- B** removed from its original location.
- C** a birthplace or grave.
- D** a cemetery.
- E** a reconstructed building, object, or structure.
- F** a commemorative property.
- G** less than 50 years of age or achieved significance within the past 50 years.

**Narrative Statement of Significance**

(Explain the significance of the property on one or more continuation sheets.)

**9. Major Bibliographical References**

**Bibliography**

(Cite the books, articles, and other sources used in preparing this form on one or more continuation sheets.)

**Previous documentation on file (NPS):**

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

**Areas of Significance**

(enter categories from instructions)

COMMERCE \_\_\_\_\_

SOCIAL HISTORY \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

**Period of Significance**

1945-1953 \_\_\_\_\_

\_\_\_\_\_

**Significant Dates**

1945 \_\_\_\_\_

\_\_\_\_\_

**Significant Persons**

(Complete if Criterion B is marked above)

N/A \_\_\_\_\_

**Cultural Affiliation**

N/A \_\_\_\_\_

\_\_\_\_\_

**Architect/Builder**

Gibbons & Reed, contractors \_\_\_\_\_

\_\_\_\_\_

See continuation sheet(s) for Section No. 8

**Primary location of additional data:**

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

\_\_\_\_\_

See continuation sheet(s) for Section No. 9

**10. Geographical Data**

**Acreage of Property** 0.21 acres

**UTM References**

(Place additional boundaries of the property on a continuation sheet.)

1 1/2 4/2/7/4/8/0 4/5/0/8/7/2/0  
Zone Easting Northing

2 / / / / / / / / / / /  
Zone Easting Northing

3 / / / / / / / / / / /  
Zone Easting Northing

4 / / / / / / / / / / /  
Zone Easting Northing

**Verbal Boundary Description**

(Describe the boundaries of the property.)

COM 43.8 FT S FR NW COR LOT 3, BLK 1A, 5 AC PLAT A, BIG FIELD SURVEY; N 45.55 FT E'LY 165 FT TO A PT 0.3 FT N OF N LINE OF SD LOT 3; S 0.3 FT; E 34.5 FT; S 45.5 FT; W'LY 199 FT M OR L TO BEG.

Property Tax No. 16-17-457-009-0000

**Boundary Justification**

(Explain why the boundaries were selected.)

The boundaries are those that were historically and continue to be associated with the building.

See continuation sheet(s) for Section No. 10

**11. Form Prepared By**

name/title Beatrice Lufkin, Historic Preservation Consultant  
organization \_\_\_\_\_ date March 28, 2003  
street & number 1460 Harrison Avenue telephone 801-583-8249  
city or town Salt Lake City state UT zip code 84105

**Additional Documentation**

Submit the following items with the completed form:

**Continuation Sheets**

**Maps** A **USGS map** (7.5 or 15 minute series) indicating the property's location.  
A **Sketch map** for historic districts and properties having large acreage or numerous resources.

**Photographs:** Representative **black and white photographs** of the property.

**Additional items:** (Check with the SHPO or FPO for any additional items)

**Property Owner**

name/title Douglas W. Jones  
street & number P.O. Box 58291 telephone \_\_\_\_\_  
city or town Salt Lake City state UT zip code 84158

**Paperwork Reduction Act Statement:** This information is being collected for applications to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C. 470 *et seq.*).

**Estimated Burden Statement:** Public reporting burden for this form is estimated to average 18.1 hours per response including time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Chief, Administrative Services Division, National Park Service, P.O. Box 37127, Washington, DC 20013-7127; and the Office of Management and Budget, Paperwork Reductions Projects (1024-0018), Washington, DC 20503.

## National Register of Historic Places Continuation Sheet

Section No. 7 Page 1

Utah State Liquor Agency #22 Building, Salt Lake City, Salt Lake County, UT

### Narrative Description

The Utah State Liquor Agency #22 Building is a striated red brick, single-story one-part block commercial building located on 1100 East street near the center of the Sugar House business district, one block from the intersection with 2100 South. It was constructed in 1945 as a storefront addition to a c. 1896 brick house at the rear and further modified in 1966. The building is rectangular with the narrow end as its street façade. The primary façade (west elevation) abuts the sidewalk with no setback, as is typical of commercial buildings in the Sugar House area. Walls are constructed of concrete block with a veneer of striated brick laid in a stretcher bond with flush mortar on the façade. A driveway extends along the north side of the building to the garage and storage buildings at the rear.

The façade of the Utah State Liquor Agency #22 Building is simple with very little ornament, a flat roof, and smooth wall surfaces. There are five openings in the façade: three plate glass windows with wooden sash and two wooden entrance doors with glass inserts. Only the north door is currently being used. The inset sign panel above the windows is framed by a projecting course of brick headers. The sign panel is asymmetrical in that there is a vertical section of raised headers on the south and not on the north. The windowsills on all elevations are obliquely set header bricks. The twelve-inch parapet has ceramic tile coping and conceals the flat roof.

The north elevation reveals the concrete block construction of the building and has three metal sash slider windows towards the rear half of the building. The rear (east) elevation has three openings: a barred metal sash slider window to the north, a central metal entrance door, and another metal sash window to the south. The south elevation adjoins the building next door and is not visible.

In 1966 the brick house to the rear was demolished and the rear of the building extended to form the current rectangular shape. The building extends back for sixty-four feet and has a thirty-seven foot frontage on the sidewalk. The space is open on the interior and the present tenant utilizes the entire building.

A c. 1945<sup>1</sup> concrete block 16' x 20' gable-roofed garage and an adjacent c. 1967<sup>2</sup> concrete block flat-roofed warehouse/storage building are connected by a flat-roofed storage building, c. 1979, all three located behind the parking lot at the rear of the main building. The 1967 warehouse<sup>3</sup> extends from the lot line on the south to the lot line on the north. The garage is built within the historic period and is included in the current National Register nomination as a contributing outbuilding. The two storage/warehouse buildings were not built within the historic period and are thus non-contributing.

The exterior façade of the building has been relatively unaltered since its construction in 1945 and retains its historic integrity. It is a contributing building to the historic character of the Sugar House business district.

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<sup>1</sup> 1957 Salt Lake County Tax Assessor records.

<sup>2</sup> 1975 Salt Lake County Tax Assessor records.

<sup>3</sup> Salt Lake County Tax Assessor records refer to the building as a dairy in 1967. The Sanborn map in 1969 labels it a warehouse.

## National Register of Historic Places Continuation Sheet

Section No. 8 Page 1

Utah State Liquor Agency #22 Building, Salt Lake City, Salt Lake County, UT

### Narrative Statement of Significance

The red brick Utah State Liquor Agency #22 Building, built in 1945 as an addition to a c. 1896 house (now demolished) is significant under Criterion A for its association with the development of the Sugar House business area in the 1940s following World War II. It also exemplifies the neighborhood transition in Sugar House from turn-of-the-century residential buildings to small commercial buildings. The original c.1896 house at had a retail storefront added in 1945 to become a combination of a residence, at the rear, and a retail shop, at the front. In 1966 the house at the rear was demolished and the commercial building extended to the rear. The building has housed small, locally owned businesses since its initial construction. It typifies the scale and massing of the surrounding one-story commercial buildings, and is one of the few that retains its historic integrity. The Utah State Liquor Agency #22 Building is being nominated under the "A City Within A City: 1910-1954" context of the *Sugar House Business District Multiple Resource Area* multiple property submission.

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### History of Sugar House District

The settlement of the area later known as Sugar House began in 1848; the year after the Mormon (LDS or Church of Jesus Christ of the Latter-day Saints) pioneers entered the Salt Lake valley in 1847. Sugar House is four and a half miles southeast of the downtown area of Salt Lake City and located on land that was initially set apart for agricultural use in what was known as the Big Field Survey. Unlike most other early Utah Mormon communities, Sugar House was not a planned town but a settlement that grew in response to industrial and later transportation needs and opportunities. It was initially known as Canyon (or Kanyon) Creek from the stream that came through the area from the canyon directly to the east.<sup>4</sup> The creek was important in the development of Sugar House as it provided water for early settlement and agriculture and later powered the machinery for the early mill-related industries.

During the historic period, Sugar House changed from its beginnings as an early industrial center based on the waterpower of Parley's Creek to a commercial center for the population living in the southeast section of Salt Lake City. Transportation connections were important in the growth and development of Sugar House. Streetcar access on 900 and 1100 East made it possible to live in the outlying areas, such as Sugar House, and get rapidly to and from work in downtown Salt Lake City. Railroad connections helped the commercial center expand by directing passengers and freight through Sugar House. The major street in Sugar House, 2100 South, was part of the nation-spanning Lincoln Highway and later interstate U.S. 40. It was a major east-west road across the United States and routed traffic through the Sugar House business district. By the end of World War II Sugar House was modernizing its business center, removing the last of its streetcar tracks and planning for new shopping centers.

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<sup>4</sup> Now known as Parley's Canyon and Parley's Creek after Parley C. Pratt, an early LDS leader.

## National Register of Historic Places Continuation Sheet

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Utah State Liquor Agency #22 Building, Salt Lake City, Salt Lake County, UT

### Building History

Margaret Hedges Bradford purchased a c. 1896 four-room brick Victorian eclectic central-block-with-projecting-bay type house with a frame porch at 1983 South 1100 East in 1905. In 1919 after returning from serving in World War I, L. James Bradford, Margaret's husband, took out a building permit to construct a brick house to live in with his family on this site. That house was apparently never built<sup>5</sup> and the Bradfords lived in the c. 1896 house that Margaret purchased. Bradford was a foreman for the Utah Electric Motor Equipment Company and their son, Lionel J., worked as an electrician while all three were living in the house in 1920. After L. James death in 1923, Margaret married T. B. Noall. Margaret Hedges Bradford Noall was born in 1858 in England, a daughter of Robert Joseph and Elizabeth Robbins Cooper Hedges. She came to the United States as a convert to the Church of Jesus Christ of the Latter-day Saints (LDS or Mormon) in 1883, settling in Utah. She died in 1935 after becoming a widow for the second time. Her son, Lionel J. Bradford, was born in Salt Lake City in 1893 and married Lottie Stokes in 1913, also in Salt Lake City. He practiced law for eighteen years in Salt Lake City and at the time of his death in 1947 was supervisor for the Veteran's Administration training office. He managed the property after his mother's death until it was sold in 1939 to S. A. Erskine and his wife, Erma J.

The Erskines lived and worked in Sugar House and were active in the community. Sidney Archibald was born in Salt Lake City in 1892 to Peter and Phoebe Erskine. He was a plumber with his plumbing business across the street at 1992 South 1100 East. He was affiliated with the Royal Order of Moose and also served as the state plumbing examiner. He and Erma married in 1914 in Salt Lake City. Erma was born in 1895 in Brigham City, Utah, to Lorenzo and Hattie Mortensen Jensen. She was active in Sugar House civic affairs, serving as president of the Business and Professional Women of Sugar House as well as various religious positions with the Sugar House LDS Ward and the South Edgehill LDS Ward. She was a member of the Daughters of the Utah Pioneers as well as the Ladies of Moose before her death in 1964. S.A. Erskine died in 1968.

James C. and Leith W. Allen purchased the property in 1945 and built the brick storefront 24' x 37' addition to the existing c. 1896<sup>6</sup> brick house as well as a small concrete block 16' x 20' garage to the east. Gibbons and Reed were the contractors for the \$3,000 project.<sup>7</sup> The Allens lived in the house at the rear and ran the retail liquor operation, State Liquor Agency #22, in the new front shop area. James C. Allen had been one of the three Commissioners of the Utah State Liquor Commission during World War II from 1940 to 1944. James Carson Allen was born in 1884 in Cove, Utah, son of James Carson and Betsy Lowe Allen. He graduated from Brigham Young College in 1905 after attending school in Logan. He was involved in newspaper publishing in Logan as manager of the *Logan Republican*, editor of the *Logan Journal* and involved in organizing the *Cache American Newspaper*. In 1935 he married Leith Westover. She was born in 1897 in Mendon, Cache County, to John Henry and Mary Jane Lallis Westover. The liquor agency occupied the space through 1949. By 1952 James and Leith Allen moved to another house and he began a career in real estate. They rented both the

<sup>5</sup> The footprint of the house on the 1911 Sanborn map is the same as it is on the 1951 Sanborn map (with the exception of the storefront addition).

<sup>6</sup> 1957 Salt Lake County Tax Assessor records.

<sup>7</sup> Salt Lake City Building permit # 3733.



## National Register of Historic Places Continuation Sheet

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Utah State Liquor Agency #22 Building, Salt Lake City, Salt Lake County, UT

commercial space in front to two separate tenants as well as the house to the rear. He died in 1954 and she died in 1966.

After the liquor agency, the storefront had a single tenant, the Kitchen Cabinet Shop in 1951. The next year the space was subdivided and two businesses occupied the space in 1952: Rudolf E. Halin established Rudy's Key and Repair Service at the 1983 entrance and Mrs. Al's Ice Cream at 1985, to the south. The 1985 entrance housed professional offices for F. Kenneth Fechser, Chiropractor. The chiropractor's office and Rudy's Key and Repair Service both remained until 1966 when the building was sold to Clinton H. Withers.

Soon after purchasing the property in 1966, Clinton Withers demolished the house in back and extended the main building further to the rear, making the building 64' deep with a 37' street frontage. Also at this time the warehouse/dairy concrete block building at the rear of the lot was constructed (1966). The Intermountain Book Store used the entire retail space of the front building from 1967 to the mid-1980s when the current tenant, Midwest Optical, moved into the space and set up an optical lens manufacturing operation. The current owner, Douglas Jones, purchased the property in 1999.

### Alcohol Regulation in Utah

Alcohol usage was a complex issue for members of the Mormon Church in the nineteenth century. Joseph Smith, the founder of the church, in 1833 stated in the Word of Wisdom<sup>8</sup> that strong drinks (alcohol), hot drinks,<sup>9</sup> and tobacco were not good for man and should be avoided. Faithful members of the Mormon Church were required to pledge that they would observe the Word of Wisdom. However, it was not uniformly followed and alcohol usage was not unknown among the faithful.<sup>10</sup>

Fees and taxes related to alcohol consumption were a good source of revenue to the early Utah pioneers. In territorial days local governments handled the licensing and control of liquor. In 1850 Salt Lake City imposed a 50% tax on "spirituous liquors." The city later licensed establishments to sell beer and liquor as well as directly operated a distillery. By the mid-1860s Salt Lake City was deriving half of its revenues from liquor-related taxes: a liquor store, the distillery, and licensing of establishments for the sale of liquor.<sup>11</sup> License fees were very high in territorial days, \$1,200 per year in Salt Lake City in 1882. In 1891 W.C.A. Smoot, an early Sugar House landholder and the second mayor of Salt Lake City, leased some of his land and a new building on 1100 East in Sugar House for a saloon at a leasing fee of \$7,200 for 6 years.<sup>12</sup> The saloon was across the street from where the Utah State Liquor Agency #22 building would be constructed fifty-four years later.<sup>13</sup> The cost of

<sup>8</sup> *Doctrine and Covenants*, Section 89.

<sup>9</sup> Not initially specified but later interpreted to mean tea and coffee.

<sup>10</sup> Leonard J. Arrington. *Great Basin Kingdom: Economic History of the Latter-Day Saints, 1830-1900*. (Lincoln: University of Nebraska Press, 1958), p. 250.

<sup>11</sup> Thomas G. Alexander, and James B. Allen. *Mormons and Gentiles, A History of Salt Lake City*. Vol. V, The Western Urban History Series. (Boulder, Colorado: Pruett Publishing Co., 1984), 56.

<sup>12</sup> Salt Lake County Title Abstract books.

<sup>13</sup> W.C.A. Smoot's son, Albert C. Smoot, discusses the saloon in his memoirs.

## National Register of Historic Places Continuation Sheet

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Utah State Liquor Agency #22 Building, Salt Lake City, Salt Lake County, UT

local licenses in the city was reduced to \$400 in 1898. Even after statehood there were still very few statewide liquor laws as each local government regulated liquor within its borders.

On August 1, 1917, the Utah legislature passed a bill prohibiting the sale or consumption of liquor within the state of Utah. Consumption of alcohol was therefore forbidden in Utah with a few exceptions for medical or research purposes. Two years later, in 1919, the population of Utah also voted in support of the Eighteenth Amendment to the U.S. Constitution that prohibited the sale or consumption of alcohol nationwide. Ironically, on the centennial of the promulgation of the Word of Wisdom in 1933 advising LDS members against the use of alcohol, the state of Utah overwhelmingly voted to rescind the Utah law prohibiting the consumption of alcohol within the borders of the state and to approve the Twenty-first Amendment to the U.S. Constitution which repealed the earlier Eighteenth Amendment prohibiting the sale of alcohol nationwide.

The Utah Liquor Control Act of 1935 adopted a statewide liquor control system. A three member, full-time, State Liquor Control Commission was set up to deal with the role of the state as sole retailer and warehouse of liquor within the borders of the state. Two types of liquor outlets were set up: liquor stores and state agencies. A liquor store is owned and operated by the state using state employees in a facility owned or leased by the state. An agency is a retail liquor outlet operating under contract with the state in property owned or leased by a private individual. James Allen, an ex-State Liquor Commissioner, owned and operated a business at 1983 South 1100 East as a State Liquor Agency (#22) under contract with the state. The year before State Liquor Agency # 22 opened, a liquor store (#17) was operating less than a block away at 2041 South 1100 East.<sup>14</sup>

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<sup>14</sup> 1940 Polk Salt Lake City Directory.

## National Register of Historic Places Continuation Sheet

Section No. 9 Page 1

Utah State Liquor Agency #22 Building, Salt Lake City, Salt Lake County, UT

### Bibliography

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## National Register of Historic Places Continuation Sheet

Section No. PHOTOS Page 1

Utah State Liquor Agency #22 Building, Salt Lake City, Salt Lake County, UT

### Common Label Information:

1. Utah State Liquor Agency #22 Building
2. Salt Lake City, Salt Lake County, Utah
3. Photographer: B. Lufkin
4. Date: August 2002
5. Negatives on file at Utah SHPO.

### Photo No. 1:

6. West elevation of building. Camera facing northeast.

### Photo No. 2:

6. North and west elevations of building. Camera facing southeast.

### Photo No. 3:

6. East and north elevations of building. Camera facing southwest.

### Photo No. 5:

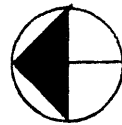
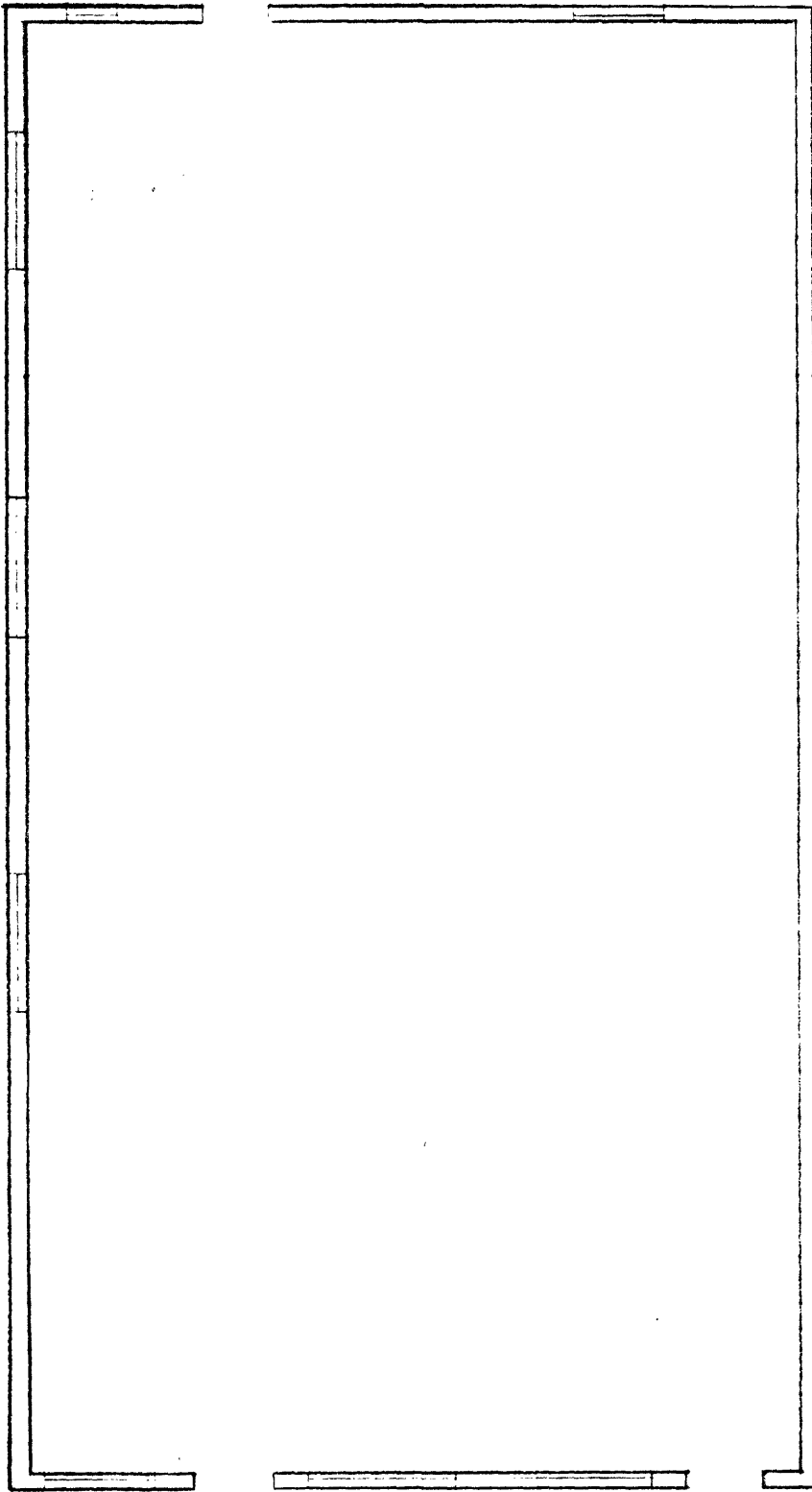
6. West elevation of building (detail). Camera facing southeast.

### Photo No. 4:

6. East elevation of outbuilding. Camera facing west.

### Photo No. 6

6. West elevation of outbuilding. Camera facing west.



0 5 10

Utah State Liquor Agency #22  
1983 S. 1100 East  
Salt Lake City, Utah

B. Lufkin  
9/2002