Form 10-300
(Rev. 6-72)

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

NATIONAL REGISTER OF HISTORIC PLACES INVENTORY – NOMINATION FORM

(Type all entries – complete applicable sections)

STATE: Utah
COUNTY: Salt Lake
FOR NPS USE ONLY
ENTRY DATE

SEE INSTRUCTIONS

1. NAME

COMMON: Council Hall
AND/OR HISTORIC: Old City Hall

2. LOCATION

STREET AND NUMBER: Capitol Hill at head of State Street
CITY OR TOWN: Salt Lake City
CONGRESSIONAL DISTRICT: 2
STATE: Utah — CODE:
COUNTY: Salt Lake — CODE:

3. CLASSIFICATION

CATEGORY (Check One)	OWNERSHIP		STATUS	ACCESSIBLE TO THE PUBLIC
☐ District ☒ Building	☒ Public	Public Acquisition:	☒ Occupied	Yes:
☐ Site ☐ Structure	☐ Private	☐ In Process	☐ Unoccupied	☒ Restricted
☐ Object	☐ Both	☐ Being Considered	☐ Preservation work in progress	☐ Unrestricted
				☐ No

PRESENT USE *(Check One or More as Appropriate)*

☐ Agricultural	☒ Government	☐ Park	☐ Transportation	☐ Comments
☐ Commercial	☐ Industrial	☐ Private Residence	☒ Other *(Specify)*	
☐ Educational	☐ Military	☐ Religious	Office space for	
☐ Entertainment	☒ Museum	☐ Scientific	Utah Travel Council	

4. OWNER OF PROPERTY

OWNER'S NAME: State of Utah
STREET AND NUMBER: Capitol Building
CITY OR TOWN: Salt Lake City
STATE: Utah — CODE:

5. LOCATION OF LEGAL DESCRIPTION

COURTHOUSE, REGISTRY OF DEEDS, ETC: City and County Building
STREET AND NUMBER: 451 Washington Square
CITY OR TOWN: Salt Lake City
STATE: Utah — CODE:

6. REPRESENTATION IN EXISTING SURVEYS

TITLE OF SURVEY: Utah Historic Sites Survey; National Register
DATE OF SURVEY: 1969; 1970 ☒ Federal ☒ State ☐ County ☐ Local
DEPOSITORY FOR SURVEY RECORDS: Utah Historical Society; National Register of Historic Places
STREET AND NUMBER: 603 East South Temple; 1100 L Street, N.W.
CITY OR TOWN: Salt Lake City; Washington
STATE: Utah, D.C. — CODE:

FOR NPS USE ONLY
ENTRY NUMBER
DATE

7. DESCRIPTION

CONDITION	(Check One)					
	☒ Excellent	☐ Good	☐ Fair	☐ Deteriorated	☐ Ruins	☐ Unexposed
	(Check One)		(Check One)			
	☒ Altered	☐ Unaltered	☒ Moved	☐ Original Site		

DESCRIBE THE PRESENT AND ORIGINAL *(if known)* PHYSICAL APPEARANCE

Architect William H. Folsom designed Council Hall for use as a municipal government building. Construction began at the corner of First South and State Streets in 1864 and reached completion in 1866. From then until 1894 the structure provided office space for Salt Lake City officials and served as Utah's Territorial Capitol as well. City police enjoyed exclusive use of the hall from the mid 1890's until 1915, when it became the home of the municipal Board of Health.

In 1948 David O. McKay, President of the Church of Jesus Christ of Latter-Day Saints, guided development of plans to restore the building. The church secured land directly across from the State Capitol and furnished approximately $300,000 to finance movement of Council Hall about 1 mile to the new site. Architect Edward O. Anderson supervised the dismantling and restoration work in 1961-1962. Presently the building is the home of the Utah Travel Council.

Elegantly designed, Council Hall is a 60-foot-square, 2-story structure of randomly laid red sandstone and contrasting white woodwork. It is seven bays wide and five bays deep. On the lower front facade, there are six stationary, 30-pane windows and a centrally located double door flanked by side lights. On the upper level, immediately above the main entrance, double glass doors open onto a small balustraded balcony, which is supported by pendant-ornamented brackets. The six upper level windows are 12-over-12 sash, and each is topped by a broken pediment of stone. Side and rear windows are 12-over-12 sash too, but they are topped by smooth sandstone lintels.

A three-part wooden entablature extends around the top of Council Hall, and scroll brackets support the cornice and a railing. An octagon-shaped cupola with a square, balustraded base sits astride the copper-covered hip roof. The cupola dome and small spire are copper also. Two interior metal chimneys pierce the roof near the northeast and southwest corners.

Inside the building a 10-foot-wide central hall runs the length of the first story. Large paneled doors with transoms and shouldered architrave trim lead into a visitor information center and a storage room on the left and a period room and a conference area on the right. Four-inch-wide oak planks with simulated wooden pegs cover the floors throughout. Walls and ceilings are finished in plaster and painted variously in white, yellow, green, blue, and pink.

(continued)

SEE INSTRUCTIONS

8. SIGNIFICANCE

PERIOD *(Check One or More as Appropriate)*

- ☐ Pre-Columbian
- ☐ 15th Century
- ☐ 16th Century
- ☐ 17th Century
- ☐ 18th Century
- ☒ 19th Century
- ☐ 20th Century

SPECIFIC DATE(S) *(If Applicable and Known)* 1864-1896

AREAS OF SIGNIFICANCE *(Check One or More as Appropriate)*

- ☐ Aboriginal
- ☐ Prehistoric
- ☐ Historic
- ☐ Agriculture
- ☐ Architecture
- ☐ Art
- ☐ Commerce
- ☐ Communications
- ☐ Conservation
- ☐ Education
- ☐ Engineering
- ☐ Industry
- ☐ Invention
- ☐ Landscape Architecture
- ☐ Literature
- ☐ Military
- ☐ Music
- ☒ Political
- ☐ Religion/Philosophy
- ☐ Science
- ☐ Sculpture
- ☐ Social/Humanitarian
- ☐ Theater
- ☐ Transportation
- ☐ Urban Planning
- ☐ Other *(Specify)* _____

STATEMENT OF SIGNIFICANCE

Erected between 1864 and 1866 to house Salt Lake City's governmental offices, Council Hall served both as a municipal building and the Utah Territorial Capitol until 1894. Today it is an impressive reminder of what historian Howard Roberts Lamar has characterized appropriately as "perhaps the most turbulent and unusual" experience "in the history of the American territorial system."[1] Between 1850 and 1890 Utah exhibited few of the political, legal, and economic customs normally found in a developing frontier community. The theocratic territory rejected public schools, Federal land policy, the two-party system, parts of the common law, and the primacy of civil courts. Consequently the National Government departed from its usual territorial policy and adopted special measures to reconstruct Utah's political and social institutions. In 1857-1858 President James Buchanan sent a military expedition to the desert territory to force the Mormons to cooperate with Federal officials, and between 1862 and 1887, Congress enacted a series of laws banning polygamy, reforming Utah's judicial system, dissolving the Nauvoo Legion, and establishing a commission to supervise Utah voter registration and elections. Only once before, in the defeated South after the Civil War, had the U.S. Government found it necessary to interfere so drastically in the local affairs of a community or region.

Because the Territorial Governor, the Mormon-dominated legislature, and Salt Lake City municipal officials shared Council Hall, much of the struggle for political control of Utah took place in the 60-foot-square, 2-story, red sandstone building. Originally it stood on the corner of First South and State Streets, but in 1961-1962, with funds supplied by the Church of Jesus Christ of Latter-Day Saints, the structure was dismantled and moved to the present location immediately south of the State capitol. Today the Utah Travel Council occupies the beautifully restored hall.

(continued)

[1] Howard Roberts Lamar, The Far Southwest, 1846-1912: A Territorial History (New Haven, 1966), 409.

SEE INSTRUCTIONS

9. MAJOR BIBLIOGRAPHICAL REFERENCES

Arrington, Leonard J., Great Basin Kingdom: An Economic History of the Latter-Day Saints, 1830-1900 (Cambridge, 1958).

Furniss, Norman L., The Mormon Conflict, 1850-1859 (New Haven, 1960).

Lamar, Howard Roberts, The Far Southwest, 1846-1912; A Territorial History (New Haven, 1966).

Utah Travel Council, "A Guide to Council Hall in Salt Lake City" (Salt Lake City, n.d.).

10. GEOGRAPHICAL DATA

LATITUDE AND LONGITUDE COORDINATES DEFINING A RECTANGLE LOCATING THE PROPERTY							OR	LATITUDE AND LONGITUDE COORDINATES DEFINING THE CENTER POINT OF A PROPERTY OF LESS THAN TEN ACRES					
CORNER	LATITUDE			LONGITUDE				LATITUDE			LONGITUDE		
	Degrees	Minutes	Seconds	Degrees	Minutes	Seconds		Degrees	Minutes	Seconds	Degrees	Minutes	Seconds
NW	°	'	"	°	'	"		40°	46'	32"	111°	53'	13"
NE	°	'	"	°	'	"							
SE	°	'	"	°	'	"							
SW	°	'	"	°	'	"							

APPROXIMATE ACREAGE OF NOMINATED PROPERTY: circa 1 acre

LIST ALL STATES AND COUNTIES FOR PROPERTIES OVERLAPPING STATE OR COUNTY BOUNDARIES

STATE:	CODE	COUNTY	CODE
STATE:	CODE	COUNTY:	CODE
STATE:	CODE	COUNTY:	CODE
STATE:	CODE	COUNTY:	CODE

11. FORM PREPARED BY

NAME AND TITLE:
George R. Adams, Managing Editor

ORGANIZATION: American Association for State and Local History

DATE: June 1, 1974

STREET AND NUMBER: 1315 Eighth Avenue South

CITY OR TOWN: Nashville

STATE: Tennessee

CODE:

12. STATE LIAISON OFFICER CERTIFICATION

As the designated State Liaison Officer for the National Historic Preservation Act of 1966 (Public Law 89-665), I hereby nominate this property for inclusion in the National Register and certify that it has been evaluated according to the criteria and procedures set forth by the National Park Service. The recommended level of significance of this nomination is:

National ☐ State ☐ Local ☐

Name _____

Title _____

Date _____

NATIONAL REGISTER VERIFICATION

I hereby certify that this property is included in the National Register.

_____

Director, Office of Archeology and Historic Preservation

Date _____

ATTEST:

_____

Keeper of The National Register

Date _____

SEE INSTRUCTIONS

194.

☆ U.S. GOVERNMENT PRINTING OFFICE : 1973—729-147/1442 3-1

7. Description (cont'd.)

A dog-leg stair with turned balusters leads from the corridor to the upper story, where there are two offices, a large courtroom, and the council room. The latter measures about 35 by 45 feet, contains period furniture, and features an elaborate plaster cornice. Adjacent to this room is the original mayor's office, which is furnished with period pieces too.

Structurally the restored Council Hall differs from the initial building in only two major respects. A small basement has been added for additional storage space, and a sawed sandstone apron has been constructed around the exterior.

GPO 921-724

8. Significance (cont'd.)

History

Members of the Church of Jesus Christ of Latter-Day Saints began fleeing from persecution in the East and settling in Utah in 1847. Under the leadership of Brigham Young, they soon transformed much of the Great Basin into green farmland and formed their own body politic, the State of Deseret. In 1850 Congress designated the area Utah Territory, and President Millard Fillmore named Young as Governor. Unfortunately, most of the President's other Utah appointees were political hacks who neither understood nor sympathized with Mormonism.

Young had no intention of allowing outsiders to disrupt the Saints' theocratic society. Accordingly, before the non-Mormon appointees arrived, the Governor put the machinery of territorial government in motion. He convened the legislature and called for immediate election of a delegate to Congress, and as ex officio Superintendent of Indian Affairs, he exerted full control over all Indian business. In addition the all-Mormon legislature empowered probate judges to hear criminal and civil cases handled usually in Federal courts. Through these and similar measures, Young exercised almost absolute rule in Utah from 1851 to 1858. The territory's frustrated Federal officials protested to Washington but received little satisfaction.

Meanwhile, a combination of events, both in Salt Lake City and the National Capital, made it impossible for Fillmore's successor, James Buchanan, to ignore the Utah problems. In 1852 Young had announced publicly that Mormons believed in and practiced the doctrine of plural wives. For a time this belief received little notice outside Utah, but gradually other Americans became aware of it. Most considered the idea barbaric, and in 1856 the newly formed Republican Party promised to abolish polygamy as well as slavery.

During this same year the struggle for judicial supremacy in Utah worsened. A series of natural disasters and economic failures had befallen the Mormons in recent months, and to supplement their incomes, numerous Saints began to accept jury duty and volunteer as witnesses in Federal courts. After Young deplored this cooperation from the pulpit, the Mormons launched into a fervant reformation to weed out the weak among them. This agitated relations with Federal officials still further. Fights erupted in courtrooms, and the surveyor

(continued)

GPO 921-724

8. Significance (cont'd.)

general and an Indian agent reported that they could not perform their duties because Utah was in a state of rebellion.

Due to the slavery crisis and the related issue of States rights, Buchanan was reluctant to interfere in Utah. On the other hand, he felt it necessary to remind the Mormons that they remained under American rule. Therefore in 1857 the President dispatched 2,500 troops, one-sixth of the entire U.S. Army, to restore Federal supremacy in the recalcitrant territory. The task proved difficult, for short of engaging U.S. troops in battle, the Saints used every means available to delay military occupation of their desert haven. Eventually, after the passage of almost a year and the expenditure of an estimated $15,000,000, the Army forced Young to acquiesce. Buchanan appointed a new Governor, Alfred W. Cumming, and Federal soldiers remained in the territory.

Although the military conflict ended, Mormons did not cease their opposition to Federal authority. Still dominating the legislature, they enlarged the jurisdiction of probate courts, passed laws to prevent the inclusion of Utah land in the public domain, and continued to levy taxes for the support of church schools and the Nauvoo Legion, a church militia. From time to time, various Governors and judges revived public debate on these issues, but none of them created as much controversy as polygamy.

The first significant Federal attack against the doctrine of plural wives came in 1862. After failing in two earlier attempts, Representative Justin R. Morrill of Vermont secured congressional approval of a bill subjecting polygamists to a $500 fine and up to 5 years imprisonment. The Morrill Act proved ineffective, however, because local probate courts refused to hear polygamy cases and because President Abraham Lincoln's administration was preoccupied with the more pressing problem of civil war. During the next decade, several Congressmen introduced stronger antipolygamy measures, but they did not pass.

By 1873 the issue had gained national attention again, and this time the legal battle centered on Utah's judicial system. With enactment of the Poland Bill in 1874, Congress

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8. Significance (cont'd.)

increased the responsibilities and powers of the U.S. marshal in the territory and required all juries there to be half-Gentile and half-Mormon. These provisions placed the first effective limitations on Utah probate courts, but the Saints continued to practice polygamy. Consequently non-Mormons pressed for more stringent legislation. Particularly vociferous were lawyers and Federal appointees who found their personal economic and political ambitions frustrated by Mormon cooperatives and the extension of suffrage to church women.

A persistent anti-Mormon press in the East and a disputed Utah delegate election in 1880 revived congressional interest in the territory. Drawing upon the precedent of regulatory measures directed at the defeated South after the Civil War, the National Legislature moved to reconstruct Utah's political and social institutions. In the Edmunds Bill of 1882, Congress reaffirmed the earlier Morrill Act, denied polygamists the right to vote and hold public office, and created a five-man Utah Commission to supervise voter registration and elections. During the next 4 years, Federal courts heard a record number of polygamy cases, while the Utah Commission interviewed thousands of voters. In 1887 the Edmunds-Tucker Act dealt a final blow to the Mormon theocracy. This statute limited Utah's probate courts to estate and guardianship cases, provided that probate judges be appointed by the President, required Utah voters to take a qualifying oath, dissolved the LDS Church as an incorporated body, and broke up the Perpetual Emigrating Company and the Nauvoo Legion.

Under the threat of still other restrictive legislation, the church agreed in 1890 to forbid plural marriage. In addition it disbanded the Mormon political organization or People's Party. Congress passed the Utah Enabling Act in 1892, and 4 years later the territory became the 45th American State.

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