

**VOLUME I
FINAL REPORT**

City of Phoenix
Historical/Architectural Survey of
City-Owned Properties



CITY OF PHOENIX

Prepared For:

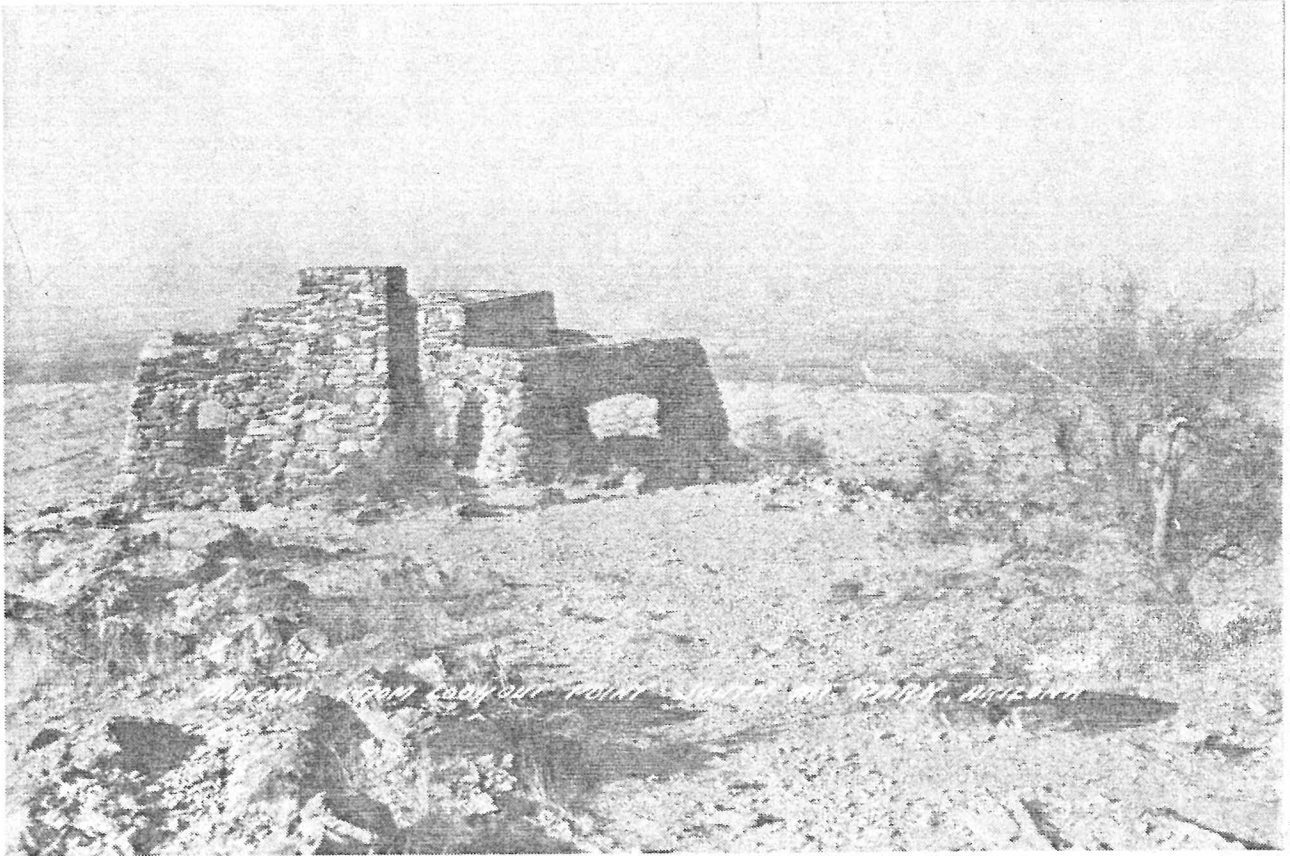
The City of Phoenix
Planning Department
125 E. Washington
Phoenix, Arizona

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The Lookout at South Mountain Park, ca. 1938.
State Library, Archives and Public Records Photo

Summary .

In an effort to more effectively preserve, protect, and manage historic resources owned by the City of Phoenix, the Planning Department initiated a Historical/Architectural Survey of City-Owned Properties. The project was begun in June, 1986. The multiple purpose of the survey was to provide a comprehensive inventory of buildings and structures built before 1946; to evaluate and identify significant historic resources worthy of listing on the National Register of Historic Places and the Phoenix Historic Property Register; to utilize the information as a basis for compliance review of federally assisted projects; to further enhance significant historic properties through effective planning and management; and to increase local interest and awareness in historic preservation. The City of Phoenix is the first Arizona municipality to undertake a comprehensive survey and inventory of its own historic resources.

The results of the survey have produced a diverse range of city-owned historic resources illustrative of the development of Phoenix from 1868 to 1946. The historic properties are representative of a variety of themes concerning the planning, development and growth of Phoenix from its beginnings as a 320-acre patented townsite in a vast, promising agricultural valley, to its post World War II status as an industrial, commercial, and political focal point of the state of Arizona.

In all, one hundred fifteen pre-1946 buildings or structures, located at thirty-six sites, are identified in the Historical/Architectural Inventory. The inventory includes the oldest building owned by the City, the Duppa-Montgomery Homestead, built in 1868 and associated with pioneer settler Darrell Duppa. The majority of properties, however, date from the early to mid-twentieth century. They include well-recognized, as well as little-known, historic resources. Inventoried properties range from the elegant 1929 City-County Building which dominates Courthouse Plaza in central Phoenix, to a delicate, well-crafted slab-stone picnic table built by the Civilian Conservation Corps at South Mountain Park.

Twentyfive historic buildings, including those located within two existing historic districts, are currently listed on the National Register of Historic Places. The historic districts are Heritage Square, Coronado Neighborhood Historic District, and portions of Encanto Park located within the Encanto-Palmcroft Historic District. One building, the Thomas House, located south of Heritage Square, had previously been determined eligible for listing on the National Register. No City-owned properties are presently listed on the Phoenix Historic Property Register.

As a result of the evaluation of significant resources in the inventory, eleven individual properties are recommended as eligible for listing on the National Register. Two historic districts, and the expansion of a third, are also recommended as eligible. The proposed districts are located at South Mountain Park, containing 35 buildings and structures, and the Hunt Bass Hatchery and Recreation Area in Papago Park, having 12 buildings and structures. The proposed expansion of the Encanto-Palmcroft Historic District is to include the remainder of the City's first municipal golf course at Encanto Park and the Norton House and Garage.

Recommendations are also presented that outline planning and management strategies for the on-going preservation of the city's historic resources. Recommendations address the need to implement a comprehensive, coordinated resource management program through the various city departments and the need to develop a public awareness program and other interpretive programs aimed at increasing local citizen interest and appreciation of the city's significant historic resources. Recommendations also indicate a need to establish a procedure for review and comment by the Phoenix Historic Preservation Commission when a City agency is planning any undertaking that may affect a City-owned historic resource.

PART I - Project Methodology .

The approach for conducting the Historical/Architectural Survey of City-Owned Properties was divided into three major tasks: Field survey and recordation of all pre-1949 properties, property-specific and contextual research, and evaluation of the significance and integrity of each property. During the first month of the three-month long project, the first two tasks were initiated. Evaluation was begun during the second month and, along with additional research, continued through to the end of the project. A draft report was prepared at the end of the second month for review by the Planning Department and Historic Preservation Office. A final report, integrating comments from those agencies, was prepared at the end of the third month. The general process used to complete the three major tasks is outlined below.

Field Survey: Using the Comprehensive Inventory of City-Owned Properties, prepared by the Planning Department for this project, the field survey was undertaken. It was organized into two parts. Properties listed on the Comprehensive Inventory as known to have been constructed prior to 1946 were inventoried first. Properties of unknown or unverified construction dates, or that appeared likely to have been built prior to 1946 were inventoried second. At the conclusion of the project all + 550 properties/sites were visually inspected to insure a comprehensive final inventory of pre-1946 historical/architectural resources.

The field survey included visual on-site inspection of each property, recording of information concerning the physical characteristics of the property on Arizona State Historic Building Forms or "Non-Shelter Forms", taking black-and-white photographs and color transparencies of each property.

Research: Research was intended to provide information on the origins and evolution of the inventoried historic properties, and the historic contexts or themes associated with those properties. The research was divided into two phases. The first phase involved a records search of published information at the Arizona State Library, Archives, and Public Records; Hayden Library at Arizona State University; City of Phoenix Public Library; and the National Register and State Inventory Files at the State Historic Preservation Office (SHPO), Arizona State Parks. Previously published historical overviews of the city's history, or aspects of its development, were also utilized.

The second phase of research involved a review of the records of the City of Phoenix and includes historic planning documents, drawings, reports, and various departmental records.

Research of historic periods of intense building activity (primarily 1929 to 1941) included comprehensive review of newspapers for detailed information about the planning, construction and development of various City-owned properties. A review of historic maps of Phoenix was also completed to give a comprehensive overview of its physical growth and development.

Records search for biographical information of various persons important to the development of Phoenix and directly associated with the historic properties in the inventory was also undertaken.

Form Preparation/Evaluation: An Arizona State Historic Property Inventory Form was completed for each pre-1946 building or structure included on the inventory. Depending on the type of property and its physical integrity, either a "Historic Building Form", "Short Form", or "Non-Shelter Form" was completed.

Evaluation of properties as potentially eligible for listing on the National Register involves placing the property in the proper historic context. To that end, brief historical overviews were developed that describe various thematic categories illustrated by the inventory of historic properties. As a result, the relationship of the property to the history of similarly associated or structured properties was established and each property's significance was determined. The National Register Criteria of Eligibility (Appendix A) was used to make recommendations of eligibility. Explanatory documents, particularly, "How to Complete National Register Forms" (NPS 1985) were used as guidelines for assessing significance.

PART II - Survey Results and Inventory of Pre-1946 Properties.

There are one hundred fifteen pre-1946 properties (buildings or structures) listed on the Inventory of Historical/Architectural City-Owned Properties. They are located at thirtyfive sites in an area bounded roughly by Bethany Home Road on the north, the Phoenix-Tempe Municipal boundary on the east, Twenty-third Avenue on the west, and the Phoenix City limits below South Mountain Park on the south.

Each surveyed property was assigned a survey number which corresponds to the inventory, the map, historic building forms and the discussion of specific properties in the historical overview. The survey number also corresponds to the property number used in the Comprehensive Inventory of City-Owned Property, prepared by the Planning Department. If more than one building or structure exists at a particular location, a suffix number was assigned to that property (i.e., University Park Bath House is 249-1, University Park Pump House is 249-2).

A summary of the number of properties built, acquired, or developed with the support of the City of Phoenix before 1946 are listed below by thematic category.

Community Development	1 Building
Municipal Government	1 Building
Public Works-Water and Sewer System	5 Buildings/Structures
Public Safety-Fire Protection	1 Building
Public Housing	3 Housing Projects
Public Recreation - Parks (Broken down as follows:)	79 Buildings/Structures
Encanto Park	7 Buildings/Structures
Encanto Park Golf Course	5 Buildings
University Park	2 Buildings
Verde Park	2 Buildings/Structures
Central Park	1 Building
Grant Park	1 Building
Coronado Park	3 Buildings
Eastlake Park	3 Buildings
Papago Park (acquired 1956)	15 Buildings/Structures
South Mountain Park	35 Buildings/Structures
Pueblo Grande Archeological Park	5 Buildings

Twenty-five historic properties not originally built or sponsored by the City of Phoenix, but which it has since acquired, are summarized below, again by thematic category.

Community Development (Residential)	17 Buildings
Community Development (Commercial)	7 Buildings
Community Development (Institutional or Quasi-Public)	<u>1 Building</u>
TOTAL	115 Buildings/Structures

The following pages list each property, its survey site number, and its address or location.

City of Phoenix - Historical/Architectural
Inventory of Pre-1946 City-Owned Properties

(NR) Indicates Property Presently Listed on National Register

SURVEY		
SITE NO.	NAME	LOCATION
003	City-County Building	17 S. 2nd Avenue
004 (NR)	J.M. Walker Building/ Central Arizona Light and Power	10 N. 3rd Avenue/ 300 W. Washington
006	Dorris Opera House	326-330 W. Washington
007 (NR)	Overland Arizona Company	12 N. 4th Avenue
009	building	535 W. Washington
011 (NR)	Orpheum Theater	209 W. Adams
045	VFW Armory	736 W. Woodland
046 (NR)	Storage Warehouse	429 W. Jackson
069	Fire Station No. 8	541 W. Encanto Blvd.
131-1	Pueblo Grande Director's House	4819 E. Washington
131-2	Pueblo Grande Shop and Storage	4819 E. Washington
131-3	Pueblo Grande Help's Quarters	4819 E. Washington
131-4	Pueblo Grande Storage Building	4819 E. Washington
131-5	Pueblo Grande Storage Building	4819 E. Washington
131-6	residence	4419 E. Jefferson
131-7	residence	4415 E. Jefferson
131-8	residence	4411 E. Jefferson
131-9	residence	4407 E. Jefferson
131-10	residence	4420 E. Jefferson

SURVEY SITE NO.	NAME	LOCATION
134-1 (NR)	R.L. Rosson House	Heritage Square Block 14
134-2 (NR)	Burgess Carriage House	Heritage Square Block 14
134-3 (NR)	Carriage House	Heritage Square Block 14
134-4 (NR)	Hughes/Stevens Duplex	Heritage Square Block 14
134-5 (NR)	Stevens House	Heritage Square Block 14
134-6 (NR)	Haustgen House	Heritage Square Block 14
134-7 (NR)	Teeter House	Heritage Square Block 14
134-8 (NR)	Silva House	Heritage Square Block 14
136-1 (NR)	F.S. Baird Machine Shop	623 E. Adams
136-2	Thomas House	Heritage Square Block 15
138	Coerver House	5005 E. Camelback
139-1	Norton House	2700 N. 15th Avenue
139-2	Norton House-Carriage House	2700 N. 15th Avenue
142	Rancho Ko-Mat-Ke	1346 South Mountain Ave.
144-1	Encanto Golf Course Vehicle Maintenance Bldg.	2300 N. 17th Avenue
144-2	Encanto Golf Course Shop Building	2300 N. 17th Avenue
144-3	Golf Course Storage Bldg.	2300 N. 17th Avenue
229-1 (NR)	Encanto Park Club House	15th Avenue/Encanto Park
229-2 (NR)	Encanto Park Boat House	15th Avenue/Encanto Park
229-3 (NR)	Encanto Park Lagoon Pumphouse	15th Avenue/Encanto Park

SURVEY		
SITE NO.	NAME	LOCATION
229-4 (NR)	Encanto Park Bandshell	15th Avenue/Encanto Park
229-5 (NR)	Encanto Park Locker House (Pro Shop)	15th Avenue/Encanto Park
229-6 (NR)	Encanto Park Restrooms	15th Avenue/Encanto Park
229-7 (NR)	Encanto Park Caddy House	15th Avenue/Encanto Park
230	Grant Park Bath House	Grant Park 714 S. Second Avenue
236 (NR)	Carnegie Public Library	11th Avenue/Washington
249-1	University Park Bath House	1006 W. Van Buren
249-2	University Park Pumphouse	1006 W. Van Buren
254	Central Park Restrooms	S. 1st Street/E. Tonto
256-1 (NR)	Coronado Park Bath House	N. 12th Street E. Coronado
256-2 (NR)	Coronado Park Snackshop Building	N. 12th Street E. Coronado
256-3 (NR)	Coronado Park Pumphouse	N. 12th Street E. Coronado
256-4 (NR)	Coronado Park Scott-Darcy Plant #2	N. 12th Street E. Coronado
259-1	Eastlake Park Pumphouse	1548 E. Jefferson
259-2	Eastlake Park Bandshell	S. 16th Street E. Washington
259-3	Eastlake Park Bath House	S. 16th Street E. Washington
270	Monterey Park Scott-Darcy Plant #1	350 E. Oak
275-1	Verde Park Pumphouse	9th Street/Van Buren
275-2	Verde Park Shuffleboard Shelter	9th Street/Van Buren

SURVEY SITE NO.	NAME	LOCATION
291-1	Papago Park Table Ramada #3	Papago Park
291-2	Papago Park Table Ramada #4	Papago Park
291-3	Papago Park Table Ramada #5	Papago Park
291-4	Papago Park Table Ramada #6	Papago Park
291-5	Papago Park Table Ramada #7	Papago Park
291-6	Papago Park Table Ramada #8	Papago Park
291-7	Papago Park Table Ramada #9	Papago Park
291-8	Papago Park Table Ramada #10	Papago Park
291-9	Papago Park Table Ramada #13	Papago Park
291-10	Papago Park Table Ramada #14	Papago Park
291-11	Papago Park Table Ramada #15	Papago Park
291-12	Papago Park Restroom Building	Papago Park
291-13	Papago Park Amphitheater	Papago Park
291-14	Hunt Bass Hatchery Administration Building	Papago Park
291-15	Governor Hunt's Tomb	Papago Park

SURVEY SITE NO.	NAME	LOCATION
293-1	Caretaker's Quarters Park Office	South Mountain Park Stephen Mather Drive
293-2	Park Office Restrooms	South Mountain Park Stephen Mather Drive
293-3	Headquarters and Museum Building	South Mountain Park Stephen Mather Drive
293-4	Concessionaire's Quarters	South Mountain Park Stephen Mather Drive
293-5	Stableman's House	South Mountain Park Stephen Mather Drive
293-6	Las Ramadas Picnic Area Restroom Building	South Mountain Park Las Ramadas Area
293-7	Ramada #1A and 2A	South Mountain Park Las Ramadas Area
293-8	Ramada #3A thru 6A	South Mountain Park Las Ramadas Area
293-9	Ramada #7A thru 8A	South Mountain Park Las Ramadas Area
293-10	Serving Table Ramada	South Mountain Park Las Ramadas Area
293-11	Restroom Building	South Mountain Park Piedras Grandes Area
293-12	Restroom Building	South Mountain Park Piedras Grandes Area
293-13	Ramada #4	South Mountain Park Piedras Grandes Area
293-14	Stone Table	South Mountain Park Piedras Grandes Area
293-15	San Juan Area Lookout Shelter	South Mountain Park San Juan Road Terminus
293-16	Las Lomitas Restroom Building	South Mountain Park Las Lomitas Area

SURVEY SITE NO.	NAME	LOCATION
293-17	Dobbins Lookout Shelter	South Mountain Park Summit Road
293-18	Lookout Shelter	South Mountain Park Telegraph Pass Road
293-19	Las Lomitas Ramada #1	South Mountain Park Las Lomitas Area
293-20	Las Lomitas Ramada #2	South Mountain Park Las Lomitas Area
293-21	Las Lomitas Ramada #3	South Mountain Park Las Lomitas Area
293-23	The Hideout Maintenance Building and Compound	South Mountain Park Stephen Mather Drive
293-22	Horse Stable	South Mountain Park Stephen Mather Drive
293-24	Stone Picnic Table	South Mountain Park Piedras Grandes Area
293-25	Picnic Ramada #1	South Mountain Park Piedras Grandes Area
293-26	Picnic Ramada #2	South Mountain Park Piedras Grandes Area
293-27	Picnic Ramada #3	South Mountain Park Piedras Grandes Area
293-28	Picnic Ramada #5	South Mountain Park Piedras Grandes Area
293-29	Picnic Ramada #6	South Mountain Park Piedras Grandes Area
293-30	Picnic Ramada #7	South Mountain Park Piedras Grandes Area
293-31	Picnic Ramada #8	South Mountain Park Piedras Grandes Area
293-32	Picnic Ramada #9	South Mountain Park Piedras Grandes Area
293-33	Telegraph Pass Lookout Shelter	South Mountain Park Telegraph Pass Road

SURVEY SITE NO.	NAME	LOCATION
293-34	Pima Canyon Stone Shelter	South Mountain Park Pima Canyon Road
293-35	Pima Canyon Restroom Building	South Mountain Park Pima Canyon Road
303-1	City Water Works	64th Street/Thomas
303-2	Water Works Overflow Tower	64th Street/Thomas
303-3	Water Works Overflow Tower	64th Street/Thomas
326	Frank Luke Public Housing Project	17th to 18th Streets Villa to McKinley
327	Marcos de Niza Public Housing Project	1st to 4th Avenues Pima to Mohave
350	Mathew Hensen Public Housing Project	9th to 11th Avenues Grant to
450	Duppa/Montgomery Homestead	Sherman/1st Avenue

PART III - Phoenix, Arizona, 1871 to 1946:
A Contextual Overview of the First Seventy-Five Years.

"Phoenix is a substantial city. She has not been built upon the sands of a boom-storm, but her growth has been gradual and not in advance of her needs and requirements. Always there has been a good safe margin of conservatism."

When this introductory statement was written for the Phoenix Directory in 1908, the 37-year-old city had a population within its corporate limits of about 10,000 people. The size of the town had grown from the half-square mile original townsite to slightly under two square miles.

The growth of the city in its first four decades had, as the writer described, been gradual. But its early development was not without the hallmarks of boosterism and promotion characteristic of settlement towns of the Western frontier. Phoenix was a vision of its earliest settlers to create, and profit from, a city that would flourish in the sure to follow agricultural boom of the Salt River Valley. Phoenix was "The Garden City of Arizona", located in the "Land of Fruit and Flowers".

The enterprising efforts of canal builders, homesteaders, businessmen, investors and promoters to reclaim the desert and create a valuable agricultural mecca, however, was hampered by an inconsistent, unpredictable water supply. Phoenix was to be the financial and commercial center of an agriculture based economy, one whose success was dependent upon a reliable irrigation system. But for over forty years Phoenix struggled to overcome the stigma of the valley's uncertain agricultural future, and the skepticism of outside investors whose capital was necessary to the success of the community's development.

By 1908, when the "water question" had finally been answered and the Roosevelt Dam was under construction, Phoenix began to turn its attention to a new era of development. It was an era that addressed progressive government, improved city services, development and expansion, tourism, and an emerging, diversified economy. By the end of the first decade of the 20th century, Phoenix had railroad connections to two transcontinental lines and had become a major distribution center not only for agriculture but for mining and manufacturing as well.

Between 1910 and 1920 the city's population had jumped from 11,000 persons to nearly 30,000. Phoenix had surpassed Tucson in population for the first time and was the largest city in Arizona. An aggressive annexation campaign during that period had increased the corporate city limits to over five square miles. Street paving projects were begun, the water and sewer systems rejuvenated and expanded, and police and fire protection was increased. When the Stock Market crashed in 1929, Phoenix had a population of 47,000 within its city limits and 93,000 in the surrounding metropolitan area.

When Phoenix emerged from the Great Depression, it was well on its way to its post World War II status as a statewide focal point for commerce, industry, government and tourism. Programs initiated during the Depression had greatly expanded and improved city services, created a parks and recreation system unequalled in the state, and created a metropolitan area extending from Northern Avenue to Baseline Road and 27th Avenue to 48th Street. In 1940 the Phoenix City limits contained 7,000 acres, nearly 11 square miles, which supported a population of 65,000 persons. By the mid-20th century, the population had exceeded 100,000.

By national comparison, Phoenix was not a large city when the second World War had ended, but on the 75th anniversary of its founding, Phoenix was a city poised on the threshold of yet another era of unprecedented growth and expansion.

Municipal Government.

The first recognition of settlements in the Salt River Valley as a political entity occurred on May 4, 1868 when the Board of Supervisors of Yavapai County created an election precinct at the Phoenix Settlement. The settlement, which preceded the Phoenix Townsite, was located adjacent to the Swilling Irrigation Canal and supported a population of about 100 persons.

Two years later, on October 20, 1870, Valley settlers in the vicinity of the Phoenix Settlement formed the Salt River Valley Townsite Association, selected a townsite to be called Phoenix, and elected three commissioners to administer the survey, platting, and sale of townsite lots. The commissioners included John T. Alsap as Chairman, and James Murphy and J.P. Perry. On February 12 of the following year, Maricopa County was formed from the southern portion of Yavapai County. Phoenix, in the central Salt River Valley, was designated as the county seat.

The business of government for townsite and county officials was conducted in W.A. Hancock's Store, located at the north-west corner of First Street and Washington. It served as both the town hall and the location of Maricopa County offices until 1885. A village-trustee form of government was created at Phoenix in October 1875, a year after the final townsite patent was issued to the Salt River Valley Town Association. At the first election, held October 20, three village trustees were elected: John Smith as Chairman, John H. Burger, and James M. Cotton.

As Phoenix' population had grown to between 1700 and 2000 persons by 1880, the need for the city's incorporation became apparent. The Phoenix Charter Bill, which was passed by the 11th Territorial Legislature, was signed by Governor John C. Fremont on February 25, 1881. Phoenix became an incorporated city 11 years after its creation, and began its second form of municipal government. The charter provided for a government consisting of a mayor and four councilmen. The first election of the incorporated city was held on May 3, 1881, and Phoenix voters elected John T. Alsap, mayor, and T.W. Brown, John H. Burger, W.T. Smith, and James M. Cotton as councilmen.

That same year plans were being drawn for the First Maricopa County Court House to be erected on the Public Plaza southwest of First Avenue and Washington. The two-story brick structure was completed in the spring of 1882. It was designed by architect Frank Walker and was almost identical to the Cochise County Courthouse at Tombstone that he designed in 1881. Contractor for masonry and plaster work was Cox and Foushee; the plumbing, carpentry and metals contractor was H.E. Patton and James Creighton. The building served as the courthouse and county offices for 47 years.

The movement to erect a city hall in Phoenix began during Mayor DeForest Porter's administration in 1887. On February 25th, the mayor and city council passed a resolution to issue bonds for the construction of a city hall that would be located at the Public Plaza southeast of First Street and Washington. In September, 1877, the city council approved a sketch of the city hall drawn by councilman Fowler, and authorized the employment of James Creighton to prepare plans and specifications based on the Fowler sketch.

The First Phoenix City Hall was a symmetrical two-story brick building with its main entrance facing north. Construction was begun in November, 1877, by contractor J.J. Gardiner, and the building was completed and presented to city officials on July 2, 1888. The total cost was \$15,587.

The building provided much needed space for the growing municipal functions of Phoenix government and it provided as well, a symbol of a progressive city in a growing agricultural valley. The City Hall would serve as the center of Phoenix government for the next 41 years. For twelve years it housed the Territorial Legislative Assembly after the capitol was permanently moved to Phoenix in 1889.

The Territorial Capitol building was constructed during 1899 and 1900 on a plaza in the Capitol Addition to Phoenix at 17th Avenue and Washington. Governor N.O. Murphy addressed the Twenty-third Territorial Assembly in the new capitol building for the first time in January, 1901, and the building was officially dedicated on February 25, 1901. By the turn of the century Phoenix had a triad of official buildings supporting municipal, county, and territorial government.

At the end of the first decade of the twentieth century Phoenix was on the edge of a political and administrative shift of city government. The population of Phoenix had doubled in ten years to 11,000 persons and the politically motivated mayor-council form of government did not seem to keep pace with the progressive needs of the city. In 1909 Phoenix democrats proposed a non-partisan commission form of government for the city. Their motives were partly the result of the national commission government movement, and partially due to the loss of influence in local political affairs.

In 1911, Mayor Lloyd B. Christy appointed a non-partisan 31 member City Charter Commission charged with drafting a new City Charter to submit to the voters and then to the First State Legislature in 1912.

Phoenix voters approved the drafted charter in the fall of 1911 which called for a simple commission form of government headed by a mayor and two commissioners, with no city manager.

In November, 1912, during Arizona's first year of statehood, the Phoenix City Charter was submitted to the State Legislature. Governor George W.P. Hunt vetoed the charter, however, as not being in conformance with the state constitution. By early 1913 Mayor Christy appointed a broader based citizens committee, The Committee of 125, to serve as the new charter commission. The committee was made up of 100 men and 25 women who were the civic, commercial and professional elite of Phoenix. They were charged with negotiating the necessary amendments to the Phoenix City Charter that would satisfy local citizen, as well as state government concerns.

On October 11, 1913, the new Phoenix City Charter was approved by voters. It called for a commission form of government, with a mayor, four city commissioners, and an appointed city manager. The Phoenix City Charter was signed by Governor Hunt on December 1, 1913.

The first city election held under the new City Charter occurred on March 19, 1914. Phoenix voters elected George U. Young, mayor, and J.M. Cope, Peter Corpstien, and Michael J. Foley, commissioners. Shortly afterward the city commissioners appointed William A. Farish as the first city manager.

By 1915 confusion over the powers of the city commissioners and the authority of the city manager became evident. The first controversy centered around whether the commissioners or the manager had the authority to make major appointments to city positions. In April 1915, the city charter was amended by voter approval to reduce the city manager's powers by allowing the commissioners to make major appointments. When W.A. Farish was dismissed as city manager in 1916 and Robert A. Craig was appointed to succeed him, Farish challenged the city's right to remove a city manager "at will" and refused to leave office. The Arizona Supreme Court ruled in favor of the commission and Craig officially became the second city manager of Phoenix. Political infighting and a rapid succession of city managers would become a hallmark of Phoenix city politics well into the 1940s.

Between 1910 and 1913 a new Phoenix Post Office, an office building for the Salt River Valley Water Users' Association, and a YMCA had all been built on a single block bounded by Van Buren and Monroe between First and Second Avenues. The projects formed the basis of what citizens hoped would be Phoenix' first modern civic center. Citizens began discussing the need for a new city hall to replace the outgrown 1889 structure. The idea of building a joint city-county governmental facility adjacent to these other public buildings first surfaced during this time.

Negotiations with Maricopa County officials for a joint City-County Building were under way by the mid-1920s, and in 1927 agreement was finally reached. The City of Phoenix purchased the west one-third of Courthouse Plaza from the county. The two governments would build a single building in two parts designed separately to fulfill the needs of each user. Los Angeles architect Edward Niell coordinated the effort and created a unified architectural design for the building's exterior. The contract for construction was awarded in 1928 to Edwards, Wildey and Dixon, also of Los Angeles, and the building was completed eleven months later. The 1929 City-County Building (003) successfully blended the regional Spanish Colonial Revival with progressive Art Deco style to create a truly unique public building. It is also the largest terra cotta clad building in Arizona.

At the outset of the Great Depression, Phoenix was emerging as a city that was increasingly responsive to the community's needs. City officials and civic leaders knew the weaknesses of the community and sought improvements to those conditions through the 1930s. Phoenix' first zoning ordinance, intended to regulate the types and location of new construction activity, as well as the quality of the buildings, was adopted in 1930. That same year, a Planning and Zoning Commission was established with civic leader and parks development advocate William G. Hartranft as Chairman. Phoenix finalized its acquisition of Phoenix' South Mountain Park and a comprehensive program for expanding the parks system in the city was formulated.

Other "civic betterment" projects were identified as necessary for the city's orderly growth and development. In December 1933, with the potential of substantial financial assistance from federal New Deal programs, Phoenix voters approved a \$1.9 million bond issue for a comprehensive municipal improvement program. It was the largest bond election in the city's history and called for four specific program elements: parks development and expansion, water system expansion, sewer system expansion, and the installation of the city's first storm sewer system. Bonds were purchased in 1934 by the Public Works Administration and the entire program was completed by late 1937.

The federal government's role in the development of Phoenix during that 10-year period provided a phenomenal impact on the economy as well as the physical character of the city. Projects were sponsored by the Emergency Relief Administration, Works Progress Administration, Public Works Administration, Emergency Conservation Work programs, the Civilian Conservation Corps, and the Resettlement Administration. Phoenix emerged from the Great Depression with miles of paved sidewalks and streets, water and sewer systems, new schools and public buildings, numerous parks, and recreational facilities.

The 1933 election also produced amendments to the Phoenix City Charter that was aimed at refining and expanding governmental and political affairs. The Charter amendments created a non-partisan Parks, Playgrounds and Recreation Board; provided for the City Commission members, and not the voters, to designate a mayor; and required that the city manager's removal by the commission must be "for cause."

The structure of Phoenix government continued to evolve past the end of World War II, and in 1948 voters amended the City Charter once again. The number of council members was increased from four to seven and the city manager's role in the affairs of government was strengthened.

Public Works — Water and Sewer System 1888-1938

Public utilities in Phoenix followed a pattern of development common to most 19th century towns founded as a result of westward expansion. Individual wells and privies gave way to organized utility franchises owned by private companies that were eventually purchased and operated by the municipality.

As revenue producing ventures, private franchises were beneficial to both the community and the businesses that operated them. Settlement towns, in their early stages of development, generally had neither the financial capabilities or sufficient tax base to support construction of utilities such as water, sewer, gas and electricity. They welcomed private franchises that could install and operate such systems, with guarantees that the companies would expand the utility network as the community grew.

In October 1888, a few years after Phoenix became an incorporated city, the mayor and council authorized a franchise to the Arizona Improvement Company to install and operate a water works. The company later created the Phoenix Water Company to operate the water system. The company owned a block of land at the northeast corner of 9th Street and Van Buren where the initial well and pumping plant was located. The brick pumping plant was built in 1888. By 1903 the Phoenix Water Company system contained 33 miles of pipeline.

In 1892 the City of Phoenix granted a franchise to install a sewer system within the town limits to the Phoenix Sewer and Drainage Company. The company installed sewer lines and laterals primarily servicing the commercial area and surrounding blocks. A sewage disposal plant was built at the Salt River near present day 19th Avenue. By 1908, however, the system covered only 56 of the 98 blocks of the Phoenix townsite. Even with the opportunity to connect to the system, many residents continued to use individual septic tanks.

On July 1, 1907, the City of Phoenix purchased its first privately owned utility franchise when it bought the water works of the Phoenix Water Company. Between 1906 and 1908 former Reclamation Service engineer Howard S. Reed was hired by the City to design improvements to the water works system. Under the direction of Robert A. Craig, first superintendent of the municipal water department, 33 miles of new cast iron pipes and 175 fire hydrants were installed. New wells were sunk and Phoenix had a daily water capacity of up to 12 million gallons.

The growing possibility of health hazards and the financial instability of the Phoenix Sewer and Drainage Company (which had gone through three ownerships in its first 18 years) was of growing concern to Phoenix residents in the first decade of the 20th century. The company was slow to commit to improving or extending its system. After lengthy negotiations from 1909 through 1911, the City of Phoenix purchased the system, valued at \$60,000, from the Phoenix Sewer and Drainage Company.

The same year, 1911, Phoenix voters authorized the sale of \$400,000 in municipal bonds for the expansion and improvement of the sewer system. By December 1912, when the work was completed, the city had a system containing 56 miles of pipe throughout the incorporated city limits with an outfall at two septic tanks located at 19th Avenue and the Salt River.

During the second decade of the 20th century, additional improvements and expansions were made to both utilities which were administered by the Municipal Water Department. Shortly after the commission-manager form of government was established in 1914, Phoenix had increased its water system to 81 miles of water main pipes and 275 fire hydrants. In 1915 the first Municipal Sewage Treatment Plant was constructed on five acres near present day 23rd Avenue and Durango.

In 1919 City Engineer Hitchcock revived a 1906 study by Howard S. Reed, and a subsequent proposal made in 1913 to build the Verde River Water System. Citing the need to augment the city's domestic water well supply, Hitchcock and other proponents claimed the new source would provide a 25 million gallon water reserve for the growing city's needs. Late in 1919, Phoenix voters passed a \$1.3 million water works bond issue to construct the Verde River pipeline.

The system included a 32 mile long gravity-fed pipeline, a reservoir, and the necessary connections to the existing city water works distribution system at 9th Street and Van Buren. The pipeline was 36 to 38 inches in diameter and constructed of redwood staves and steel straps. It was completed in 1922 but had only an eight-year life span.

The antiquated and deteriorating pipeline was abandoned in 1930-31 when the city's first major water and sewage improvements project was completed. The redwood pipeline was considered by many to be the city's first financial scandal. The pipeline, however, continued to play a somewhat interesting role through the late 1940s. Parts of the pipeline were dismantled beginning in 1933 and the redwood staves used for construction of portions of the original Pueblo Grande

Archeological Park buildings, and for construction of houses on the Salt River Indian Reservation. Much of the pipeline was dug up in the 1940s and the iron straps were salvaged and reused for national defense.

The 1930-31 water and sewage improvements project, at a cost of nearly \$2 million, involved the complete rehabilitation of both utilities. The primary element was the installation of a new 48-inch concrete and steel waterline from the Verde River to replace the redwood pipeline. The project also included the installation of a complete new cast iron distribution system and the construction of a 20,000 gallon storage reservoir at Thomas Road and 64th Street. Facilities at the reservoir site included a cast-in-place concrete pumping plant building (303-1) and two overflow towers, (303-2) and (303-3). The new Phoenix Water Supply complex was designed by Consulting Engineer Clyde C. Kennedy and City Engineer W.J. Jamieson. Construction was completed by the American Concrete Pipe Company and Schmidt and Hitchcock, contractors.

The sewage system improvements included the installation of a complete new system of mains and laterals within the city's corporate limits. It also involved the construction of a complete primary and secondary sewage treatment plant on 80 acres northwest of the city.

Additional work to augment and extend the water and sewer system was undertaken in 1934 and 1935 as a result of the Great Depression. In December 1933, Phoenix voters approved a \$1.9 million bond issue to be financed by the Public Works Administration. Nearly \$1 million was designated for three public works and utility projects. They included extending the water and sewer systems to outlying residential areas beyond the city limits, and installation of the city's first storm drainage system within the business district.

These "civic betterment projects" were approved by the PWA in January 1934 and would provide 6,100 man-months of labor for unemployed Phoenicians. The bonds were finally sold to PWA in October 1934 after final plans were completed and approved.

The water system extension was the first project to get underway after a construction contract was let to the O.F. Fisher Company in November 1934. The project was completed in mid May 1935 and provided city water, through 13 miles of water mains, to an additional 2,250 homes outside of the city limits. Its purpose was both to aid in the growth of suburban areas that would eventually be annexed by Phoenix, and to provide additional revenues to the city. In late November

1937, the city demolished the 1888 original water works pumping plant at 9th Street and Polk. A Works Progress Administration grant was used to construct three proposed emergency standby pumphouses at that location. One Pumphouse (275-1) still exists.

In the winter of 1934 the contract for the sewage systems extension project was let to the Drainage Construction Company. Sewer mains and laterals were extended to locations surrounding Phoenix as far east as 24th Street, and north to Indian School Road and South to Henshaw. Extension on the west side of Phoenix went to 15th and 19th Avenues, and from Thomas to Buckeye Road. The project was completed by the end of May 1935 and included an additional 35 miles of new sewer lines. In 1937 the system was improved with the construction of two sewage treatment booster plants. One was built on a portion of Monterey Park at 3rd Street and Oak (270), and the other was located at Coronado Park near 12th Street and Palm Lane (256-4).

Installation of the storm sewer system began in February 1935 and included the area bounded by Roosevelt and Jackson Streets, from Seventh Street to Seventh Avenue. The contract was awarded to the Phoenix Tempe Stone Company. The project was completed in the fall of 1935. By the time the City of Phoenix' major annexation program got underway in late 1937, water and sewer utilities had already been in place and in use.

Public Safety-Fire Protection 1886-1947 .

Fifteen years after the townsite was founded and with a population approaching 1,000 persons, the citizens of Phoenix voiced the need to establish organized fire protection. The first volunteer fire department was organized in 1886. It was called the Phoenix Fire Engine Company Number One and included six men and two pieces of apparatus. Shortly after the City Hall was completed in 1888, a fire station was constructed on the Public Plaza near the corner of First Street and Jefferson.

Fire protection was augmented in 1896 when a sixteen box Gamewell fire alarm system was installed at locations within the townsite. Fire hydrants were installed along the city's water system as well, and by 1907 there were 57 fire hydrants in Phoenix.

From 1900-1910 the Phoenix Fire Department had grown to six paid employees and 120 volunteers, belonging to six companies. The companies included the Phoenix Chemical Company No. 1, the Pioneer Hose Company No. 1, the Yucatec Hose Company No. 1, the Victor Hose Co. No. 2, the Phoenix Engine Co. No. 1, and the Five Points Hook and Ladder Company.

On May 17, 1910 the largest fire in Phoenix' history destroyed the Adams Hotel. Despite the total loss of the building which demonstrated the inadequacies of the fire department, volunteer Chief Peter H. Sullivan was praised for his handling of the conflagration and was promoted to full-time paid Chief of the Phoenix Fire Department.

In November 1913, Phoenix voters approved \$75,000 fire improvement bonds for new fire structures, a fire alarm system, and new fire equipment. A new system of 31 fire alarm boxes was installed by October 1914, and the city purchased three Seagrave hose and chemical combination trucks. Two new fire stations, one at Five Points and one near the City Water Works at 9th Street and Van Buren were also proposed but were not constructed until 1916-1917.

By 1920 the Phoenix Fire Department had 25 paid employees, four fire apparatus and three fire stations. A fourth station was constructed at the southwest corner of Moreland and First Street in 1923.

Between 1926 and 1930, in response to the growth of the city, station houses for Hose Companies No. 5 and No. 6 were built at 2026 North 7th Street and 701 South First Avenue.

In 1934, the Phoenix Fire Department had 76 paid fire fighters, nine pieces of equipment, six station houses, and 130 alarm boxes.

An increase in the number of fire stations did not occur until shortly after World War II when Station No. 7 and Station No. 8 were added. Station No. 8 (069), located at 541 W. Encanto Boulevard, is the oldest remaining station house in Phoenix. It was built in 1942 as a residence for E.B. Smerdon, and was purchased by Phoenix in 1947 and modified for use as a fire station to serve the northwestern portion of the city.

Public Recreation-Parks .

Early Development of Phoenix City Parks 1871-1930.

Parks and recreation developments in Phoenix through the third decade of the 20th century were modest projects involving both public and private efforts. The first city properties dedicated for public use in Phoenix were the two public plazas in the original townsite. Courthouse Plaza was developed after the first county courthouse was completed in 1882, and City Hall Square was landscaped and improved after the City Hall was built in 1889. Both served as community focal points typical of 19th century city plans.

Recreational amenities involved both natural and manmade attractions scattered throughout the valley. Hole-in-the-Rock at the Papago Buttes and the Arizona Falls on the Arizona Canal provided popular "picnicking spots" to Phoenix and valley residents beginning in the mid-1880s. The Salt River was also a source of recreational activity and in 1884, a private bath house was built near the river for the convenience of swimmers. It was described as providing "as much comfort as is to be found in the fashionable resorts of Newport in the east or Monterey in the west."

A privately owned natatorium was opened in Phoenix in 1892 and was given the name Phoenix Park. It was "destined to become a popular pleasure resort" and included a natatorium building with 20 baths and a 30 x 100 "plunge". Through the turn of the century such private ventures appeared occasionally, advertising as parks, swimming baths, and "popular summer resorts."

Residential subdivisions developed adjacent to Phoenix also occasionally included parks, usually as an added incentive for potential residents to purchase lots. Two pre-1890 parks were created as part of the platting of these additions. A third, University Park, was originally intended as the site for a M.E. University and the focal point for the University Addition. It was never developed until after 1921, when the city bought the property for park purposes.

Eastlake Park, at the end of Jefferson Street on the trolley line, was created in 1889 as part of the Collins Addition to Phoenix. Neahr's Park, in the 160 acre Neahr's Addition to the west of the original townsite, was platted in 1879. Neahr's Park was never really fully developed until the construction of the Carnegie Library at that location in 1900. Eastlake Park, the focal point to the terminus of the street railway system, was developed with grass and trees by the late 19th century.

Through 1913 the only developed park in Phoenix outside of the public plazas and Territorial Capitol grounds was Eastlake Park.

The most popular recreational and amusement center in Phoenix was a private venture called Riverside Park. The Riverside Park Amusement Corporation was formed in 1909 and the site was developed by 1913. It was located near South Central Avenue and the north bank of the Salt River. The park's earliest improvements included a pool, pavillion for dancing, and a shell bandstand. The site continued to function with various facilities for over 50 years. A ballroom was built, and in 1936 a zoo was added along with a horseback riding facility. The site no longer exists.

In 1916 the city's modest inventory of parks and recreation facilities included only Eastlake Park, Library Park, and Riverside Park. Central Park at First Street and Hadley on the city's south side was created as part of the Central Park Place subdivision in 1912. Real estate developers H.P. Demund, J.L. Irving, and Dwight B. Heard laid out the seven-block subdivision surrounding the park site and promoted the sale of lots as upper-income home sites. However, they failed to attract buyers and eventually reduced lot prices and sold lots to middle-income Phoenicians. By 1917, Central Park had been developed sufficiently to be listed as one of Phoenix' parks by the City Directory. Grant Park and Harmon Park on the south side were similarly created as part of a southside residential subdivision. They were not substantially developed, however, until after 1930.

University Park, acquired by Phoenix in 1921, was the first city-owned park to be developed with recreational facilities. A swimming pool was built in 1927 and two tennis courts were installed by 1929.

By 1930, Phoenix' urban parks consisted of University Park, Eastlake Park, Central Park, Grant Park, Library Park, and Riverside Park, although only three were owned by the city.

About 1920, several Phoenix citizens, including William G. Hartranft, Dwight B. Heard, J.C. "Jim" Dobbins, and Stephen Mather began calling for the City of Phoenix to acquire and preserve the South Mountains range. They feared continued acquisition or mining development would eventually adversely affect one of the valley's great naturalistic areas. In 1921, the Phoenix Planning Board, through the Parks Committee headed by J.C. Dobbins, convinced the city commissioners that acquisition of the mountain range was possible and that the city should preserve the area for recreational purposes.

In June 1924, through the efforts of Senator Carl Hayden, an act was passed in the U.S. Congress allowing the city to acquire the land by patent from the federal government. The City of Phoenix filed an entry for 14,513 acres of the South Mountain Range on October 24, 1924, and received two patents for the property, one in September 1929 and one for the remainder in July 1930. The City of Phoenix paid \$1.25 per acre for slightly over 22 square miles, which was four times the size of Phoenix' incorporated city limits. The land was set aside as a park dedicated to recreational use for the citizens of Phoenix.

Improvements prior to 1933 at South Mountain Park were limited to a trail up Hieroglyphic Canyon built by Dwight Heard before 1920, the Kiawanis Club Trail up Telegraph Pass Canyon completed in 1926, and portions of the Telegraph Pass Road built by the City of Phoenix in 1929-30.

Federal Involvement in Phoenix Parks Development 1933-1937

The largest municipal parks expansion and development program in the history of Phoenix began in 1933. When the last elements of the program were completed in 1937, the city had increased the number of its public parks from three to fourteen and had vastly changed the complexion of its parks and recreational facilities.

Spearheading the drive for expanded municipal recreational facilities was William G. Hartranft, then chairman of the recently formed Planning and Zoning Commission; George H. Hillis, vice chair of the Commission; and key members of the Phoenix Chamber of Commerce, including architect Leslie J. Mahoney, president of the Chamber, and Eben E. Lane, chairman of its parks and playgrounds committee. Interest in improving Phoenix' parks areas grew as a result of a fairly rapidly growing community during the third decade of the 20th century and the lack of additional parks facilities.

The need for a comprehensive system of public parks was also fueled by the concepts of the Public Recreation Movement of the 1920s. Parks were no longer envisioned as passive gardens with green lawns, walkways and shade trees, but as areas where public recreation of all types could be enjoyed by local residents. In addition, advocates of the new parks system acknowledged that the program, when completed, would draw thousands of winter residents and visitors to Phoenix by providing recreational facilities for their enjoyment. The program, according to Hartranft and others, would provide "much needed municipal improvements designed particularly to heighten the city's attractiveness as a winter resort." It was called "one of the most ambitious objectives of the community in recent years."

During the City's annual budget hearings in the summer of 1933, proponents of the expanded parks program succeeded in convincing the city commissioners to earmark \$31,600 for parks improvements. The money was already available from the parks and playgrounds fund which had been established in 1929 and financed specifically by commercial leases on the City Hall Plaza. The city commission was "thoroughly sold" on the parks program and authorized three initial projects: a swimming pool at Grant Park, a bath house at University Park, and a baseball diamond and playground equipment at Eastlake Park.

The construction of the bath house at University Park (249-1) was the initial project in what would become a four year long parks development construction program. Ground was broken in July 1933, a week after the city budget was formally adopted. It was designed by city archeologist Odd S. Halseth

who was in charge of the municipal park at Pueblo Grande Ruins. The modest budget for the building was augmented by the Maricopa County Welfare Board and the Phoenix Labor Council who provided the laborers and skilled craftsmen for the work. In addition, Halseth, working in conjunction with city engineer W.C. Lefebvre, succeeded in minimizing the cost for materials. Adobe for the structure was made at Pueblo Grande Park by "native adobe makers" and the roof structure was built of rails from the street railway system and redwood from the abandoned Verde River pipeline.

The Pueblo Impressionistic design created by Halseth, described as being "in the traditional style of the Southwest", set the stage for later parks development construction efforts. A stylistic theme of architecture "suitable and typical of the Southwest" was adopted by parks planners in the earliest stages of the program and was carried out in various modes of the Period Revival styles throughout the 1930s and 1940s.

The initial construction efforts beginning in 1933 were only part of a larger program of parks expansion envisioned by the city and parks planners. Implementation of the entire program, however, would require substantial financing and could not be accomplished by revenues from the parks fund.

Ironically, the catalyst in the actual realization of the expanded parks project was the Great Depression. New Deal programs, begun during President Roosevelt's First One Hundred Days, provided financial opportunities to undertake public works projects in Phoenix and provide for unemployment relief. New programs administered by the Public Works Administration (PWA) of the Emergency Relief Administration (ERA) were authorized by Roosevelt in the fall of 1933. They provided grants and loans to municipalities for projects that met four criteria: the usefulness of the project, the ability to provide a maximum of employment, the promptness that the project could begin, and the extent of unemployment in the community.

The Parks System envisioned by those planners was put before the Phoenix voters in December 1933 as part of a \$1.9 million public works improvements bond election. When approved, purchase of bonds, plus some outright grants, would be undertaken by the Public Works Administration. The successful proposition was the largest bond election in Phoenix at that time. \$915,000, the largest portion of the public works improvement project, was earmarked for the parks program.

In 1933 Phoenix voters also approved an amendment of the city charter establishing a Parks, Playgrounds and Recreation Board. W.G. Hartranft was appointed chairman of the new board,

a position he would hold until his death in 1943. Through his devotion to the development of the city's municipal parks and his direct involvement in much of its planning, he became known as "the father of the City parks system." A parks supervisor was hired to administer the program and its development in conjunction with the city manager. Architect Leslie J. Mahoney was appointed to that position and was succeeded in late 1934 by George Hillis. Hillis would retain that position until his retirement in 1944.

The proposed parks program included the acquisition and development of up to 320 acres for a "Class A" municipal park to include a golf course, lagoon, and AAU swimming pool (the future Encanto Park); the development of the 2,600 acre Horse Thief Basin recreational area as a summer resort; a district parks and playground acquisition and improvement program for new "Class B" parks, one northwest of the city, one northeast of the city; and improvements at University, Eastlake, and Grant Parks. The program also called for the acquisition of 9 "small child" or "Class C" parks of 1/3 to 1-1/2 acres each, to serve as playgrounds for pre-school children. \$15,000 was also allocated to the Pueblo Grande Archaeological Park to complete reconstruction of the ruin.

The program received approval from the PWA in January, 1934 and the City immediately requested proposals from land owners for the purchase of new park lands. By November, 1934 the City had purchased slightly over 200 acres for the new "Class A" park north of Encanto Boulevard between 13th and 19th Avenues. An additional 20 acres adjacent to the site and south of Encanto Boulevard was purchased for use as a district recreational, or "Class B" park. The land was aquired from the J.W. Dorris estate, Dr. J.C. Norton, and the developers of the Encanto and Palmcroft tracts. Other new "Class B" park lands included 11 acres at Third and Oak Streets, 15 acres at 12th Street and Palm Lane, and an additional nine acres at Grant Park. A site in the Park View subdivision on south Central Avenue was also aquired for the construction of a Municipal Baseball Stadium.

Plans were prepared by several architects, working in conjunction with Hartranft and Mahoney, for the various park sites and related buildings. Proposed plans included a bath house and swimming pool for the district recreational parks at 12th Street and Palm Lane (Coronado Park), Eastlake Park, Grant Park, and the Encanto site south of Encanto Boulevard. An indoor swimming pool and athletic building was also envisioned for the City Water Works site at Ninth and Polk Street (Verde Park). A municipal baseball stadium was designed as a first class facility in order to "attract major leagues for Spring training and for local league use." The "Class C" parks were designed with landscaping, benches, drinking fountains, ornamental pools, and pergolas.

Designs for extensive development at Horse Thief Basin were also prepared and included a huge hotel, 20 cabins, recreational facilities, an 18-hole golf course, as well as the necessary water, sewer, and electrical systems.

The first contracts were let for parks construction in the summer of 1935 and by the end of the year several elements were nearing completion. These included the grading, preliminary sitework, tennis courts and other game courts at the "Class B" parks including a small "community building" at the Encanto district recreational park; the grading, installation of underground sprinkler systems, and a Caddy House (229-7) at the "Class A" golf course; the park maintenance buildings (144-1),(144-2),(144-3) adjacent to the golf course; and the Municipal Baseball Stadium. No major buildings, however, were approved for construction at any of the park sites.

Higher than anticipated construction costs, and the budget limitations of the PWA loan hampered the original ambitious goals of the program during most of 1935 and early 1936. During that time the city council on two occasions approved modifications, revisions and some elimination of specific projects.

The most controversial revisions centered around the new "Class A" park. Preliminary plans for the park were completed in March, 1935 by architect L.M. Fitzhugh. His park plan included an 18-hole golf course, a lagoon for boating and to serve as the golf course water hazard, a bandshell and amphitheater, and a large clubhouse of "modified Spanish architecture". Bids received by the City, however, were well above the \$330,000 estimate for the park's total development. With several recreational projects already under construction, the city's desire to extensively develop the Horse Thief Basin recreational area, and to construct the recreational buildings at the "Class B" parks, there was no longer sufficient funds to complete the program as originally proposed.

The City Council under the Jenckes administration prepared a new breakdown of funding allocations for the parks projects, including revisions to the plan for the "Class A" park, the centerpiece of the entire program. The result was the elimination of the lagoon, bandshell, amphitheater and clubhouse elements of the plan. The new plan proposed that a Caddy Masters Office be built adjacent to the existing Caddy House to serve the needs of golfers, and that the J.C. Norton House be remodeled to serve at the park clubhouse.

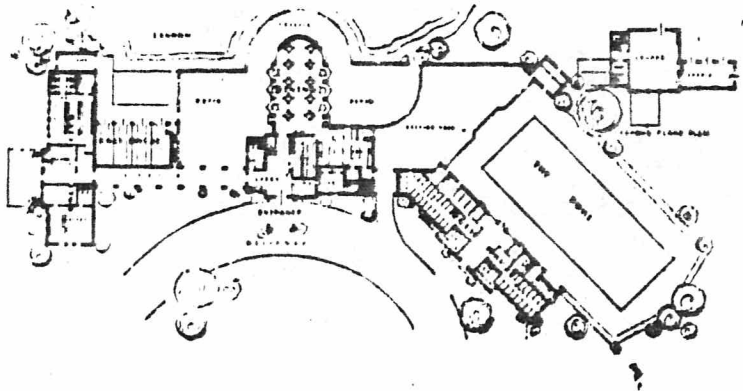
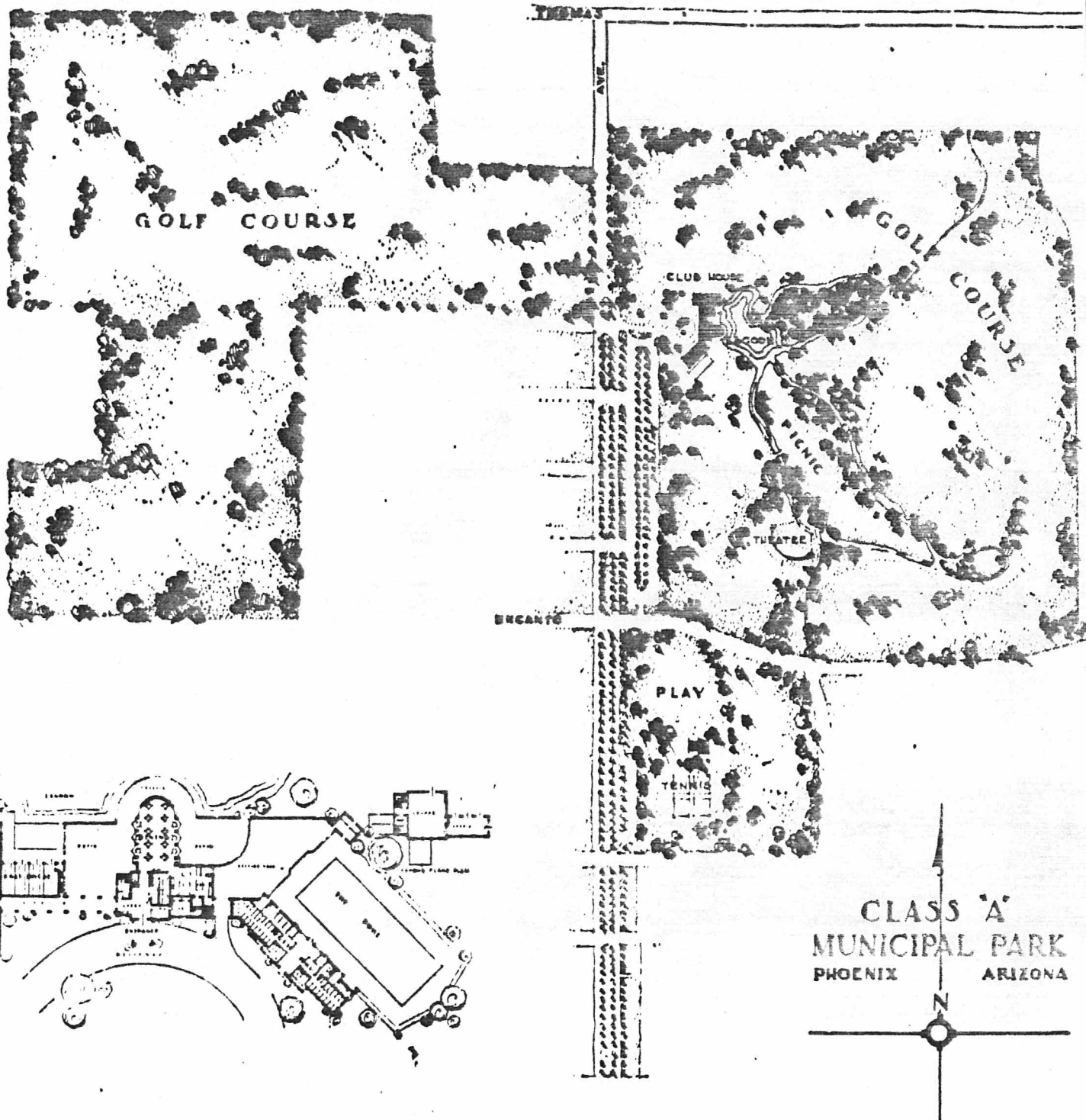
The strong opposition to these revisions, voiced not only by Hartranft, but also by the Phoenix Chamber of Commerce (who had actively supported the parks program during the bond election), became a major campaign issue during the 1936 elections.

Newly elected mayor John H. Udall, who had advocated during his campaign that the original parks program be followed as closely as possible, was inaugurated in May 1936. A complete new Parks Board, with the exception of Chairman Hartranft, was appointed and the revised parks plans of the previous administration were reevaluated.

By June, 1936 bids for several projects, particularly Horse Thief Basin, were rejected, plans were simplified and new bids requested. In addition, the Norton House remodeling and the construction of the Caddy Masters Office were eliminated. This action resulted in an overall savings of about \$50,000 which provided sufficient funds for a Clubhouse (229-1), a Boathouse (229-2), a golf locker house (229-5), and the Bandshell (229-4) at the "Class A" park. A single purpose WPA matching grant was obtained for the construction of the lagoon, and the excavated earth was used to form the amphitheater. Work was begun on the lagoon in July, 1936 and completed in May, 1937.

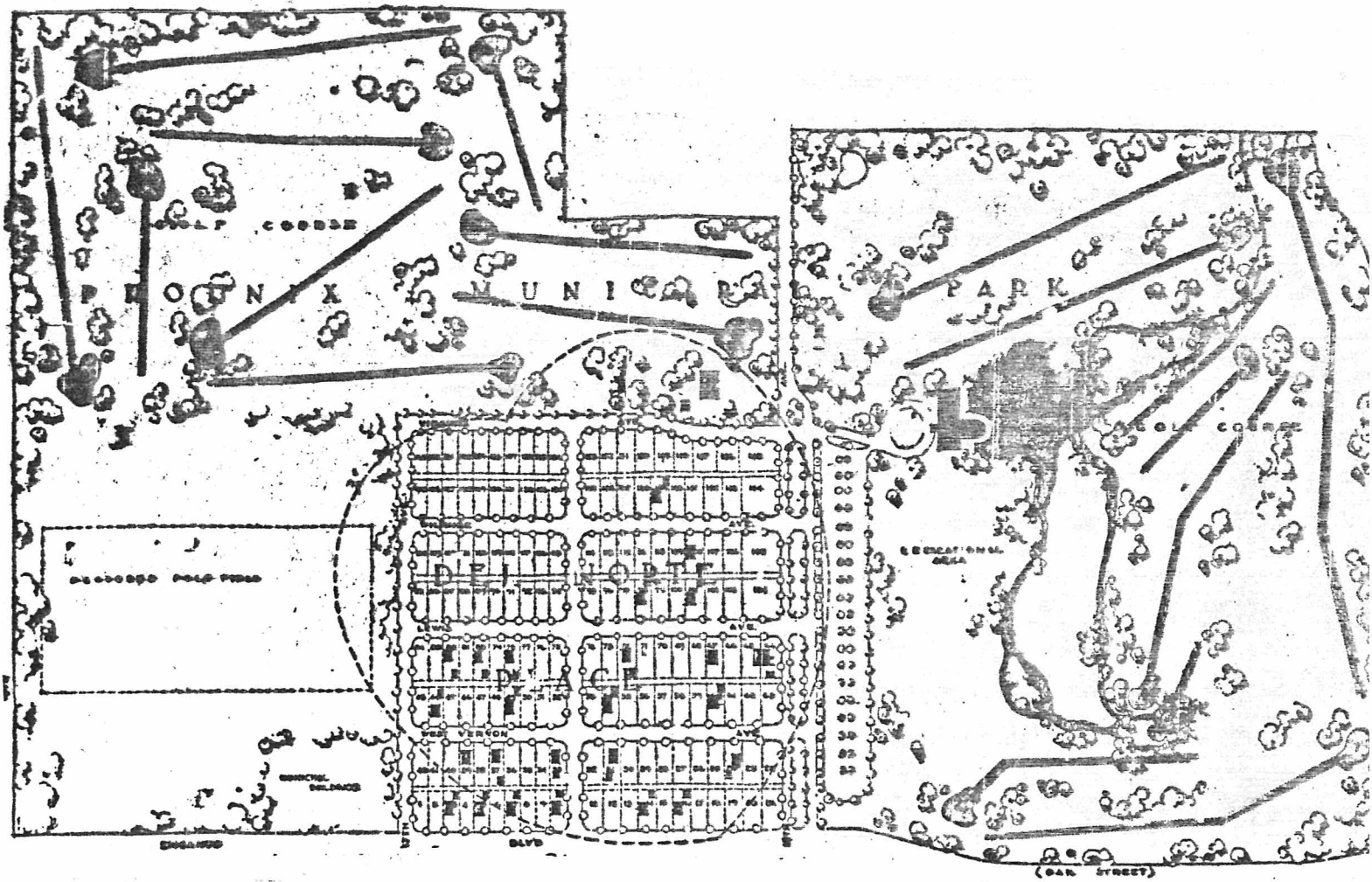
The golf course was seeded to bermuda grass in the summer of 1936 and plant materials were installed beginning in November, 1936. All of the palms and most citrus trees used at the park were provided by the Riverside Nursery and the Norman Nursery, both California companies. The golf course's original 1935 design by L.M. Fitzhugh was further developed by W.G. Hartranft and Lescher and Mahoney in 1936. Austie Claeysens, former golf pro at the Phoenix Country Club, was consulting golf course architect. The 18-hole golf course, the first municipal golf course in the City's history, was opened to public use on Thanksgiving Day, 1936.

In August, 1936 Lescher and Mahoney were retained as architects for the new buildings at the park. L.M. Fitzhugh's original clubhouse design was revised and simplified, although its basic form and architectural qualities remained intact. Construction of the Clubhouse was begun in November, 1936 and completed in April, 1937. William Peper was the contractor for the building as well as for the Boathouse, Locker House, and Bandshell.

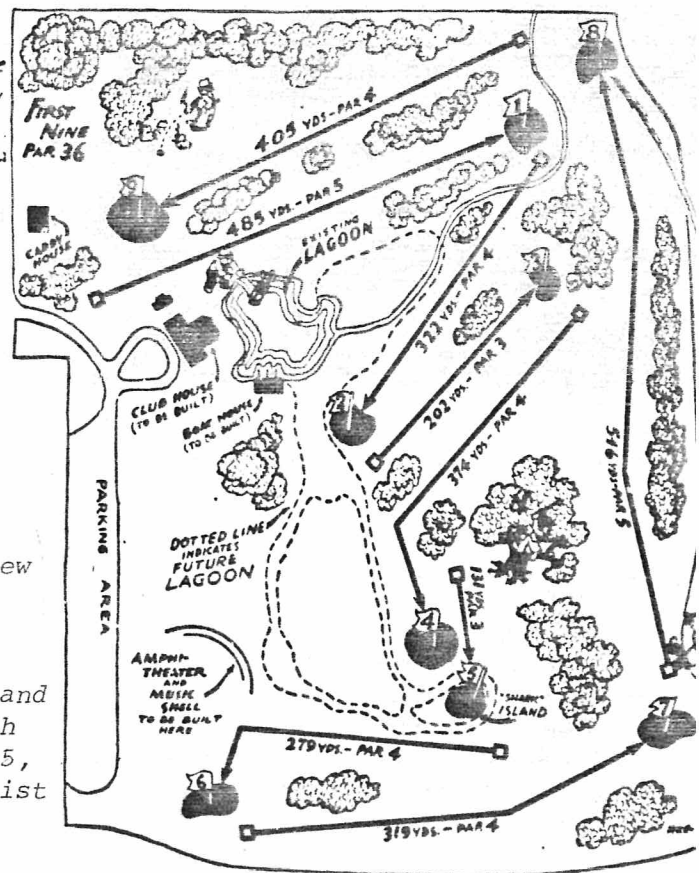
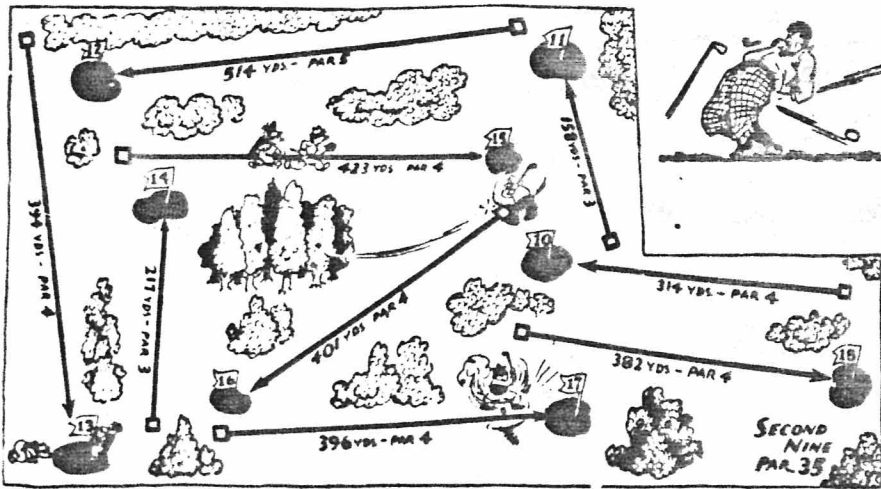


• CLUB GROUP • CLASS 'A' PARK • PHOENIX ARIZONA •
L. M. FITZHUGH ARCHITECT

Encanto Park and Clubhouse as originally designed by Lee M. Fitzhugh in March, 1935. The golf course and lagoon remained essentially the same although the clubhouse was revised and redesigned before construction was begun in November, 1936. Map from the Arizona Republic March 10, 1935



Sketch Of New Niblick Home For Golfers Of Phoenix District



Two drawings of Encanto Park. The TOP view shows the park and golf course as it was being developed prior to September, 1936. Fitzhugh's design for the Clubhouse is still shown although the Bath house wing and pool have been deleted. The bottom sketch shows the park on opening day, November 25, 1936, as seen through the eyes of cartoonist Reg Manning.



The centerpiece of the entire PWA parks development program was Encanto Park. This 1938 photograph shows the lagoon, Clubhouse, Boat House, and Locker House in their original condition. The painted brick structures were described as Monterey Style by the architects, Lescher and Mahoney. State Library, Archives and Public Records photo.

On June 1, 1937, the entire parks and development program was formally accepted by the City Commissioners and the management turned over to the Parks, Playgrounds and Recreation Board. At its conclusion the program had included 58 specific construction projects financed by the PWA. They ranged from landscaping improvements to installation of playground equipment, to major building construction. The "Class A" park was also formally given the name Encanto Park. In addition to Encanto Park, the parks developed under this program are as follows.

University Park, an eight acre park purchased by the city in 1921. The 1927 swimming pool was enlarged to a 185 foot length, a bath house (249-1) constructed in 1934, and a pumphouse (249-2) was built in 1936. In 1936 two tennis courts were built to augment two existing (ca. 1928) tennis courts (the first public tennis courts in Phoenix), in addition to three softball diamonds, a baseball diamond, badmitton, basketball and volleyball courts, eight horseshoe courts, and children's playground equipment. As a "Class B" park, it was intended to be a district athletic area for the west side of Phoenix.

Eastlake Park, a ten acre park first developed in 1887. The park contained a swimming pool (the second public pool in Phoenix) and a pumphouse (259-1), built ca. 1930. A wading pool, playground equipment, a tennis court, two horseshoe courts, baseball and softball diamonds were completed in 1936. The Bath House (259-3) was completed under a separate WPA grant in 1938. A Bandshell (259-2) was built in 1945. Under the Depression era parks expansion program, Eastlake Park was identified as a "Class B" recreational area "for the colored citizens of the community."

Coronado Park. Originally called James Park, this was the site of a district recreational park for the northeast residential area. The pool and pumphouse (256-3) were completed in August, 1936. The Bath house (256-3), designed by Janssen and Whittlesey, was begun in May and completed in October, 1936. C.F. Crittenden was the contractor. Two softball diamonds and a tennis court were also completed in 1936. A snack shop (256-2) was added to the park ca. 1938.

Monterey Park, an 11 acre site was purchased in 1934. Development was limited to landscaping and the installation of a softball diamond.

Phoenix Municipal Stadium. The first municipal baseball park for Phoenix was one of the initial projects for the parks development program. It was designed by Janssen and Whittlesey and built by the Arizona Concrete Company. The grandstand was completed in June, 1936 at a cost of \$70,000. The structure no longer exists.

Grant Park, a nearly two acre park was developed to include a swimming pool and bath house (230) built in 1938. Part of the improvement program also included playground equipment, horseshoe and basketball courts, and a wading pool. It was improved to serve as a "Class B" park "largely patronized by Spanish American groups."

Harmon Park, an existing two acre park in 1934, had nine additional acres added through the PWA program. Playground facilities, a wading pool, two softball and one baseball diamond, and horseshoe courts were completed by 1936. It was intended to be a "Class B" park serving the south side of Phoenix.

Encanto Park, south of Encanto Boulevard at Thirteenth Street, and now incorporated as part of the larger Encanto Park, was purchased in 1934 and subsequently developed as a "Class B" recreation park and tennis center for the northwest side of Phoenix. Development as a result of the PWA program included four tennis courts, 10 horseshoe and eight shuffleboard courts, two croquet courts, and a basketball court, and a small community building. No original facilities remain.

Monterey Park, an 11 acre site was purchased in 1934 but not developed as part of the PWA program.

Verde Park, a three acre site which formerly was used as the location for the original city water works as well as the city corral and later city garage, was developed by 1936. Improvements included two tennis courts, a basketball court, four shuffleboard courts with a shuffleboard shelter (275-2) and playground equipment. A restroom building (275-1) was added ca. 1938.

Central Park, a two acre site originally created in 1921 as a part of the Central Park Place subdivision, was developed under the PWA program. Improvements included a wading pool, playground equipment, horseshoe and basketball courts. A cast-in-place concrete restroom building () was added ca. 1941.

Three "Class C" parks were purchased and developed as part of the PWA program to serve as small "breathing spots" or "sit down" neighborhood parks. These included Townsend Park, two acres; 19th Avenue and Van Buren, 1.3 acres; and 3rd Avenue and Roosevelt, .64 acres. The latter received the most attention in terms of landscaping and included benches, a lily pond and a fountain. It was described in 1935 as being "in the heart of the apartment house district and is designed to accommodate mothers and maids to take their children for an airing." Lewis Brothers and Del E. Webb Construction were the contractors.

The Civilian Conservation Corps at South Mountain Park

The initial developments at South Mountain Park between 1933 and 1942 were the direct result of one of President Franklin D. Roosevelt's New Deal programs during the Great Depression. Construction of roads, trails, utilities, buildings, and structures, as well as some desert landscaping, cactus gardens, and "reforestation", were undertaken by the Civilian Conservation Corps.

The CCC, Roosevelt's "Forest Army", was one of the most successful of the New Deal programs. It recruited thousands of young men to work in the nation's forests, parks, lands, and waters. Between 1933 and 1942 when the program was disbanded, nearly three million men had participated in the CCC. They planted millions of trees in the national forests, constructed fire towers, truck roads, provided erosion control on thousands of acres, and built a significant number of federal and state parks and campgrounds. Through cooperative arrangements the Corps worked on national, state and metropolitan lands and projects.

The CCC was created as a part of the Emergency Conservation Work Program, authorized by President Roosevelt in March 1933. It was administered by four departments, each with a specific task. The Department of Labor supplied the work force from unemployment rolls; the Department of the Army coordinated transportation, camp construction and management; and the Departments of Agriculture and Interior selected the project locations, planned, designed, and supervised the work projects.

Although a municipal park, South Mountain fell within the State Parks Emergency Conservation Work program administered by the Department of the Interior. The office of National Parks, Buildings, and Monuments, (later National Park Service) reviewed and approved initial applications for CCC camp sites at South Mountain Park submitted by Phoenix City officials shortly after the Emergency Work Act was signed. Six months later, in October 1933, the first company of CCC youths arrived at the park to begin what would eventually become an eight-year-long project.

Under the direction of architect Leslie J. Mahoney, who had been appointed Phoenix Park's Superintendent in 1933, bids were procured for construction of two CCC camps (designated Camps SP-3A and SP-4A) at the park. The buildings were designed to Department of the Army standards and included several Barracks, Bath Houses, a Mess Hall building, an Infirmary and a Headquarters building. The frame structures were built at a cost of \$60,000 and were ready for occupation by nearly 400 workers by early 1934. The camps were located 1/2 mile inside the park entrance along Stephen Mather Drive. The camp buildings were dismantled beginning in 1946.

By March 1934 there were 30 CCC camps in Arizona and about 2,500 camps nationwide. Until 1936, the two camps at South Mountain Park comprised the largest CCC labor force in Arizona. The camps were occupied seasonally each year during the cooler months from October to April. After 1936, when most roadwork and trails had been completed, the number of workers at the camps were reduced in relationship to the work programs for each subsequent season. By 1942, when the last construction season had ended, over 4,000 men had participated in the eight year long CCC construction program at South Mountain.

During the project, the Arizona Republic echoed the sentiments of Phoenixians by describing the CCC's work at South Mountain as "a gift to Phoenix from the federal government through its programs of building healthier young men and providing employment for them during the years of economic depression."

Landscape Architecture and Planning at South Mountain Park

The historical importance of South Mountain Park lies not only in its association with the CCC program during the Great Depression, or its unique architectural character created under the direction of architects employed by the National Park Service, but also in its planning and landscape design. The development of the park was a conscious, planned effort created in collaboration with regional and resident National Park Service landscape architects, the City Park Supervisors, and the Phoenix Parks, Playgrounds and Recreation Board. The master planning of the park, first undertaken in 1934 and subsequently revised in 1935 and 1937, represents the largest municipal park planning effort in the United States.

The creation of the Park's master plan was guided by a combination of factors including historical precedent in planning natural area parks and existing National Park Service "design standards" for improvements in wilderness area parks. Innovation and experimentation are also evident in master planning the development and management of the park's multiple resources.

Prior to the 1930s, large scale master planning of naturalistic park areas in Arizona was limited to the first master plan for the Grand Canyon prepared by the Forest Service in 1914. Several factors addressed in those planning efforts were similar to those confronted by the planners at South Mountain Park. Among the most critical were accessibility, types of recreational activity, and extent of required utilities. Experienced National Park Service planners combined these elements with existing "standards" for road and trail construction, building and other structure designs. In addition, automobile roadways--necessary for access to the park--became important design elements. Since the mid-1920s

scenic roadways and parkways had become important design concepts, primarily along the eastern seaboard. The roadway had been established not just as a means of getting to a destination, but also as part of the experience of travelling to the destination. Civil engineering and landscape design had become of parallel importance in roadway design and those concepts are well illustrated at South Mountain.

The planners were also confronted with planning a park which was primarily to serve the diverse recreational needs of local residents within the largest undisturbed natural area in the Salt River Valley. Forestry and wildlife policies, establishment of wilderness areas and wildlife refuges, and protection of prehistoric sites also became major design criteria.

The first planning efforts at South Mountain Park were undertaken in 1934 and presented publicly in October of that year. It was the combined work of George H. Hall, resident Park Service landscape architect; Leslie J. Mahoney, Phoenix Parks Supervisor; and William G. Hartranft, Chairman of the Phoenix Parks Board. The plan called for a ten-year construction program involving 31 different types of projects. The projects were grouped into four major categories: structural improvements, transportation improvements, erosion control, and landscape and recreational improvements.

Basic concepts for park development were established at this time and included accomplishing automobile access through the park with a east-west roadway emphasizing a sensitive design and developing lookout points along the route with dramatic views of the valley. Recreational areas, particularly for picnicking were envisioned among the rocky formations of the central park area, which was named Piedras Grandes. Scattered picnic improvements, including stone tables and fire pits were designed to be located in natural settings under large trees and among rock alcoves. A park administration area, including a museum and office was planned at the park entrance.

A system of hiking and bridle trails was planned providing access along the length of the park as well as through canyons leading to the summit area and Telegraph Pass. The plan also called for developing the necessary infrastructure of utilities, service roads, and maintenance facilities. Wells, pumps, and a 16,000 gallon water storage tank were planned as well as a water distribution system, underground electrical cables, telephone lines, and sewage disposal.

In March 1935 a master plan of proposed park project location was produced. William H. Douglas had been assigned resident landscape architect for the park in September 1934 and was responsible for the expanded master plan. Douglas was familiar with Phoenix and had participated in developing Phoenix' first zoning plan prior to the Depression. He had worked closely with W.G. Hartranft and George H. Hillis, Parks Superintendent after 1934, who were both on the first Planning and Zoning Commission. During Douglas' year-long tenure as resident landscape architect, potential natural areas, wilderness areas and wildlife refuges were identified. Douglas was an avid naturalist and explored the South Mountains extensively. In 1935 he had rediscovered the portions of Pima Canyon which he named Hidden Valley. Other natural features in the area including the "Pima Natural Bridge" and "Fat Man's Misery." Hieroglyphics throughout the Hidden Valley area were also noted by Douglas.

The 1935 plan expanded upon the original plan and included additional roadways, particularly one that would extend from Telegraph Pass south to the park's southern boundary, and a loop road encompassing the entire park.

Several lookout points along trails and roads were identified and 16 Lookout Shelters were proposed. Additional picnic areas at the east and west ends of the park, on the slopes north of the summit of the mountain range, and in an area near the Pima Natural Bridge, were also envisioned. An extensive system of additional trails was planned including the Hidden Valley trail connecting the end of the Pima Canyon Road to the eastern terminus of Telegraph Pass Road.

By 1937, nearly 16 miles of roads had been constructed. These included Stephen Mather Drive from the park entrance to the fork at Telegraph Pass Road which extended up the mountainside past Telegraph Pass to the Summit Lookout. Stephen Mather Drive extended to the west end of the park terminating at the San Juan Area. A third major road accessed the park from the east up Pima Canyon. With the exception of the proposed loop road, all other proposed roads in the previous plan were deleted.

Up until 1937 nearly 23 miles of hiking and bridle trails had already been built in accordance with the 1935 plan. These included Pima Canyon Trail, Hidden Valley Trail, Holbert Trail, Hieroglyphic Trail, and the Alta Trail.

The updated 1935 plan called for extensive improvements and in the following two years, it became clear that some projects could not be implemented. In March 1937, the direction of the park development was evaluated and the final master plan for the park was prepared by the Park Service. The plan was supervised by Park Service regional landscape architect Harry H. Cornell and was probably developed by resident engineer Johnathon P. Blaney and architect C. Lewis Kelley.

The 1937 plan called for additional recreational and picnic areas at Las Ramadas, the San Juan Area, Piedras Grandes, and along Stephen Mather Drive. The San Juan picnic area and the one along Stephen Mather Drive were never built, but Piedras Grandes was extensively improved and a large group picnic area at Las Lomitas was built.

One of the more important aspects of the final master plan was the reconfirmation of a general wildlife policy, establishment of wilderness areas, and "sacred areas". A large portion of the park was set aside as a wilderness area and wildlife refuge in the area focusing north and south around Hidden Valley. The plan called for no road construction through that portion of the park and limited park development to trails.

The Hidden Valley, sections of Pima Canyon, Hieroglyphic Canyon, and near Eagle Pass, were set aside as Sacred Areas within the park. The planners noted that there were extensive Indian pictograph rocks in these areas and proposed that no park developments of any kind be considered for those areas.

By 1941, under the guidance of the master plans, the basic infrastructure of the park had been completed. It included 26 miles of scenic mountain roads, parking for 1,025 cars, 40 miles of hiking and bridle trails, a 15,000 gallon water storage tank, 16,000 feet of water lines, 11,900 feet of underground electrical cable, and 2,000 feet of underground telephone cable.

In addition, the park recreation areas contained 18 buildings, 15 ramadas, 134 fire pits, 30 water faucets, and 13 drinking fountains. Rock dams, primarily up Telegraph Pass Canyon, were built to control erosion and 12 bird baths and animal watering places were also built throughout the park.

By the time the CCC program was disbanded in 1942, the City of Phoenix had a developed 14,000 acre mountainous and desert wilderness park. It was a great rugged naturalistic park described as a "noteworthy and dramatic achievement" in planning and development.

Architectural Style and Evolution of South Mountain Park

The design of the buildings and structures at South Mountain Park was generally a collaborative effort between the City's Parks Supervisor, National Park Service regional architectural and landscape architects, and the resident architects and landscape architects assigned to the project by the Park Service. The architectural character of those structures well illustrates the influence of the National Park Service in the planning and design of CCC construction programs nationwide. The Park Service's use of regionally traditional stylistic themes that combined environmentally compatible materials with a rustic aesthetic is a dominant trait of most historic architecture built under their supervision.

The regional traditional architectural theme chosen by the Park Service for projects in the Southwest focused primarily on a romantic interpretation of Native American architecture. The precedent for this architectural theme, and perhaps the most vivid example of what the Park Service architects had in mind, is Mary Elizabeth Jane Colter's Hopi House (1905) at the Grand Canyon. Designed for concessionaire Fred Harvey, it is built of slab stone construction with irregular massing and rustic details. The building was meant to simulate the traditional Hopi pueblos of northern Arizona and successfully evoked a strong sense of regionalism while at the same time providing a sensitive, compatible structure in a dramatic natural setting. Later Colter buildings at the Grand Canyon, particularly the Lookout (1914) at Hermit's Rest (1914), designed with the use of indigenous stone, attempted to blend the architecture into its natural setting as though a part of the rock formations themselves.

This type of architecture clearly became the model for the work at South Mountain Park, particularly between the years 1933-1937. The thematic architectural style governing the designs at South Mountain was described at the outset of the program in 1933 by architect Leslie J. Mahoney, then Phoenix Parks Supervisor. The general specifications he prepared for the first building at the park, the Administration and Museum Building (293-3) stated that "the building shall be carried out in the spirit of the Northern Indian in architectural style. The building shall be constructed as much as possible of materials that can be procured in the immediate vicinity of its erection."

National Park Service regional landscape architect, Harry H. Cornell, further described the stylistic treatment as "... a modified Hopi type Southwestern pueblo style."

The work undertaken at South Mountain Park between 1933 and 1937 clearly illustrates this architectural mandate. Most of the buildings were designed by resident Park Service architect C. Lewis Kelley. The largest examples of this style are at the Administration Area adjacent to the original Park entrance and include the 1934 Park Administration and Museum Building (293-3)--later called the Concessionaire's Building--and the 1937 Custodian's Quarters and Office Building (293-1).

During the 1934 and 1935 seasons picnic facilities at Piedras Grandes, now called the Lower Area, were designed and built along this theme. Two outstanding examples are the Restroom Buildings (293-11) and (293-12). One large picnic ramada, Ramada #4 (293-13) was built during this phase, and approximately 40 slab stone tables scattered through the area were also constructed. Only two of those tables, (293-14) and (293-24) were found to still exist. Both are exquisite examples of National Park Service design and CCC workmanship.

The last structures built using this Hopi-Pueblo Revival theme of slab stone construction are the three picnic ramadas (293-7), (293-8), and (293-9) at the Las Ramadas Area and the adjacent Restroom Building (293-6). They were constructed in 1936 on a hill west of the Administration Area with a dramatic view of the valley. The ramada complex also includes original stone fire pits and a small serving table ramada (293-10).

All of the 1933-1937 slab stone structures were built of bronzed granite donated by Dr. H.T. Bailey from his property on the North Phoenix Mountains.

During the first four years of development, four Lookout Shelters were built near the roads and trails at various visual vantage points in the park. Each are slightly different in design, but have a generally similar architectural character. The structures are built of indigenous granite rubble construction with roughly cut stone forming the segmental arched openings. One stone shelter (293-34) and a double latrine (293-35) exist at the end of Pima Canyon Road at the eastern edge of the park, and one Lookout Shelter (293-15) is located at the San Juan Area at the west end of the park. Two others are located short distances from the Telegraph Pass Road in the central park area. One lookout shelter (293-33), which is situated atop a precipice near the summit of the mountain range, has a pentagonal plan with built-in stone benches along the perimeter wall and a well-constructed stone table in the center. The other lookout shelter (293-18) is south of the road and farther to the east and is built on a large natural stone shelf.

The most sophisticated lookout shelter at the park was built in 1938 at The Lookout (293-17) now called Dobbins Lookout. Sited on the northern brow of a promontory overlooking the Salt River Valley, it is a large stone structure with a three-part massing, segmental and round arched openings, and a large false chimney.

After the original master plan and work-in-place was reviewed in late 1936 and subsequent revisions to the master plan were made in March 1937, the thematic architectural character of the next phases of construction was changed. Specific references and directives made by National Park Service regional landscape architect Cornell indicated that future work conform to a "Papago-Pima architectural design". This was an apparent indication of the desire of the Park Service to more accurately portray a regional architectural theme of the south central deserts rather than the Hopi-Pueblo style. While no specific traditional stylistic model of "Papago-Pima architecture" dominates the region, the materials and methods of construction of later buildings suggests the name was chosen mostly to provide continuity of the romanticized Native American architectural theme. The materials used included plastered adobe, stuccoed cast-in-place concrete, and indigenous granite rubble stone. Stylistically, the buildings fall within the Pueblo Revival mode with parapeted roofs, heavy timber framing, and rustic door and window treatments.

Eight additional picnic ramadas (293-25) through (293-32) were built at Piedras Grandes in 1938 utilizing this architectural theme and are built of massive granite rubble stone piers tapering to support heavy timber beams and cross framing. Picnic tables and benches are built of cast-in-place concrete on stone piers.

Additional development at the Headquarters Area in 1938 included the addition of an adobe restroom building to the Caretaker's House and Park Office, and the addition of an adobe two-bedroom "help's quarters" and patio behind the Administration and Museum Building. A Concessionaire's House (293-4) also built of adobe, was erected west of the Museum Building.

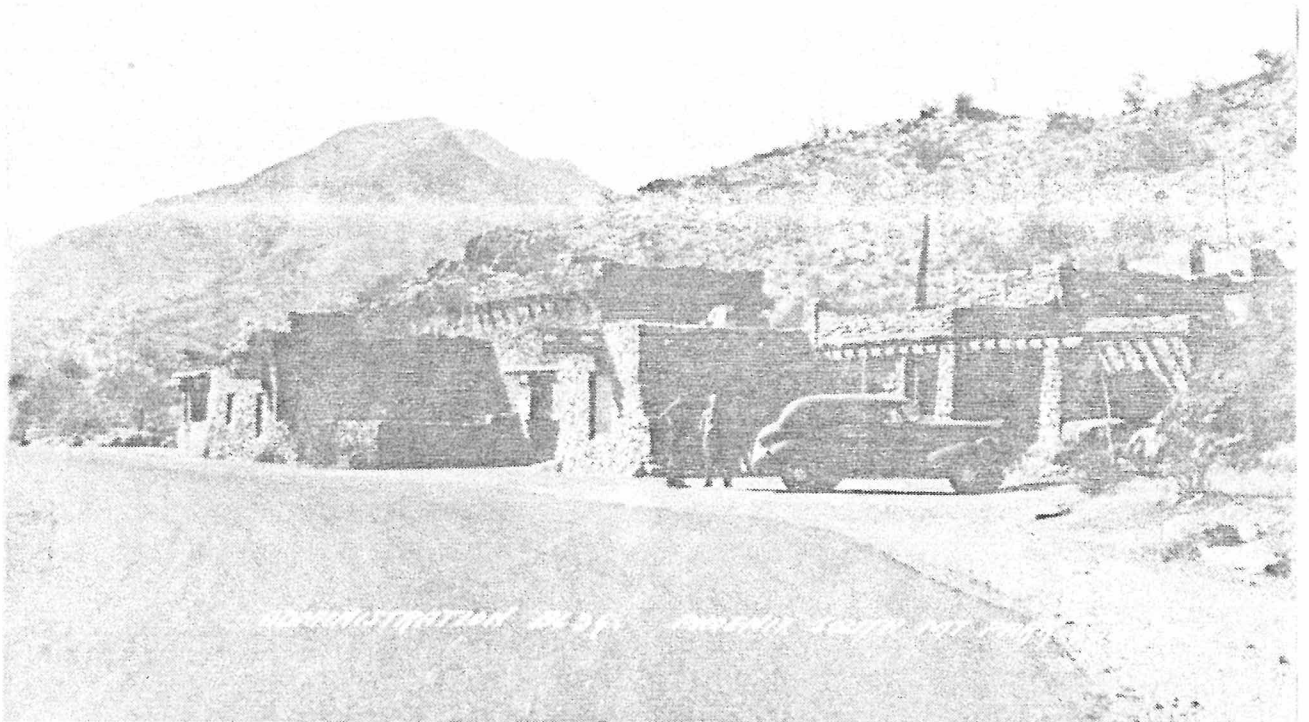
In the spring of 1937 a horseback riding concession was established at the park and a 10-stall adobe stable (293-23) was built in a low area immediately south of the Administration Area. The Stableman's House (293-5) was built nearby and contained two public restrooms, a living room, and a kitchen. It is of adobe construction, and has well-crafted interior detailing including heavy timber carved imposts, and a bee-hive fireplace.

All of the adobe buildings were designed by National Park Service resident architect Clinton F. Rose, who had worked previously on the CCC developments at Tucson Mountain Park, with assistance from C.L. Kelley and J.P. Blaney.

A Utility Area was developed in 1938 between the Stableman's House and Piedras Grandes in an area that became known as The Hideout (293-22). This is a contiguous adobe structure within an adobe walled compound and includes a 7-bay truck garage, blacksmith shop, tractor storage room, a watchman's quarters, a small washroom, storage, and oil house and an incinerator. The adobe structure is modestly designed and includes heavy timber beams, carved impost corbells. Part of the house was later used as a food concession.

The last major construction effort at South Mountain Park was an additional three ramadas (293-19), (293-20), and (293-21) and a restroom building (293-16) at the Las Lomitas Area, built in 1940.

The picnic ramadas are of cast-in-place concrete piers stuccoed to simulate adobe and heavy timber beams and cross framing. Benches and tables are all cast-in-place concrete. The restroom building is designed in plan similar to the earlier structures but is built of plastered adobe. All of these structures were designed by National Park Service resident landscape architect and civil engineer Jonathon P. Blaney.



Entrance to South Mountain Park, ca. 1938. The slab-stone complex includes the Administration Building and Museum on the left and the Office and Caretakers house on the right. State Library, Archives and Public Records photo.

The Hunt Bass Hatchery and Recreation Area at Papago Park 1933-1937 :

Papago Park was first designated as the Papago Sahuaro National Monument by the U.S. Department of the Interior in 1914. Its sandstone geographic formations together with its undisturbed characteristic desert flora including many Saguaro Cacti, is a distinctive landmark in the Salt River Valley. The Monument, which encompassed roughly six sections of land, was abolished by the U.S. Congress and was deeded to the State of Arizona for public use, particularly park and recreational use in 1932.

The Arizona Fish and Game Department was given responsibility for the management of the land. In March 1932 the Department requested that approximately 200 acres be set aside for use as a state-run bass hatchery. The plan for the hatchery included a chain of eight lakes for spawning and growing small-mouth bass to stock the various lakes throughout the state. The work included the construction of "Ambursen type" impound dams, a patented method of construction that had only been used once in Arizona prior to this project.

The cost of the hatchery was estimated at \$30,000. Labor was paid from the Governor's discretionary unemployment fund and the cost of materials was loaned to the state from the Reconstruction Finance Corporation. Six of the compound dams and lakes were constructed during the fall and winter of 1932. At the time of its dedication on December 19, 1932, it was the largest state-owned bass hatchery in the United States. It was formally named the Hunt Bass Hatchery.

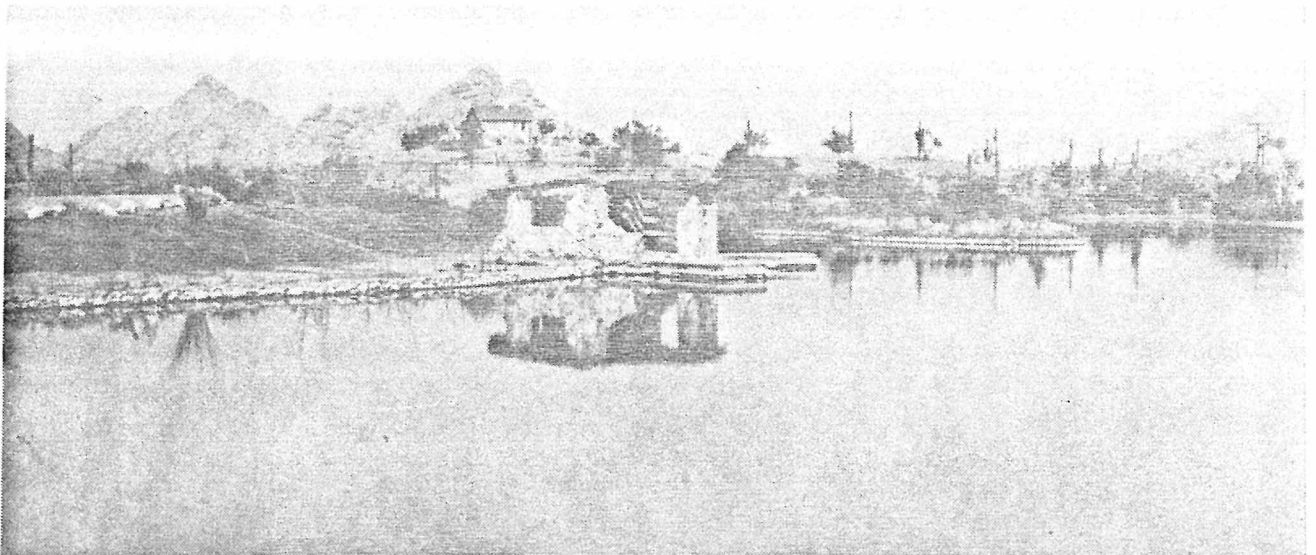
The Chamber of Commerce and W.C. Joyner, state game warden, had jointly developed the concept of the hatchery with adjacent recreational area since late 1930. During the dedication of the hatchery, E.E. Lane, who was chairman of the Parks and Playgrounds Committee of the Chamber of Commerce, advocated having the area around the hatchery developed for recreational purposes.

After the creation of the Civilian Conservation Corps in March 1933, the state Fish and Game Department made application to the Department of the Interior under the State Parks Emergency Conservation Work program for a CCC camp at Papago Park. The purpose was to develop the two additional lakes, build an administrative "compound", construct roads, paths, picnic facilities and restrooms, and an outdoor amphitheater for recreational purposes. CCC construction camp "Jack Swilling" was established at the park in October, 1933. During the first season 200 CCC workers were camped at Papago Park. They worked on picnic table ramada construction, road improvements, and building a 3,000 seat capacity amphitheater, (291-13).

The amphitheater was constructed on the north slopes of a butte just south of Barnes Butte and McDowell Road. Begun on October 23, 1933, the project was dedicated April 1, 1934. Its semi-circular shape was composed of 24 rows of seats built of indigenous stone. Three sets of stone steps, six feet wide, provided access to the seating. The project was acclaimed as a "gift to Phoenix and the Salt River Valley from the federal government", and was noted as the only one of its kind in the state. The amphitheater, valued at \$30,000 provided 390 man-months of employment for CCC workers, used 500 cubic yards of rock, and was built without the use of mechanical tools. J.J. Powers was resident National Park Service architect; Paul Kraus, landscape architect; and H.E. Dalton was NPS Superintendent of Construction.

Powers and Kraus also provided the designs for eleven picnic table ramada structures (291-1) thru (291-11) adjacent to the western edge of the lakes development, with CCC labor. The structures were built during the 1933-34 and 1934-35 seasons. Landscaping surrounding the lakes was also undertaken. The dam for the seventh lake at the Bass Hatchery was built by CCC forces and dedicated May 13, 1934. The 100-foot long, 15-foot high dam impounded water for what became known as Scottsdale Lake.

In March 1935, CCC workers began construction of the restroom Building (291-12) a park administration building (291-14), a new water distribution system, and stone boathouse. The eighth lake in the chain was also built. Located nearest to Van Buren Street, it was named Tempe Lake. National Park Service Superintendent W.H. Collie supervised the work. By November, 1937, most of the improvements undertaken by the CCC had been completed.



The Hunt Bass Hatchery and Recreation area. This ca. 1938 view shows one of the lakes, a boat house (no longer existing) and the caretakers house in the administration area. State Library, Archives and Public Records photo.

Pueblo Grande Ruin Archeological Park 1925-1937

The Pueblo Grande Ruin, containing the remains of an extensive prehistoric Hohokam village, was given to the City of Phoenix in 1925 by Thomas Armstrong, Jr. The site included a 20-foot high platform that covered over three acres. Plans for the development of the relatively intact site as an archaeological park were first begun in 1929. By 1936 the City had increased the size of the park to 16 acres through acquisition of the Park of the Four Waters site to the south as well as adjacent land to the north. It had also developed the property with a laboratory and museum building, conducted excavations, and had an annual visitation of over 15,000 persons. Pueblo Grande was the only municipally supported archaeological park in the nation.

In 1929 Phoenix mayor Fred Paddock appointed the first municipal archaeological commission in the United States to oversee the management and development of the park. The commission members included noted Arizona historian James H. McLintock, Louis Chalmers, William G. Hartranft, and Thomas Armstrong, Jr. The commission initiated a survey of the ruins and engaged Odd S. Halseth, a 35-year old archaeologist formerly with the Museum of New Mexico. Halseth undertook investigations and excavations beginning in 1929 and by 1933 he had convinced the City to apply for money from the Reconstruction Finance Administration (RFA) to build a laboratory building and other support structures on the site. \$15,000 was also allocated from the PWA parks development bonds in early 1934. Additional labor for excavation work at Pueblo Grande was supplied by the CCC under the direction of the National Parks Service.

Five structures as well as some site improvements were built as a result of this program between 1934 and 1937. The first building, completed in late 1934, was the Laboratory Building (no longer existing). It contained 11 rooms for use as workrooms, storage rooms, a library, and student rooms. The structure also contained an attached custodian's quarters, a two-bay garage, and a tool room.

By 1937, a house (131-1) constructed as Halseth's residence, and a workshop and storage building (131-2), had been completed. A perimeter adobe wall, constructed in various stages, surrounded portions of the site. Two small, symmetrically located structures (131-4) and (131-5) are built adjacent to the west wall, and were also completed prior to 1937. A frame cabin (131-3), modified and enlarged, was moved to the site prior to 1940 and was used as a worker's quarters.

The Laboratory Building, like the other structures constructed at the park, was built of adobe made on the site and a variety of reused materials from other City property. Structural beams were built from electric power poles or steel rails from the street railway system, doors and windows were also from obsolete early streetcars, lintels from street railway ties, and interior woodwork used for roof sheeting, frames and some built-ins were from the redwood staves of the abandoned Verde River water pipeline.

The buildings at Pueblo Grande were designed by Halseth in conjunction with City Engineer James Girard. Halseth described the picturesque character of the buildings as "architecture of the early Mexican style". Although not an architect, he was noted as "having specialized in this type of work for many years". The designs Halseth created, as well as his familiarity with adobe construction techniques, was influenced to a great extent by his work as staff archaeologist from 1923-1927 at the Museum of New Mexico. The Museum's involvement in the first 20th century efforts to preserve and protect the New Mexican Mission Churches put him in close contact with the regional style, adobe building methods, and influential architects Burnham Hoyt and John Gaw Meem. In 1923 Halseth, along with Santa Fe artist Jozef G. Bakos, was put in charge of overseeing the roof reconstruction and stabilization work at the mission of Nuestra Senora de la Asuncion at the Zia Pueblo north of Santa Fe. This was the first of the Mission preservation efforts conducted under the guidance of the Museum of New Mexico.

Halseth was reportedly the nation's only municipal archeologist during his lengthy career at Pueblo Grande, which ended in 1960. He also served as Phoenix Parks Superintendent from 1944 until 1946 and as Phoenix City Manager for eight months in 1946. Halseth is also credited with helping establish the State Parks Department in Arizona, was a charter member of the Arizona Archeological Commission, a fellow in the American Anthropological Association, and Executive Director of the Arizona Conservation Council.

Although Halseth's investigations and excavations at Pueblo Grande have not been evaluated in relationship to 20th century archaeological methods and practices, it can be said that his efforts to develop and interpret the site as an archaeological park are significant. The improvements at the site, its facilities and structures, were conceived and largely designed by Halseth. Through his efforts, particularly in the 1930's, the first municipal archaeological park in the United States had been developed for public use and education. In addition to the development work during that time, numerous articles

were published in the local newspapers concerning the excavations and discoveries at the site. Halseth also wrote a series of weekly articles about Pueblo Grande and Hohokam occupation of the Salt River Valley. In 1933 Paramount Studios produced a film documentary about the Pueblo Grande development work although it is not known whether the film was released.

Public Housing in Phoenix 1938-1942.

The first municipally sponsored projects to provide housing for low-income families in Arizona were constructed by the City of Phoenix in 1941. Three public housing projects were built after a nearly three year campaign by civic leaders, local and state government officials to improve the condition of housing for the poor.

The United States Housing Authority, created in 1938, provided low interest long-term loans to cities to undertake "slum clearance programs." On November 18, 1938, the Phoenix Gazette began publishing a series of articles outlining the condition of housing for the poor in Phoenix, the purpose of the federally assisted slum clearance programs and how such a program could be implemented in Phoenix.

During the 1939 Legislative Session, Arizona passed a municipal housing law that authorized municipalities to undertake slum clearance projects. The bill was spearheaded by the efforts of the Phoenix Gazette and led the way for communities throughout the state to provide public housing in slum areas.

After the legislation was passed, Phoenix City Commissioners created the Phoenix Housing Authority to implement a local slum clearance program. Mayor Walter Thalheimer appointed the first members of the Authority. They included the Reverend Emmitt McLoughlin, chairman; architect Chris Totten, vice chair; R.E. Becker; C.W. Bond; and J.E. Refsnes. Phoenix applied for and received funding from the U.S. Housing Authority for three slum clearance and public housing projects.

On May 4, 1941, the Mathew Hensen Public Housing Project (350) was dedicated. Identified as "homes for low-income colored families" it was the first public housing project in Phoenix and Arizona. Two other projects, the Frank Luke Jr. Housing Project (326) and the Marcos de Niza Housing Project (327), each to provide homes for "White and Spanish families" respectively, were still under construction. Mathew Hensen Project consists of 132 living units at a cost of \$420,000. The project was developed in a "parklike setting", a simplified superbblock site plan with internalized pedestrian circulation and open space, and grouped parking areas.

The project attracted national attention due to the low cost per unit of \$1,684, which was \$1,027/unit below the national average of \$2,711/unit. The Marcos de Niza Housing Project was completed in the fall of 1941 and the Frank Luke Jr. Housing Project was dedicated on January 11, 1942. Each contained 230 housing units in 72 buildings.

Designing and supervising architects for all of the projects were Lescher and Mahoney. Associated architects were Orville A. Bell, W.O. Wallingford, Paul Eaton, and Malcolm D. Seashore.

PART IV - Recommendations of Potentially Eligible Properties.

Individual Properties: Several individual properties on the Inventory of City-Owned Properties are recommended as eligible for listing on the National Register of Historic Places. They are significant as good representatives of the developmental themes important to the history of Phoenix.

<u>Survey Site No.</u>	<u>Name</u>	<u>Address/Location</u>
003	City-County Building (1929)	17 S. 2nd Avenue
131-1	Pueblo Grande--Director's House (1934)	4819 E. Washington
131-2	Pueblo Grande--Shop and Storage Building (1935)	4819 E. Washington
142	Rancho Ko-Mat-Ke (Albrecht House)	1346 South Mountain Ave.
138	Coerver House (1925)	5005 E. Camelback
291-13	Papago Park Amphitheater (1934)	Papago Park
303-1	City Water Supply Pumping Plant (1931)	42nd Street/Thomas
303-2	City Water Supply Overflow Tower (1931)	42nd Street/Thomas
303-3	City Water Supply Overflow Tower (1931)	42nd Street/Thomas
249-1	University Park Bath House (1935)	1006 W. Van Buren
249-2	University Park Pumphouse (1936)	1006 W. Van Buren

Individual properties that may be eligible for listing on the National Register of Historic Places once they become at least 50 years of age include the following.

<u>Survey Site No.</u>	<u>Name</u>	<u>Address/Location</u>
069	Fire Station #8 (1942)	541 W. Encanto Blvd.
230	Grant Park Bath House (1938)	714 S. 2nd Avenue
259-2	Eastlake Park Bandshell (1945)	16th Street/Washington
350	Mathew Hensen Public Housing Project	9th Avenue/Grant Street

Historic Districts: Those groups of properties associated historically and physically with important aspects of Phoenix' history are recommended as eligible for the National Register of Historic Places as historic districts. They are briefly described as follows.

Encanto-Palmercroft Historic District Expansion

Expansion of the existing historic district boundary to include the remainder of the Encanto Park Golf Course. The present historic district listing includes only roughly the east half of Encanto Park. The entire 220-acre area of the park was developed simultaneously between 1935 and 1938. The 18-hole golf course was the first municipal golf course in Phoenix. Boundaries of the expanded district should include the Norton House (139-1) and the Garage (139+2). (139-2). Both structures were purchased by the City in 1934 along with 109 acres owned by J.C. Norton to form part of the Encanto Park site. The house has been associated with the Phoenix Parks Department Administration since 1935. The maintenance buildings, (144-1,2,3), built in 1935, are also included. The proposed historic district expansion is west from 15th Avenue to 19th Avenue and from Thomas south to Encanto Boulevard along the park boundaries.

Hunt Bass Hatchery and Recreation Area Historic District

The Hunt Bass Hatchery, developed by the Arizona Fish and Game Department beginning in 1932, was the largest state-run fish hatchery in the United States. The first improvements to Papago Park as a recreational facility were begun a year

later and completed by 1936-37. Recreational facilities including picnic table ramadas and a restroom building were developed adjacent to the western edge of the chain of lakes by the Civilian Conservation Corps. The proposed historic district illustrates, through its landscaping and architecture, important aspects of state-sponsored wildlife conservation programs, regional recreational development, and the influence of the Civilian Conservation Corps and National Park Service on parks development in the Salt River Valley.

Proposed boundaries for the historic district extend west from the Phoenix Zoo, incorporating the first four lakes and dams in the chain, and extending north and west along a loop road that encompasses the picnic table ramada area.

South Mountain Park Historic District

Historic Associations: South Mountain Park is the largest municipally-owned public park in the United States. The original 14,513 acres were purchased in 1930. It is one of the best illustrations in Arizona of the work-relief programs initiated as part of President Franklin D. Roosevelt's New Deal during the Great Depression. Most construction was undertaken by the Civilian Conservation Corps, one of the most successful of New Deal programs. Between 1933 and 1935 the CCC encampments at South Mountain were the largest of the + 30 camps statewide. It illustrates an unusual use of CCC forces for a municipal project, who worked at the site for eight years.

Landscape Planning: It is the largest historic example of a master planned public park in the United States. An excellent illustration of a Phoenix historic landscape, designed and implemented as a cooperative effort between National Park Service architects and landscape architects and the newly-created Phoenix Parks, Playgrounds, and Recreation Board. The plan included design of infrastructure such as roads, trails, waste disposal, water storage and distribution; recreational facilities including ramadas, picnic tables, and restrooms; major buildings such as a museum, park office, residences, and maintenance buildings. The sensitive design considered natural setting, the establishment of wilderness areas, wildlife refuges, and protection of prehistoric resources.

Architecture: An excellent representation of NPS/CCC design and construction. Design of all buildings and structures executed in either stone or adobe illustrate the rustic style which was the trademark of National Park Service Thematic building programs built by the CCC during the Depression.

The recommended boundaries of the proposed South Mountain Park Historic District is the original 14,513-acre area purchased by the City in 1930 and master planned by the National Park Service in 1935.

Prehistoric Archaeological Component: Although identification of prehistoric sites were not included as a part of this project, research indicates that archaeological resources exist throughout the park. Four studies (Snyder, Grove, Rosenberg, Weaver) exist on the subject. Two deal specifically with the petroglyphs of the South Mountains of Arizona. While the Arizona State Museum has only a few sites recorded on their Site Survey Files, it is likely from available information that many more exist. A prehistoric archaeological component for the South Mountain Park Historic District would be an important contribution toward its eligibility for listing on the National Register of Historic Places. The City of Phoenix should pursue a comprehensive survey of archaeological resources at South Mountain, not only to evaluate their significance but to plan for their protection and management.

PART V - Ongoing Planning: An Outline of Recommendations

Through the comprehensive inventory and documentation of City-owned properties presented as a result of this Historical/Architectural Survey, the City of Phoenix can make well-informed planning decisions regarding its own historic resources. As one of the stated objectives of the project, the City should seek determinations of eligibility for listing on the National Register of significant historic properties identified in the survey. This will expedite the compliance procedures related to properties affected by federally assisted undertakings.

While only some of the City-owned properties are recommended as eligible for listing on the National Register, the City should recognize that all of its pre-1946 inventory is a limited resource, and some consideration should be given them in future planning processes. Particular attention should be given to those properties recommended as potentially eligible in the future once they become 50 years old.

The National Register of Historic Places

The City of Phoenix should seek formal listing on the National Register of all properties recommended as eligible. The National Register of Historic Places is the nation's official listing of historic and cultural properties worthy of preservation. One of the primary purposes of the National Register is formal recognition of buildings, structures, sites, and districts significant in history, pre-history, architecture and culture. Listing on the National Register increases the awareness of our past, stimulates pride in our sense of place, and serves as an incentive to protect and preserve the best of our heritage for future generations.

Phoenix Historic Property Register

In 1985 the City of Phoenix adopted a Historic Preservation Ordinance that establishes a historic property register. That listing is intended to officially recognize historic properties of local significance and establishes, through a historic preservation overlay zone designation, a formal means of review and comment during the planning process. The City of Phoenix should pursue listing on the Phoenix Historic Property Register of those resources eligible under criteria established by the ordinance. A procedure should also be established whereby City agencies allow for the Historic Preservation Commission to review and comment on any proposed undertakings affecting those historic resources.

Historic Resource Management Program

If a property is determined to be "worthy of preservation", its designation is meaningless unless a "management program" is initiated to insure the significance of the resource is in fact preserved. Many resources have been lost because the properties were neglected, unmaintained, inappropriately maintained, or indiscriminately altered. To insure that historically significant properties are treated with the sensitivity they deserve, a management program should be initiated.

First, the agency or department responsible for both the operation and potential alteration (i.e., Parks or Engineering) must be notified as to the identification and location of the historic property. They should review and recognize why the property has been designated historic and that it must be treated with care. They must understand that even routine maintenance can cause irreversible damage to the property.

Second, each property should be inspected on a cyclical basis to initially identify significant features and determine the affect and causes of deterioration; and then to set priorities of major repairs and review maintenance procedures. These inspections must be performed by competent professionals familiar with the maintenance and repair of historic buildings and structures.

Third, from the inspection recommendations, maintenance manuals should be developed for each property. These manuals should record repair and maintenance work and outline the appropriate approach of any work to be done. Guidelines should be developed based upon the "Secretary of the Interior's Standards for Preservation Projects."

Fourth, these standards should also be utilized whenever any major modification is to be undertaken. No alteration to an historic property should occur without review and comment by the Phoenix Historic Preservation Commission and the repair work and additions should be undertaken under the supervision of an historic preservation specialist.

Fifth, the awareness of historic properties must be integrated into the planning process so that new development can occur, not in opposition to historic properties, but in harmony. New development, if it is adjacent to or will directly impact a historic property, must be evaluated as to its appropriateness and any adverse effect mitigated. Review and comment by the Phoenix Historic Preservation Commission should be integrated into each city agency's planning process.

Wherever the value of new development directly impacts the significance or existence of a resource and avoidance is impossible, that significance should be preserved by other appropriate means such as relocation and/or documentation.

Without the initiation of an historic resource management plan, many significant properties will be lost through neglect or inappropriate planning.

Public Awareness and Interpretive Programs

Interpretation of our heritage is an important educational tool that serves to connect our past with our future. Proper interpretation of historic resources increases awareness of local heritage and can strengthen Phoenix' identity as a place with a past. Interpretation also heightens the respect for buildings and structures that are frequently used by the public. Such programs developed over the past few years at Heritage Square demonstrate the effectiveness of this facet of historic preservation.

The City of Phoenix owns and manages several significant historic buildings and potential districts that illustrate a variety of important aspects concerning our heritage. The city has a tremendous opportunity to educate its citizenry through interpretation of this rich and diverse heritage. The city should initiate and develop a public awareness and interpretive program in relationship to its historic resources.

Most programs of this nature can be undertaken in conjunction with the other functions of city properties and do not necessarily require the use of historic buildings in a "museum" setting. Rather, interpretive techniques can be as simple as markers or plaques identifying a place and its historic background, brochures that offer self-guided tours of larger historic areas, or media presentations that can be distributed through the public schools system. Formal interpretive programs such as permanent or changing exhibits can also be initiated at some locations.

Because the management of city-owned historic properties is the responsibility of a variety of city departments, independent departmental evaluation of the potential for interpretive programs should be undertaken. This is especially true of the Parks and Recreation Department managed properties. They are not only the most frequented by the public, but also represent a significant number of the city's historic resources. Evaluation and subsequent planning strategies could be coordinated by the City Historic Preservation Officer, with review and recommendations made by the Phoenix Historic Preservation Commission.

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Appendix A: National Register of Historic Places
Criteria of Eligibility

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

A. that are associated with events that have made a significant contribution to the broad patterns of our history; or

B. that are associated with the lives of persons significant in our past; or

C. that embody the distinctive characteristics of a type, period, or method of construction or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

D. that have yielded, or may be likely to yield, information important in prehistory or history.

Criteria considerations(Exceptions): Ordinarily cemeteries, birth-places, or graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past 50 years shall not be considered eligible for the National Register. However, such properties will qualify if they are integral parts of districts that do meet the criteria or if they fall within the following categories:

A. a religious property deriving primary significance from architectural or artistic distinction or historical importance; or

B. a building or structure removed from its original location but which is significant primarily for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or

C. a birthplace or grave of a historical figure of outstanding importance if there is no other appropriate site or building

directly associated with his or her productive life; or

D. a cemetery which derives its primary significance from graves of persons of transcendent importance, from distinctive design features, or from association with historic events; or

E. a reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived; or

F. a property primarily commemorative in intent if design, age tradition, or symbolic value has invested it with its own historical significance; or

G. a property achieving significance within the past 50 years if it is of exceptional importance.

Appendix B: Phoenix Historic Property Register
Evaluation Criteria

The Historic Preservation Commission shall evaluate each parcel of property and each parcel of property within an area that is included in the application for a demonstrated quality of significance in local, regional, state or national history, architecture, archaeology, engineering or culture, and integrity of location, design, setting, materials, workmanship, feeling and association according to the following criteria.

- (1) Associated with events that have made a significant contribution to the broad patterns of our history; and/or
- (2) Associated with the lives of persons significant in our past; and/or
- (3) Embody the distinctive characteristics of a type, period or method of construction or that represent the work of a master or that possess high artistic values or that represent a significant and distinguishable entity whose components may lack individual distinction; and/or
- (4) Have yielded or may be likely to yield information important in the understanding of our prehistory or history of the City of Phoenix; and/or
- (5) Are at least 50 years old, or have achieved significance within the past 50 years if the property is of exceptional importance.

(e) The Historic Preservation Commission shall, when applying the evaluation criteria in paragraph (d), draw the boundaries of a historic district as carefully as possible to ensure that, to the maximum extent possible, the district contains only properties meeting the evaluation criteria.