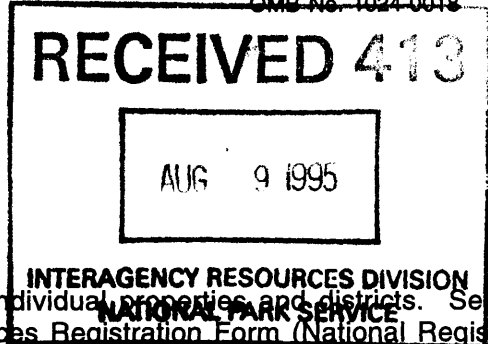


1078

United States Department of the Interior  
National Park Service



NATIONAL REGISTER OF HISTORIC PLACES  
REGISTRATION FORM

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

=====

1. Name of Property

historic name Verde Park Pumphouse

other names/site number \_\_\_\_\_

=====

2. Location

street & number 9th Street / Van Buren not for publication   
city or town Phoenix vicinity \_\_\_\_\_  
state Arizona code AZ county Maricopa code 013 zip code \_\_\_\_\_

=====

3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act of 1986, as amended, I hereby certify that this  nomination \_\_\_\_\_ request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60. In my opinion, the property  meets \_\_\_\_\_ does not meet the National Register Criteria. I recommend that this property be considered significant \_\_\_\_\_ nationally \_\_\_\_\_ statewide  locally. ( \_\_\_\_\_ See continuation sheet for additional comments.)

James W. Garmon AZSAPD 12 July 95  
Signature of certifying official Date

ARIZONA STATE PARKS  
State or Federal agency and bureau

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

\_\_\_\_\_  
Signature of commenting or other official Date

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



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

Cat: VACANT/NOT IN USE Sub: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

=====  
**7. Description**  
=====

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

Period Revival  
\_\_\_\_\_  
\_\_\_\_\_

**Materials** (Enter categories from instructions)

foundation Concrete  
roof Built-up  
walls Brick  
\_\_\_\_\_  
other \_\_\_\_\_  
\_\_\_\_\_

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

=====  
**8. Statement of Significance**  
=====

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

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

**Criteria Considerations** (Mark "X" in all the boxes that apply.)

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

**Areas of Significance** (Enter categories from instructions)

Community Planning and Development  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**Period of Significance** 1937-1944  
\_\_\_\_\_  
\_\_\_\_\_

**Significant Dates** 1937  
\_\_\_\_\_  
\_\_\_\_\_

**Significant Person** (Complete only if Criterion B is marked above)  
\_\_\_\_\_

**Cultural Affiliation** \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**Architect/Builder** WPA  
\_\_\_\_\_

**Narrative Statement of Significance** (Explain the significance of the property on one or more continuation sheets.)

=====  
**9. Major Bibliographical References**  
=====

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

**Previous documentation on file (NPS)**

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

**Primary Location of Additional Data:**

- State Historic Preservation Office
- \_\_\_ Other State agency
- \_\_\_ Federal agency
- \_\_\_ Local government
- \_\_\_ University
- \_\_\_ Other

Name of repository: \_\_\_\_\_

=====
10. Geographical Data
=====

Acreage of Property Less than 1

UTM References (Place additional UTM references on a continuation sheet)

Table with 6 columns: Zone, Easting, Northing, Zone, Easting, Northing. Row 1: 1, 12, 401450, 3701750, 3, blank, blank. Row 2: 2, blank, blank, blank, 4, blank, blank.

See continuation sheet.

Verbal Boundary Description (Describe the boundaries of the property on a continuation sheet.)

Boundary Justification (Explain why the boundaries were selected on a continuation sheet.)

=====
11. Form Prepared By
=====

name/title William S. Collins / Historian

organization Arizona SHPO date June 12, 1995

street & number 1300 W. Washington St. telephone (602) 542-1992

city or town Phoenix state AZ zip code 85007

=====
Additional Documentation
=====

Submit the following items with the completed form:

Continuation Sheets

Maps

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

Photographs

Representative black and white photographs of the property.

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

=====
Property Owner
=====

(Complete this item at the request of the SHPO or FPO.)

name City of Phoenix

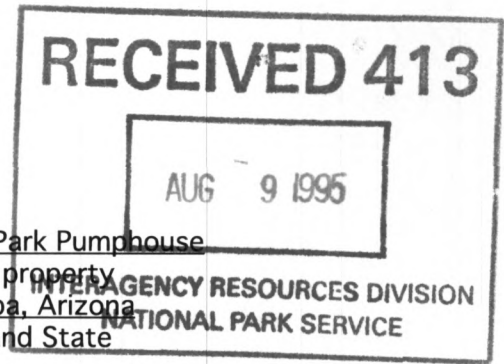
street & number 200 W. Washington telephone

city or town Phoenix state AZ zip code 85003

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NATIONAL REGISTER OF HISTORIC PLACES  
CONTINUATION SHEET

Section 7 Page 1



Verde Park Pumphouse  
 name of property  
Maricopa, Arizona  
 county and State

**SECTION 7: DESCRIPTION**

SUMMARY

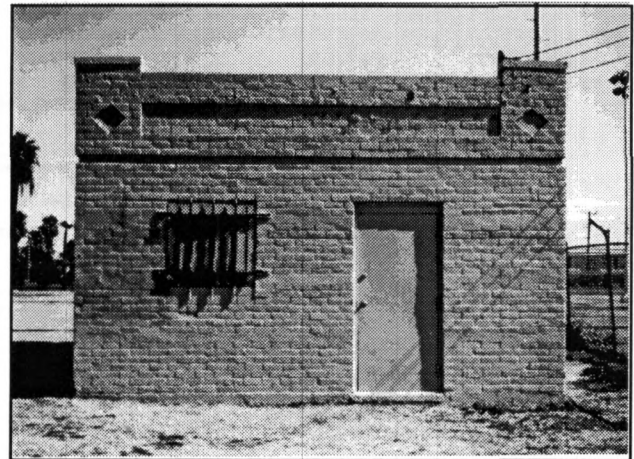
The Verde Park Pumphouse is a 1937 public utility building designed in a Period Revival style, located northeast of the original townsite of Phoenix, Arizona. The pumphouse is a one-story, brick building distinguished by a flat roof and surrounding parapet wall. It is located in the City of Phoenix Verde Park.

DESCRIPTION

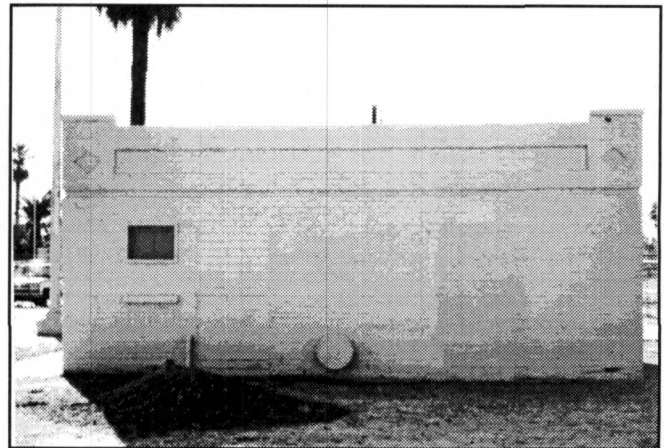
Construction: The Verde Park Pumphouse is of red brick construction built on a level grade so that the entrance is about at ground level. This simple rectangular building stands atop a concrete slab foundation. The brickwork uses a Common (American) bond with seven courses of stretchers alternating with one course of headers. There are a total of four courses of headers, which are recessed, and surround the entire building. The roof is flat with built up sheathing. There are four conduits for water drainage off the roof. At the rear of the building (east side) are three perforated concrete blocks which protrude out at the level of the highest recessed course of bricks. Another conduit has been added on the south side, southeast corner, by removing brick at two and three courses above the highest recessed course.

Current Appearance: The Pumphouse is a small utilitarian building with a few notable decorative features. Its dimensions are twelve feet (12') across the front (west) facade and fifteen feet (15') along the sides. It is painted white. Although constructed with four recessed courses of header brickwork, the lower three courses have been infilled with concrete. The fourth and highest recessed course remains and surrounds the entire building, providing one of its major decorative features.

The most prominent decorative features lie above the recessed brick course, along the outside of the parapet. The same decorative pattern is duplicated on all four sides of the building. It is composed of two recessed diamonds on either side of a long, recessed rectangle. Both diamonds and rectangle are four courses vertically. There are concrete capstones on top of each corner of the parapet.



*Front facade of the Verde Park Pumphouse.*



*A view of the north facade.*

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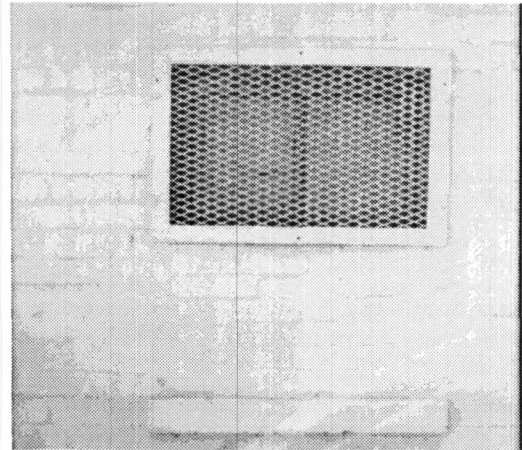
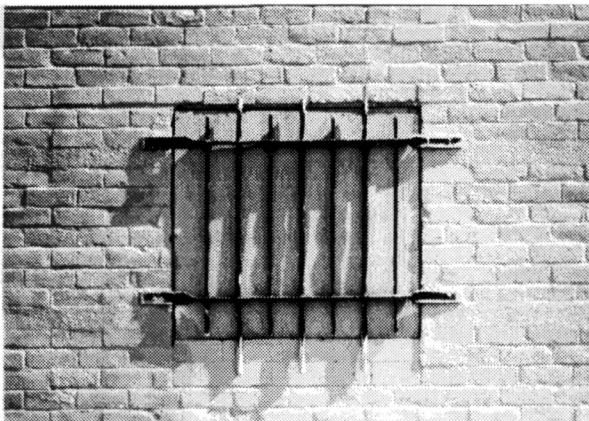
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Verde Park Pumphouse  
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Currently, the building has only one entrance, although there were five at one time. The entrance on the front facade is the only means of access into the building. The structural opening has dimensions eighty-four inches (84") high by forty inches (40") wide. It has a steel door that post-dates the 1937 construction. At the rear of the building are two doorways that have been sealed with plywood. These doorways gave entrance into two restrooms [see "Interior" and "Alterations" description below]. Both of these entryways have dimensions eighty-five inches (85") high by thirty-three and a half inches (33.5") wide. On the north side are two abandoned entryways which have been infilled with concrete block at an unknown date. The dimensions of the two former doorways differ. The eastern entryway on the north side is seventy-nine and a half inches (79.5") high by thirty-nine and a half inches (39.5") wide while the western entryway is eighty-two inches (82") high by forty-five and a half inches (45.5") wide.

There are a total of four window openings in the building, one on the front, two on the south side, and one on the north side. All have plain flat rectangular openings. The front facade window has an opening of dimensions thirty-nine and a half inches (39.5") wide by forty-five inches (45") high. The opening is infilled with a sheet of plywood and covered with metal security bars. The western window of the south side has a structural opening of dimensions thirty-eight inches (38") wide by thirty-nine inches (39") high. It has a metal screen which allows one to see into the building. Security bars also cover this window. The eastern window on the south side has a structural opening of dimensions twenty-six inches (26") wide by thirty-six (36") high. It has a plain, brick sill and the opening is infilled with plywood. The last window, on the north side, originally had dimensions twenty-five inches (25") wide by thirty-eight and a half inches (38.5") high. The bottom half of this window opening is infilled with brick, but the upper half is still open, although covered by a metal security screen. It also has a plain, concrete sill.



*Detail of two windows of the Verde Park Pumphouse. The left picture above is the front facade window showing the two courses of concrete block, the plywood infill, and the security bars. The right picture of the north facade window shows the infilling of half the structural opening with brick.*

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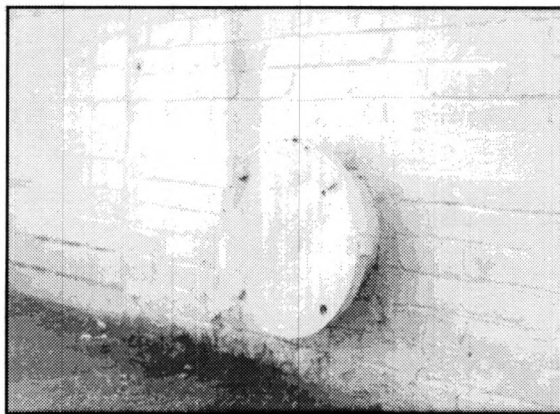
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Verde Park Pumphouse  
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A sealed water pipe projects from just above ground level on the north side. It is somewhat off-center towards the east. This is the sole indicator of the original function of the building.

Utility equipment is attached to the south wall, between the two windows, and slightly covering the eastern window.

Interior: When first built, the Verde Park Pumphouse had two rooms. These were separated by a brick wall and each room had its own entrance on the north side.<sup>1</sup> This wall has been breached and new walls added so that there are currently four rooms. This was the result of retrofitting two restroom facilities whose entrance were the two doors on the west side (see alterations below).



*The sealed water pipe projecting from the north wall is the major element indicating that this was a pumphouse.*

Alterations: After its use as a pumphouse, the building was altered to provide restroom facilities for the park. As recently as 1992 there were two "L-shaped" concrete block walls that screened the restrooms entrance from direct view, although the doors were noted at that time to be sealed with plywood.<sup>2</sup> The original front door has been replaced by a steel door. The lower three of the four recessed brick courses have been infilled with cement. These three concrete bands go completely around the building so that it is possible to tell visually where they had been recessed.

Infilling of doors and windows apparently occurred at different times over the years, judging by the different materials used. For example, the lower half of the north facade window was infilled with brick while the two doors on that side were infilled with concrete block. On the south side, the western window has two courses of brick placed in the structural opening. The bricks of the second course are stacked one brick on one brick rather than being staggered half over one brick and half over another. The front facade window has two courses of concrete block added. The concrete block screens in front of the restroom doors have been recently removed.

Site: Verde Park is bounded by Polk Street on the north, Van Buren Avenue on the south, 9th Street on the west, and 10th Street on the east. It is located within the southwest quarter of Section 4, T1N, R3E, in downtown Phoenix. Operated by the City of Phoenix, the approximately four-acre site contains several recreational facilities such as shuffleboard, tennis, and basketball courts, a baseball diamond, a soccer field, a recreational building, and turf and picnic areas. The only other standing historic structure in the park is a 1936 shuffleboard shelter. There is a city fire station on the western edge of the park. The facilities are currently in a dilapidated condition and the park, being in a economically depressed neighborhood, is underutilized.



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The city created a redevelopment plan for the park which included the replacement or renovation of several of the existing facilities. In consultation with the Arizona SHPO, the city agreed to maintain both the historic pumphouse and the shuffleboard shelter and incorporate them into the renovated park. Because the park lies on the eastern border of Pueblo Patricio, a prehistoric Hohokam site known to have significant archaeological resources, and because it is the site of the original nineteenth-century waterworks plant, the City of Phoenix Archaeology Section recommended an archaeological testing program in areas of the park where extensive subsurface disturbances would likely occur. This testing was completed in 1992.



*This enhanced photograph shows how the building might have looked without the infilling of the lower three recessed courses of brick.*

Integrity: While some brick have suffered from spalling, the overall condition of the building is good. It remains in the same location as it was constructed and while the setting has changed over the years from a set of public works facilities to a public park, the land around the pumphouse continues to be set aside from surrounding housing and commercial development for public use. Noting in particular the sealed water pipe in the north side, the building retains sufficient integrity of materials and design to convey its historic association with early waterworks development in the City of Phoenix.

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<sup>1</sup>Hackbarth, Mark R., *Archaeological Testing At Verde Park, City of Phoenix* , Northland Research City of Phoenix Archaeology Series No. 3, Phoenix: Northland Research, Inc., 1992, p. 62.  
<sup>2</sup>ibid., p. 63.

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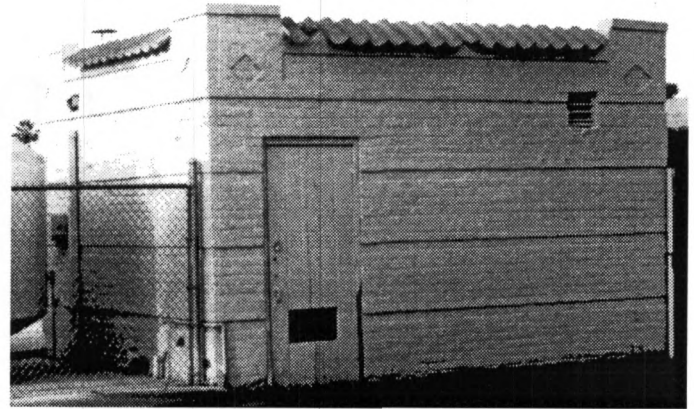
Verde Park Pumphouse  
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ARCHITECTURAL COMPARISON

As identified by the *City of Phoenix City-Owned Historic Property Survey*,<sup>3</sup> the Verde Park Pumphouse is one of five surviving buildings built as part of the Public Works Administration's effort to upgrade the water facilities in Phoenix. This section presents a brief description of those building so that the architectural context of the Verde Park Pumphouse can be understood.

University Park Pumphouse

The University Park Pumphouse, located in University Park, 1006 W. Van Buren, is of Spanish Mission Revival style. Its roof is flat with built-up sheathing, surrounded by a parapet capped with clay tile. Constructed of brick, it is 10 ft. by 12 ft. and rectangular. This pumphouse is associated with the construction of University Park during the largest parks improvement program in Phoenix history. Although not related to the historic context of the extension of the water and sewer system, this 1936 Public Works Administration building was built about the same time and in a similar style to the others. This building has the closest resemblance to the Verde Park Pumphouse with its four courses of recessed brick and the same decorative diamond and rectangular recessed brick in the parapet. The major differences are that the University Park Pumphouse is slightly smaller, has clay tile along the parapet, retains a wood batten door, and lacks the number of windows that the Verde Park Pumphouse has.



*University Park Pumphouse*

Monterey Park Pumphouse

The Scott-Darcy Plant #1, located in Monterey Park, 350 E. Oak, is of Spanish Mission Revival style. Its roof is flat with built-up sheathing, surrounded by a parapet capped with clay tile. Constructed of brick and cast-in-place concrete, its rough dimensions are 15 ft. by 20 ft. although it is not strictly rectangular. Built in 1938, it represents the extension of City of Phoenix water and sewer services to new areas of town.



Monterey Park Pumphouse

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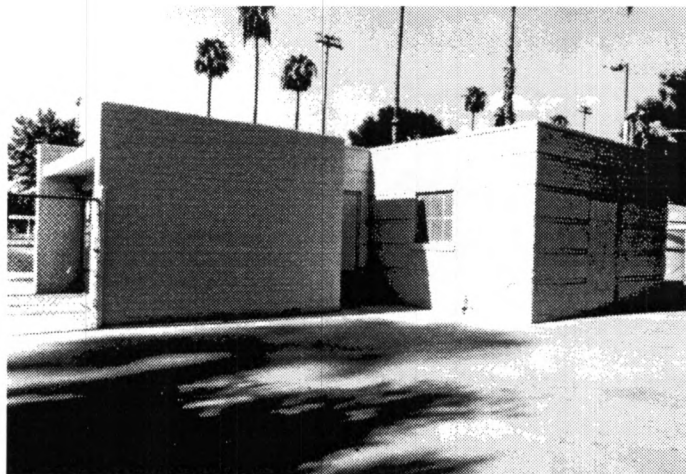
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First Coronado Park Pumphouse

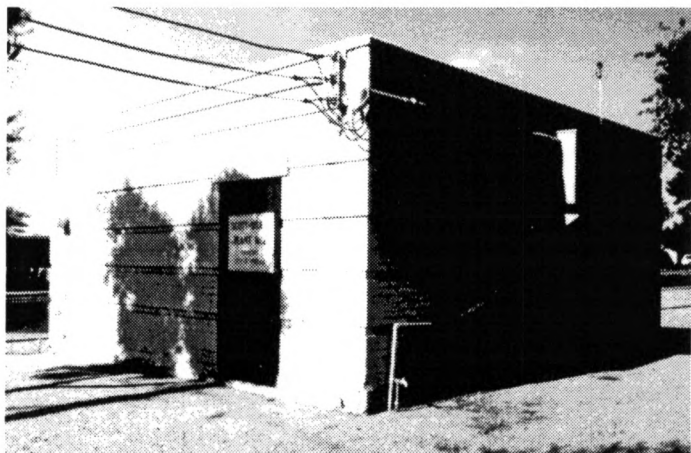
The first Coronado Park Pumphouse, located in Coronado Park, at N. 12th St. and E. Coronado, is of Pueblo Deco style. Its roof is flat with built-up sheathing, surrounded by a parapet. Constructed of brick, the original building was "L-Shaped" with dimensions 20 ft. by 12 ft. A concrete masonry unit addition has altered the "L-shape" to roughly "U-shape." The first Coronado Park Pumphouse resembles the Verde Park Pumphouse with its five horizontal recessed brick bands (around the original portion of the building). The parapet differs by being of uniform height around the building. This primarily distinguishes its Pueblo Deco character. This pumphouse is associated with the construction of Coronado pool and bath house during the largest parks expansion program in Phoenix history. Although not related to the historic context of the extension of the water and sewer system, this 1936 Public Works Administration building was built about the same time and in a similar style to the others.



*First Coronado Park Pumphouse*

Second Coronado Park Pumphouse

The Scott-Darcy Plant #2, located in Coronado Park, at N. 12th St. and E. Coronado, is of Pueblo Deco style. Its roof is flat with built-up sheathing, surrounded by a parapet. Constructed of brick and cast-in-place concrete, it is roughly 15 ft. by 20 ft., although it is not strictly rectangular. Built in 1938, it represents the extension of City of Phoenix water and sewer services to developed neighborhoods outside the city limits of the mid-1930s. The Coronado Park Pumphouse resembles the Verde Park Pumphouse with its five horizontal recessed brick bands. The parapet differs by being of uniform height around the building. This primarily distinguishes its Pueblo Deco character.



*Second Coronado Park Pumphouse*

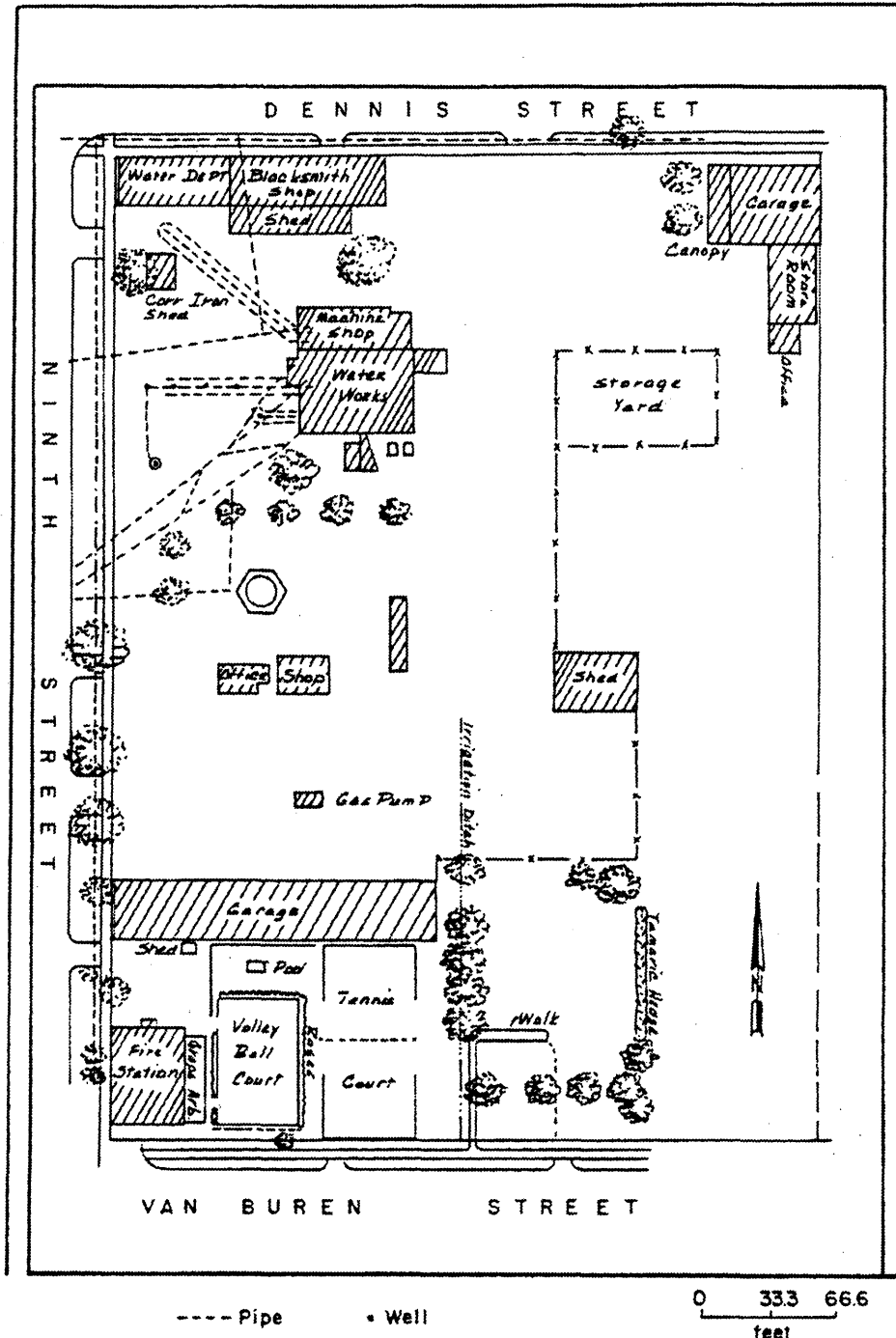
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Reproduction of 1936 map showing the layout of the waterworks site prior to the construction of the Verde Park Pumphouse. Note that a pipe leads west from the waterworks building to a well near 9th St. The pumphouse was built over this well.

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**SECTION 8: STATEMENT OF SIGNIFICANCE**

**SUMMARY**

The Verde Park Pumphouse, constructed in 1937, is significant under the National Register Criterion "A" as the last remaining building associated with the site of the original Phoenix municipal waterworks. It is important to history for its place in the development of a major public utility and public health service. It is nominated at the local level of significance.

**DEVELOPMENT OF THE VERDE PARK SITE**

John T. Dennis patented the area which today is Verde Park on April 10, 1874 and used it for the next several years for agriculture. The original patent included the 160 acres of the southwest quarter of Section 10, T1N, R3E. By 1884, this parcel, known as the Dennis Addition had been subdivided and removed from agricultural use. Later subdivisions in 1893 and 1896 reflected the increasing pressure for residential properties outside of the original Phoenix Townsite. Verde Park encompasses Lot 1, 2, 9, and 10 of Block 2. The rectangular lots measured 175 by 249 ft. giving the park a total area of four acres. Lots 1 and 10 are historically associated with the waterworks development. The company bought the lots for \$2,000 per acre ca. 1889.<sup>1</sup>

The original Phoenix water utility was a private company operating under a city franchise. Another utility, the Phoenix Railway Company, also constructed a building on the Verde Park site by 1901. This building housed the dynamos that were used in the electric railway trolley system. The construction of these two utilities in close proximity is in part due to their common ownership under Moses H. Sherman, a local developer and capitalist. One E. P. S. Andrews constructed a rental house on Lot 2 (918 E. Van Buren). The waterworks engineer resided here in 1901. The Sanborn-Perris Fire Insurance map for 1893 shows four structures associated with the waterworks: the stand pipe, a pond, a stable, and a building. The map described the building as being rectangular, one-story with four rooms, a slate or metal roof, a brick facade on the west wall, and a 60 ft. brick chimney. It was surrounded on two and a half sides by a one-story wooden porch with a shingle roof. Municipal development of the Verde Park site began in 1907 when the city acquired the assets of the Phoenix Waterworks Company. The city constructed a number of buildings and structures on the site including a fire station and corrals for the city water department.<sup>2</sup>

Almost all surface traces of residential and utility development on the site were demolished in 1936 when development of Verde Park began. [The map on page 7.7 shows the site as it existed immediately prior to the park development.] The current pumphouse building was constructed in December 1937. An archeological testing program undertaken by the City of Phoenix located underground architectural features, footings and a storage tank, that may have been associated with the waterworks. The program concluded that because these features were covered by 0.4-0.6 m of dirt fill, there is a potential for further archeological remains to exist which may yield information important to Phoenix history.<sup>3</sup>

**THE PHOENIX MUNICIPAL WATER SYSTEM, 1888-1940**

After the Civil War, city governments all across the country began assuming responsibility to provide clean water and sewers. Between 1860 and 1896, the number of public water systems around the country rose from 136 to 3,196. Of this number, a little over half were owned by the cities, and the rest were private franchises.<sup>4</sup>

In 1889, the city of Phoenix could not handle the financial burden of building its own water system. The expense of

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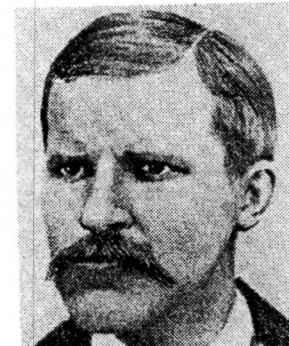
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construction would have been threatened the city's credit. Another problem was the federal Harrison Act of 1886 limiting the level of debts of cities in the territories.<sup>5</sup> Instead, it gave a franchise to J. J. Gardiner to dig a well and lay pipe through the town. In February 1889, Gardiner transferred his franchise to The Phoenix Water Works Company in exchange for \$7,000 cash and 75 shares of the Company's capital stock. The Company then purchased two lots in the Dennis Addition on which it constructed a well, standpipe, workshop, and the pumping facility.<sup>6</sup> By 1891, the daily water consumption was 400,768 gallons from a system with about a 2,000,000 gallon capacity.<sup>7</sup>

The figure of Moses H. Sherman loomed large over the city of Phoenix during its first half century of development. Formerly of New York, Sherman established large business connections both in California and the Salt River Valley. Together with M. E. Collins and other bond holders, Sherman gained control of the Phoenix Street Railway Company which had launched the first mule-drawn streetcar line in Phoenix back in 1887. The streetcar line began a new phase in the city's residential expansion as real estate developers, Sherman prominent among them, opened subdivision after subdivision. Sherman was one of the first valley real estate developers, a breed still active, and still shaping the course of Phoenix' development.<sup>8</sup>



*Moses H. Sherman*

One reason for Sherman's particular degree of success as a developer was his ownership of the streetcar line. By providing a relatively quick form of transportation, workers could live in pleasant residential neighborhoods and commute to their workplace in the business district. In promoting new residential subdivisions, the streetcar line was an important asset. Sherman also realized that the availability of water and sewer connections would be a strong inducement for people to move onto his subdivisions. His investments in the Phoenix Water Company eventually ended in his complete control of the waterworks, taking over from T. W. Hine and others who had taken over the original J. J. Gardiner franchise. Sherman once made the claim that he had never made any money from his ownership of the streetcar line or the waterworks and that he and other investors had sunk a great deal of money into the systems to expand them, much to the benefit of the city. It may be impossible to verify this claim today, but it need not be dismissed as outlandish. Because both systems made his real estate developments more valuable, there is no reason to assume he was being charitable towards the people of Phoenix by their expansion.<sup>9</sup>

By the turn of the century, many in Phoenix believed that a private waterworks system run for profit, or for the owners' real estate interests, could not adequately serve the public's needs. Sherman was criticized for not investing enough to keep the system up to the rising demand. In this, the people of Phoenix were following a well established trend in urban development. At the turn of the century, municipal ownership was a standard piece of progressive urban reform. Until 1898, the Harrison Act limited the level of indebtedness in the territories. In that year, an amendment passed allowing municipalities to issue bonds to finance the construction of sewers, water works, and street improvement. In 1903 there were about 5,000 city franchises around the country providing a variety of public services. The leading cities in the east were already moving toward public ownership of many of these and in Arizona, both Tucson and Prescott, former territorial capitals, had public ownership of water and sewer services. Despite bipartisan support from the city's newspapers the movement towards a municipal system lagged behind the national effort. One of the key figures in the long campaign for municipal ownership was Moses Sherman.<sup>10</sup>

While some argued that municipal ownership of water and sewer was socialism, the strongest argument by opponents was that the city simply could not afford the price of either taking over the private system or of creating a new one of its own. Issuing hundreds of thousands of dollars of bonds were weaken the city's credit and lead to increasing taxes on property owners. Some also argued that is was a breach of faith for the city to violate the spirit if not the letter of its franchise agreements. "Repudiation" was the term used by opponents to characterize public ownership. To repudiate

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the franchise would send the wrong signal to the nation's capitalist and would endanger the valley's future growth.

Urban reformers in Phoenix urged the city to assume control over its own water supply immediately after the Harrison Act amendment was passed. The council was sympathetic to the movement and leadership was quickly assumed by Mayor John C. Adams. Adams was an investor, formerly of Chicago, who had come to the valley for his health, and owner of the Hotel Adams, the city's finest accommodations. As an important businessman and property owner, Adams knew the importance of a good water system in providing fire protection, and as mayor he was dismayed that a quarter of the city's tax revenue went to pay for water and fire hydrant services.

A hydraulic engineer from Los Angeles was hired to develop plans for a new municipal water works. The plans called for a new pumping plant to be built on a ridge to the east of the existing plant at a cost of \$265,000. A bond election was held on January 24, 1899, but the proposal failed to gain the two-thirds majority necessary for passage. Mayor Adams resigned his office the next day in response to what he felt was a public repudiation of his position. Support for municipal ownership remained strong despite the bond election defeat. Even without Adams, the council was critical of the services provided by the Water Company. The company was cited for its poor service and there was talk of holding another bond election, but no action was taken.<sup>11</sup>



*Mayor Emil Ganz*

A shrewd businessman, Sherman was not about to allow the city to undermine the value of his property without a struggle. In response to the criticism of Adams and the reformers, he publicized a plan of improvements to the existing system. One provision of his plan was an extension of his franchise for another fifty years. Sherman's self-serving plan only increased the efforts of his critics. The reformers demanded a new election for \$315,000 in water and sewer bonds. The mayor, Emil Ganz, and council, failed to take any action for months, sparking accusations that they were in the pay of Sherman. Finally, in a packed public meeting in the courthouse on November 8, 1899, the council gave into demands that a citizens committee be formed to investigate the city's water and sewer system and recommend a solution.

By the end of the year, the citizens committee presented its recommendation to the council. Its plan called for a major new system to be financed with \$270,000 in bond money for a water works, and \$125,000 for sewer construction. The council surrendered to the public demand for a bond election to be held February 23, 1900.<sup>12</sup> The election turned into a fiasco and set back the public ownership movement for years. On the same day that it set the date of the bond election, the council also voted to annex three residential additions. Bond supporters registered many voters from these areas, but when some residents opposed to annexation filed suit, it was feared that votes from these additions might be disallowed by the courts. Rather than risk a possibly long and costly court battle, supporters called for the defeat of the proposal in this election. The bonds failed by a substantial margin.

This second victory for Sherman gave him the opportunity to quiet his critics with a new improvement program. A new, large well was his major accomplishment. When he felt the time was right, in June 1902, he proposed a new plan to provide 400 new fire hydrants at a low monthly fee. His condition, as in 1899, was that the city extend his franchise for fifty years. This move proved a blunder on Sherman's part. Proponents of municipal ownership again rallied, outraged by this expression of Sherman's self-interest, and they organized to force the issue.<sup>13</sup>

A public meeting on August 5, 1902 sponsored by the Phoenix Board of Trade, a proposition was passed that no action on extending the company's franchise be taken until a citizen's committee investigated the cost of a city-owned alternative and the taxpayers be given a chance to vote. The committee appointed by Mayor Walter Talbot was headed by John C. Adams. Other appointees included former mayor Ganz, now a supporter of municipal ownership, E. J. Bennitt,

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F. M. Mognett, C. H. Davidson, J. A. Marshall, Eugene Brady O'Neill, and Doctors J. M. Ford and Ancil Martin. The city engineer William A. Farish aided the committee in its investigation. The committee made its report to the mayor, council, and public early in January 1903. Speaking to a room "filled beyond its capacity," Adams spelled out the details of the committee's findings. At a cost of \$300,000, the city could build a complete waterworks system including pumping station, wells, tank and tower, hydrants, and distribution line. The public meeting enthusiastically adopted the resolution presented by Captain Alexander to request that the mayor and council call a bond election to issue the specified amount of bonds to immediately begin building the proposed system. An attorney for the water company tried to stifle the resolution, but was brushed aside.<sup>14</sup>

Action by the mayor and council in calling a special bond election was delayed until March. The bond election became tied to another resolution involving the question of who was eligible to vote in the city. The city attorney, mayor, council, and the citizen's committee agree that no action can be taken until the territorial legislature then meeting acted on a new voter registration bill. The bond election on April 15th was eventually approved by the council with only one dissenting vote. One of the conditions of the new voter registration law was that taxpayers who wished to vote in the special election would have to re-register separately from their registration in the regular city election to be held in May. The registration period ended with 920 voters signed up compared with only about 700 registered for the regular election.<sup>15</sup>

The citizen's committee was expanded by the appointment of forty businessmen who would oversee the campaign supporting municipal ownership. John C. Adams led this effort, using his Hotel Adams as a meeting place and bringing in speakers from Chicago and Tucson to tell of their city's experience with municipal ownership. Although leaders in both parties supported the issue, partisan politics could not be entirely separated from the special election, especially with a regular election to follow three weeks later. The *Republican*, for instance supported the concept of public ownership for the sake of efficiency, however, it warned voters that corrupt politicians (i.e, Democrats) might use it for their own benefit.

Opposition to the bond issue was led by such men as C. H. Akers, General M. E. Collins, Colonel McCord, Judge McCormick, and Captain J. L. B. Alexander.<sup>16</sup> Prominent among the speakers at the opposition rally on the day preceding the April 15, 1903 bond election was General M. E. Collins. Collins it will be recalled was a former business associate of Moses Sherman. Both were real estate developers and at one time co-managed the Phoenix Street Railway Company. The reasons these men gave for their opposition varied. While most proclaimed their support for the basic idea of public ownership they questioned the specific of the plan at issue or they questioned whether this was the right time for such an undertaking. Repudiation, as they termed it, of the Phoenix Water Company franchise would spoil the city's reputation and lead to costly litigation. When the final vote was counted, 487 out of a total 775 voters supported public ownership, just thirty short of the two-thirds necessary for approval.<sup>17</sup>

The *Republican's* editor warned the water company against resting on its victory for a clear majority of the voters showed their unhappiness with the present system. This Sherman readily understood. To forestall a future movement for municipal ownership, he would have to expand and improve the present system. Quickly following the election, H. W. Heap, manager of the Phoenix Waterworks Company promised that the company would invest \$150,000 in improvements that combined with the current structure would be better than what the city could have provided with \$300,000. Service was promised to everyone in the city. By June, construction was begun to fulfill at least some of these promises.<sup>18</sup>

Despite Sherman's calls for patience to allow him time to make improvements, reformers continued to be active. They formed the Municipal Water Works League and pressed the council to call yet another bond election. The sympathetic council complied by calling an election, the fourth on the issue in four years. While debate on the issues basically repeated those from earlier in the year, an event occurred which sparked public outrage against Sherman and his water works. The water company had been sued by a property owner, Mrs. Lizzie Moeller, who claimed that the lack of water pressure in the mains prevented firefighters from saving two buildings that she owned. In a ruling by Judge Edward Kent, it was held



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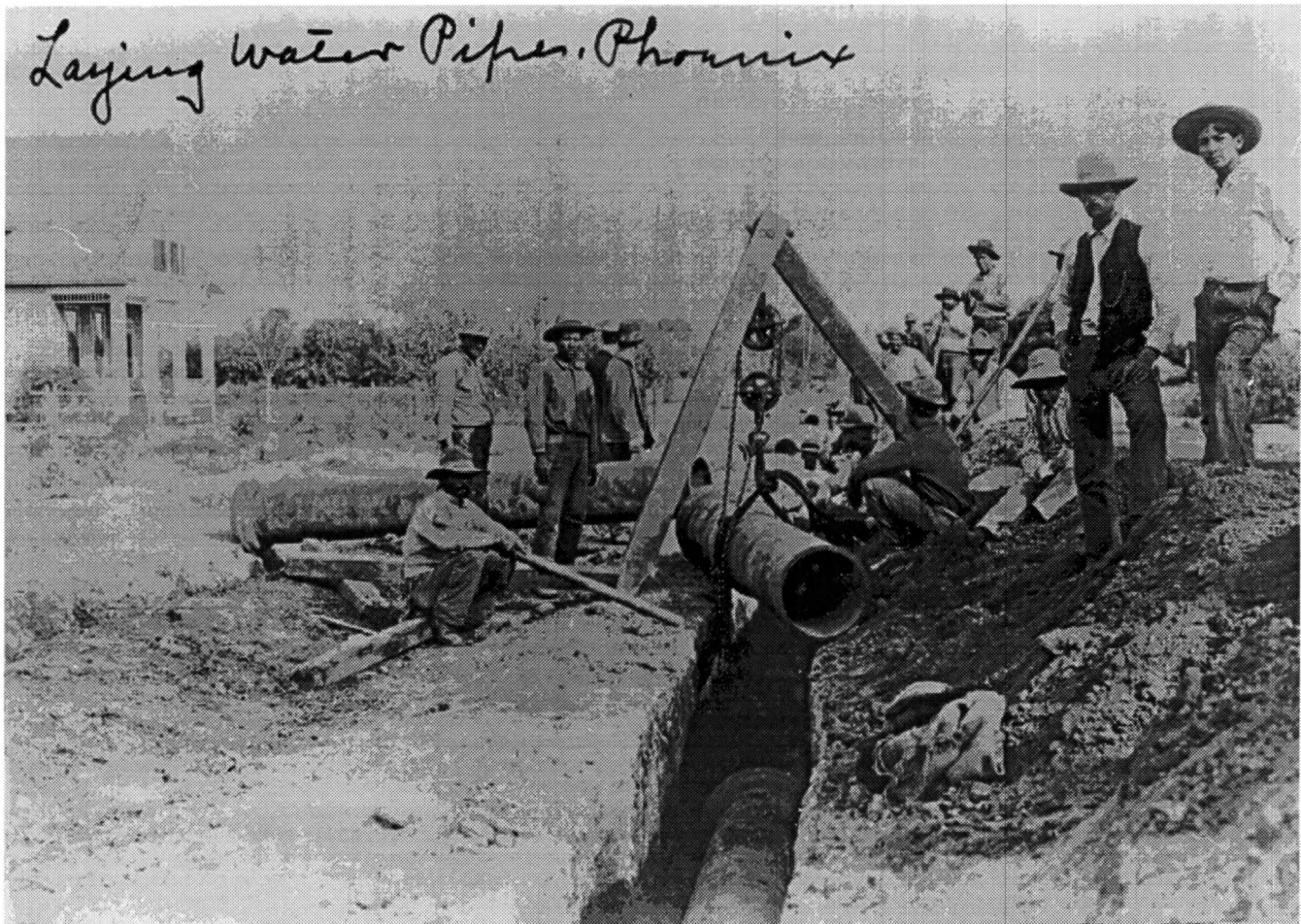
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that the company could not be held liable for damages resulting from the failure of its system. Property owners now realized that they had no recourse against the water company for its inadequate service. This time, the bonds were approved by more than the necessary two-thirds.<sup>19</sup>

The council formed a water works commission to work out plans for the new system. Progress was slow, however, until early 1906. New commissioners were appointed by the council in January and on February 2nd, applications were accepted for the position of construction engineer whose tasks would involve both coming up with a plan to fit the \$300,000 budget and to oversee construction. The position went to Alexander Potter, an engineer from New York, who immediately went to work drawing up plans for the deadline of June 1st. Potter early on let it be known that he would investigate the feasibility of a gravity-flow system that would bring water to Phoenix from some river source with a higher elevation.<sup>20</sup>

A variety of options faced engineer Potter and the city at this point. The most fundamental related to where the major source of water for the new system would be. The new municipal water works could either draw upon nearby groundwater



*This photo reveals the labor intensive methods used in the construction of Phoenix' early water system.*

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as did the private system, or it could look away from the city for a river source. The chief advantage of continuing to use groundwater was that it would be a much less expensive system to build. While building a system that could bring fresh river water to Phoenix would cost more, it had the advantage of providing a better quality water and of ultimately much greater abundance.

The engineering report submitted by Potter to the council presented more options for the city than he was required to provide by his contract. His report offered three options. The simplest and least expensive was the local groundwater option. In this case, the city would build a supply and delivery system that was basically the same as the current system except that it would avoid the inadequacies that plagued the Phoenix Water Works Company. The most ambitious plan looked to the Verde River as the new source of the city's water. Potter proposed building an intake facility at a point a few mile north of Fort McDowell where both the quantity and quality of the water was dependable. A long pipeline would then carry the water down the Verde to the Salt River and then along the general path of the Arizona Canal, across Paradise Valley, and eventually emptying into an artificial lake or reservoir in a natural depression northwest of Camelback Mountain. Another pipeline would then carry water from the reservoir to the city mains for delivery to the people. Potter's third plan also looked to a river source, but to the much closer Agua Fria.

Potter was praised for the thoroughness of his study and the skill with which he developed these plans. It was realized, however, that Potter was not presenting real options to the city. The Verde River plan was estimated to cost about \$600,000 and the Agua Fria plan "well beyond \$300,000." Only the groundwater plan could be built within the \$300,000 limit of the bond issue and the difficulty in getting even these issued foreclosed the idea of issuing even more.<sup>21</sup> It looked as though the city could only build its own, hopefully better version of the current private system.

As it happened though, the city did not even really have this option. Moses Sherman was determined not to allow the city to wipe out the value of his holding by building a duplicate system. He filed suit on April 2, 1904 to prevent the city from issuing the bonds.<sup>22</sup> His suit against the city delayed the bond issue well into 1906 and cost the city an estimated \$2,500 in attorney fees in 1905. The way finally seemed to be clear when the territorial supreme court ruled in favor of the city by affirming Judge Kent's denial of an injunction against issuance. The court refused to accept the argument of Sherman's lawyer, L. H. Chalmers, that the city franchise included an implied contract not to build a competing system.

Sherman and his lawyers had not exhausted the possibilities for legal delays yet. The water bonds were to be issued by bankers and brokers in Cincinnati and as a security caution, it was thought best to send them to that city not yet signed by the City Recorder. Recorder Frank Thomas would travel with them to Cincinnati and sign them so that there would be no chance of signed bonds disappearing. Sherman's lawyer leapt upon this opportunity and filed suit in the superior court in Cincinnati to enjoin Thomas from signing the bonds. Thomas, it was claimed, could not legally act outside the bounds of Phoenix. The delay in setting a hearing date passed from weeks to months. As late as October there was no foreseeable end to the legal maneuvering. Finally, on October 17th, the mayor and council collapsed in the face of Sherman's intransigence and announced that it had been agreed to purchase the Phoenix Water Works Company for \$150,000. Mayor Coggins claimed that legal costs were mounting and that the city could save a considerable amount of money by buying the old plant. The city was obligated under a contract with the company to purchase water for the next six years at \$7,000 per year. This obligation would have to be met even if the city owned its own water system. It was admitted that the city had been negotiating with Sherman's lawyer for several weeks. To protect its image, the Republican mayor and council got endorsements from fifty of "the largest business and property interests" [their term] for the buy-out plan.

The Republicans were defensive about the deal with Sherman because the issue of municipal ownership had been one of the leading issues in the municipal election the previous May. The Democrats had insinuated that Coggins and the other Republicans would be the tools of Sherman. The Republicans successfully defended themselves against this charge by reasserting their own support of municipal ownership. While a buy-out of Sherman's interest could be defended as achieving municipal ownership of the water and sewer system, the method was exactly what the Democrats had warned against and the Republicans promised not to do. There are no grounds for suspecting political corruption, the mayor and

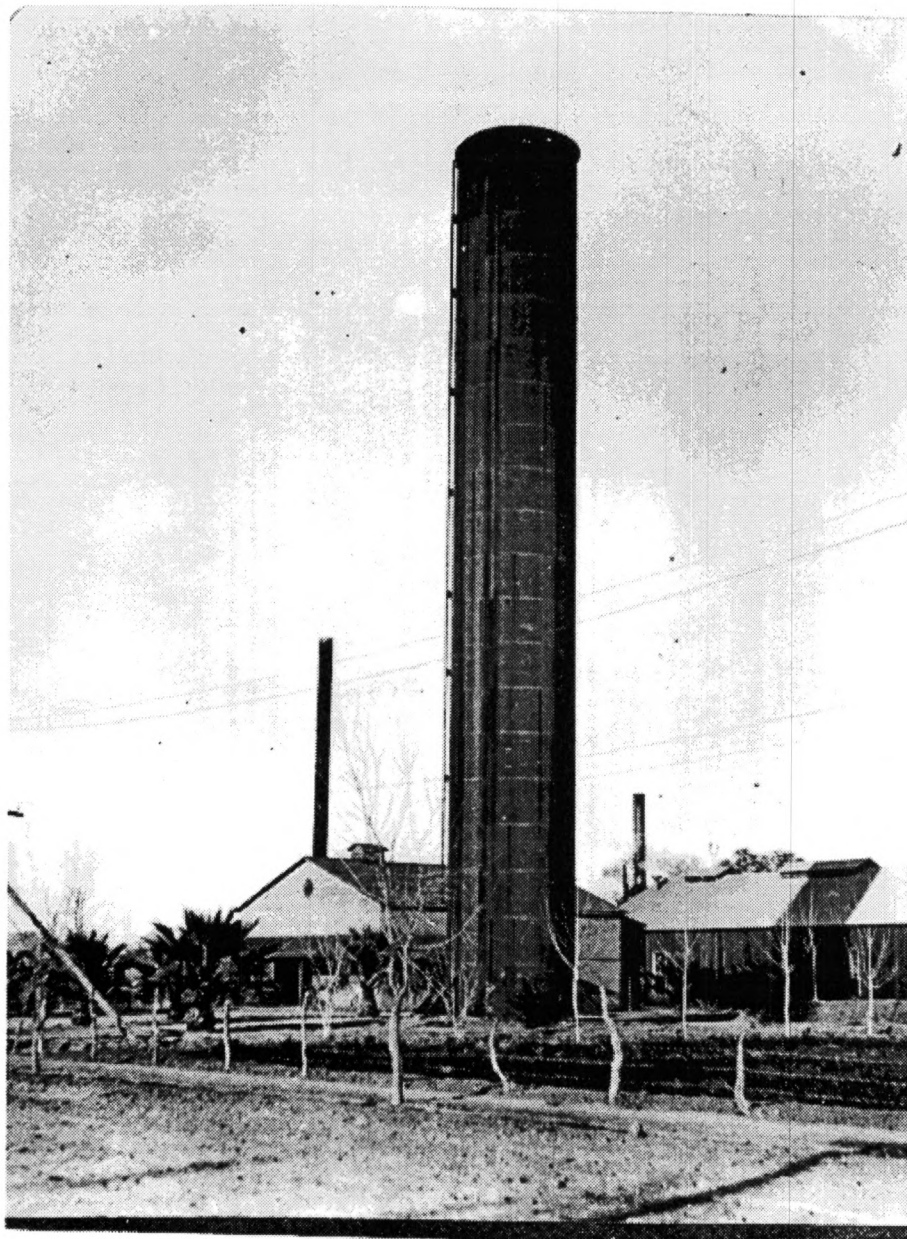
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*The standpipe of the original Sherman waterworks was a prominent feature of the turn-of-the-century Phoenix skyline. These buildings and structures no longer exist and the site is now Verde Park. The Verde Park Pumphouse is the last remaining building associated with waterworks development at this site.*

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council may have sincerely believed that overcoming Sherman in the courts would take years and thousands of dollars.<sup>23</sup>

With the agreement finalized in January 1907, Sherman cleared away his legal obstacles and the bond sale proceeded. The plant was to be purchased with \$90,000 in cash and with the assumption by the city of \$60,000 in old water company bonds. Because the amended Harrison Act only authorized territorial municipalities to “construct” new water works, special congressional legislation was needed before the contract could go into effect. Pushed by delegate Marcus A. Smith, Congress approved enabling legislation on March 4, 1907. The act contained a provision requiring voter approval of the contract. The council scheduled the issue to be voted during the regular city election on May 7th. Voters approved the contract by a wide margin.<sup>24</sup>

On July 1, 1907, the old Sherman plant began operation under the direction of Robert A. Craig, appointed by the council as the city’s first superintendent of the Municipal Water Works. Craig had previously worked for Sherman as the superintendent of his streetcar line and water works. At the time of the municipal takeover, the city had a population of approximately 7,500 and there were about 2,500 connections to the system.<sup>25</sup>

There were doubtless many disappointed by the deal struck between the city and Sherman. It was noted that at the public meeting on the issue some argued that Sherman should be fought to the end. What sort of reform was it that simply transferred ownership of what everyone, except Sherman, admitted was an inadequate system to the city? The campaign for municipal ownership waged for nine years had been driven by a dream of an abundant supply of clean water in a system that could serve all of the city’s residents. The engineers showed that such a system was possible, but by 1906, the city fathers were trapped by decisions made years earlier under different circumstances. In the end, the city was left with the most disappointing option, the buy-out, which achieved only the minimal goal of public ownership of the system. Progress had indeed been made; the city at least had rid itself of a water system run in the interest of one particular real estate developer. What was achieved fit well the pattern of Phoenix’ water and sewer works development over its first seventy years: what existed was always inadequate for present and expected near-future needs and what improvements were made barely kept the system from falling from second-rate to third-rate.

The pressure of urban growth in the years following the municipal take-over of the city’s water works ensured that some change in the system would occur. The timing of that change, however, and the form it would take would be the product of specific personalities, events, and trends. The old pumping plant supplied hard, highly alkaline groundwater, and by 1920 had been in operation for over thirty years. Throughout the second decade of the twentieth century, knowledgeable people encouraged the development or improvement of the system. Avery Thompson, the supervisor of the water department during the early 1910s, urged the city to set aside funds to find a new source of water to meet the ever increasing demand. The city did pay for several site investigations and engineering feasibility studies. As with the 1906, the major question facing the engineers and the city fathers was whether to continue to rely on ground water pumped from within the city, or to seek a remote source that would supply a greater quantity and quality of water, but at a greater cost.<sup>26</sup>

Thompson supported replacing the current ground water supply and after becoming City Manager, he placed a \$1.3 million bond issue on the ballot in 1918. At this time, the city’s population was approximately 21,000 and the water and sewer system had about 5,200 connections. A promotional campaign was organized by Thompson in which he promised an annual savings to the city of \$70,000 on the operating costs and depreciation of the old pumping plant. By expanding the delivery system, he claimed, the water system would earn \$15,000 per year in water revenue and, in addition, there would be reduced fire insurance rates. The voter response was overwhelming in support of a new water system with a 25 to 1 approval rate in the special election.<sup>27</sup>

The system planned by City Engineer Lytton Hitchcock was an adaptation of the more ambitious of Alexander Potter’s proposals back in 1906. He proposed to make the Verde River the primary source of water and to build a system that could supply at a minimum 15 million gallons per day. Water would be drawn through infiltration galleries to be sunk

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twenty-eight feet into the water-bearing strata under the Verde. These intake galleries of reinforced concrete pipe with a sand-gravel-boulder purification system would be two miles in length and located at a site north of the confluence of the Salt and Verde Rivers. A closed-conduit concrete pipeline would carry the water to a municipal reservoir to be located at the present intersection of Thomas Rd. and 64th St. Then, water would be carried by high-pressure pipeline to the old city waterworks for final distribution through the water mains.<sup>28</sup>

But as happened to Potter's 1906 plan, it was discovered that even the \$1.3 million bond issue was not enough to construct this major new system as Hitchcock planned. Hitchcock was forced to revise his plans downward to fit within the city's budget constraint. Using the San Diego water system as a model, he found that enough savings could be had by replacing the concrete pipeline with a wooden one. The most significant feature of the plan, the replacement of ground water with Verde River water, was retained. The redwood pipeline, although initially cheaper, committed the city to a second rate water system infrastructure.<sup>29</sup> The laying of new pipe began at the intersection of 12th St. and McDowell Rd. where the steel water mains were extended to the newly purchased 15-acre reservoir site. In December of 1921, the first Verde River water arrived, although the system was as yet unfinished. Water continued to be pumped from the old groundwater plant for some time. Other parts of Hitchcock's plan also had to be sacrificed to meet the prescribed budget. Part of the Verde intake lines were abandoned and the minimal work done on the \$25,000 reservoir completed this phase of "initial improvement." The city now had on its hands a water system that City Manager W. C. Foster called "practically a pile of junk" with "many weak and dangerous sections in the redwood pipeline." Overall, the system was an advance of the previous one, but not as great an advance as could be conceived by the engineering mind. Minor improvements through the rest of the 1920s made marginal advances. Four wells were drilled and large electric turbine pumps were installed at the intake gallery on the Verde to increase the pipeline flow, a chlorination plant was built in 1924 at the Thomas Road reservoir, and in 1926 a reservoir expansion effort began. A series of four reservoirs, the first an \$85,000 earth-filled, concrete-lined and roofed structure, eventually tripled the city's water storage capacity to fifteen million gallons, the quantity originally hoped for in Hitchcock's initial design. Work on the Verde River intake lines was renewed and completed in 1927 after the city's voters approved another bond issue.<sup>30</sup>

As demand pressures on even the greatly improved water supply system increased over the twenty years following 1920 the process of water works development became almost preordained. At some point, concrete would have to replace the redwood pipeline. The question was at what point would it be more economical to pay the high initial cost of installing thirty-two miles of concrete pipe rather than continuously paying to keep the wood pipeline in repair. In the meantime, the city commission could take incremental steps such as it did on August 18, 1927 when it passed an ordinance requiring all water customers to install, at their own expense, meters on their delivery lines. With this the old way of a flat monthly fee was replaced by a metered rate. It was hoped this move would curtail what was referred to as "irresponsible and extravagant water use."<sup>31</sup>

Opinions differed about exactly how poor a shape the water system was in the late 1920s, and the primary center of attention was the redwood pipeline. A report by commissioner J. Alexander said that the pipeline was in a state of rapid and serious deterioration. However, Henry Reiger, the city manager, said that surveys indicated that only four out of thirty-two miles of the pipeline were in so poor a shape as to require immediate replacement. Reiger noted that he believed that future urban needs for water required that at some point the wood pipeline be replaced by a concrete line. Another investigation by a citizen's committee found that immediate work was needed. It found evidence of leakage along the whole of the pipeline. The redwood was simply not holding up well in the desert environment. While work crews make emergency repairs on the most seriously deteriorated sections of pipe, the inadequacy of the entire system was admitted when the water department reopened the old groundwater pumping station in order to meet demand, which had grown to sixteen million gallons per day. When the commission recognized that the water works had reached a state of emergency, they hired a Los Angeles firm, the Western Concrete Company, to install five miles of reinforced concrete pipe.

This emergency, predestined by the decisions of 1920-21, became a major issue in the 1928 city election and the water works became the object in a political scandal. Editorials in the *Arizona Gazette* attacked the city manager and other

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incumbent candidates. In an election-eve expose by the *Arizona Republican* , it was learned that G. L. Ohrstrom, a major stockholder of the *Gazette*, had tried to form a giant utility company with the goal of incorporating the city water works. Even though Manager Reiger and the commission refused to consider Ohrstrom's offer they suffered the wrath of an indignant electorate. All of the incumbent commissioners were voted out of office and Reiger was soon forced to resign. Thirty years previously, the citizens of Phoenix began an arduous process of creating a municipally-owned water system, and the issue was still so dear that they would not brook any suggestion of a return to private ownership.

It was not true, however, that the voters would give a blank check for any idea about how to improve the system. In 1928, a survey by the Black and Veatch Engineering Company concluded that the system was at capacity and that a second pipeline from the Verde River source was necessary to meet the city's projected growth over the next twenty years. The company's report also recommended some immediate repairs and that the entire distribution system be metered to control demand. The bond issue to enact these recommendations failed at the polls.<sup>32</sup> Undaunted by this rejection, City Manager George Todd in 1930 managed to convince the city commission to put the bond issue back before the voters. This time, the cause of improvement was aided by events when three large section of pipeline collapsed and nearly shut down the whole system. Now the voters became convinced that the deterioration of the water system menaced both the city's future growth and their own quality of life. In one of the largest turnouts in a city election, about 3,200 voters, \$3,500,000 in bonds were approved.

Significant changes in the water system began fairly quickly. Todd negotiated the purchase of a property near the Thomas Road reservoir to build a new twenty million gallon reservoir. This circular bowl reservoir was connected to the city mains with concrete pipe. Replacement of the thirty-two mile redwood conduit with concrete pipe began in January 1931. Another significant improvement was the placement of control valves at all critical stress points in the pipelines to prevent any major loss of water in the event of a breakage. The entire bond-funded project was completed in August 1932 and the city's water system could now deliver to 100,000 users.

In a project involving so much money, the temptation for political corruption proved too strong for some to resist. A 1934 investigation by the Bureau of Internal Revenue revealed that in return for "considerations" from several city officials, the contractor had distributed large cash payments. The scandal ran as high as former mayor F. J. Paddock, who was arrested on a charge of federal income tax evasion. Paddock was convicted and sentenced to three years in the penitentiary and fined \$2,500. Former City Attorney Henry J. Sullivan was also indicted by a federal grand jury for failing to report the receipt of nearly \$30,000. After two trials he was convicted and, in return for aiding in the investigation, sentenced to only a one year term. Despite whatever aid Sullivan might have given to federal investigators, no new indictment followed.<sup>33</sup>

While the public spectacle of a political scandal dismayed or entertained the public, the city completed one more water works improvement that would prove a milestone in the development of the system. One hundred twenty-five acres of land along the river on the Salt River Reservation was purchased by the city for the sum of \$6,270 plus an additional \$1,000 to improve the site. The city wanted the land to serve as a backup source of groundwater whenever the flow from the Verde River should become too muddy and unusable. There were to be no more brushes with a disastrous failure of the whole system. This project was the last undertaken as a purely local development. In the future, Phoenix would fully participate in the national trend towards federal sponsorship of important urban development projects. The deepening depression of the 1930s made it impossible for the city to raise sufficient money to undertake significant improvement projects entirely on its own.

Although the people of Phoenix suffered less during the Depression than many others elsewhere in the country, the city did experience a significant decline in economic activity. This necessarily lessened the ability of the city to raise financial capital on its own for improvement projects. The bonds funding the construction projects from 1931 to 1932 were approved by the voters before the true depth of the downturn could be foreseen. The worst years in terms of unemployment were from 1931 to 1933 when up to twenty percent of the work force could not secure regular jobs. While

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this rate of unemployment was relatively low compared with some of the harder hit areas in the East, it was still an economic problem unprecedented in the city's history. Local private and public charitable resources were quickly exhausted. The newly unemployed discovered what the poor had always known, that health care was not readily available for those without the means to pay.

In addition to the many Phoenicians who could not find adequate employment, there were numerous newcomers hoping to find survival easier in the mild Southwestern climate. Many who came to the valley were unemployed miners victims of the collapse of the industry hardest hit by the Depression in Arizona. Nearly ten thousand people were receiving some sort of public or private assistance by October of 1933.<sup>34</sup> The economic picture began to turn at this point in large part because of the increasing flow of money from Washington. By 1940, the metropolitan area was experiencing a rate of growth greater than ever and Phoenix ended the decade with a thirty-six percent population increase from 48,118 to 65,414.

One of the first sources of federal money that cities could tap into was the Reconstruction Finance Corporation, the primary government initiative made by the Hoover administration to fight the Depression. In 1932, Phoenix applied to the RFC for a loan of \$150,000 to finance the extension of water service into nineteen of the residential suburbs surrounding the city. This project was part of a proposal by the Planning Commission and W. J. Jamieson, the City Engineer, to extend the water mains and sewer lines into the contiguous suburbs with the goal of promoting population growth and quickening annexations. While boosted in part as a relief project for the unemployed, the promoters of this plan saw the water works as a tool to achieving their vision of a greater Phoenix metropolitan area dominated by the city of Phoenix. No longer was the development of the water system to lag behind the increasing demand of a growing city. Now the system was to help induce growth not only of the valley in general, but of the city in particular. This change in attitude toward how the water works could be made to serve the city was perhaps a result of the decline in the city's growth rate during the Depression. City boosters needed something to promote city growth and private economic initiative was lacking. The federal government controlled the only available source of development funds, and during the Hoover administration such funds were only available to support public works projects in which private capital was unlikely to appear.

No action on the RFC loan application was taken until the following year by which time city planners had widened the scope of their vision. They incorporated their loan request into a larger \$1,500,000 application to the Public Works Administration. President Roosevelt eventually approved \$250,000 to fund an extension of the water main in a "make work" project that was anticipated would employ 180 men over an eight-month period. Irregularities in the bidding for the supply and construction contracts delayed the start of the project until December 1934. Completed in a few months, promoters believed they were well begun on their federally funded "\$2 million development to fit the pattern of a greater Phoenix."<sup>35</sup> An estimated 13,000 new water users were joined to the municipal water system during this phase of expansion. The sewer lines reached as far north as the Arizona Biltmore Hotel were the city had contracted to dispose of the resort's sewage.

Many suburbanites were unhappy to be swallowed up by a growing Phoenix and they took actions to delay it as much as possible. Phoenix city officials held out such enticements as an offer to credit the first year water bill revenue to the cost of installing the extension lines. When suburban residents sued to prevent annexations, the city responded by threatening to cut off water and sewer services, and police and fire protection as well, from all areas beyond the city limits. The rate of annexation increased after this turn to threats.

In 1937, with the help of federal money, the city demolished the remaining structures at the old groundwater pumping station and constructed a new "stand by" pumping station at the same site. This was the Verde Park Pumphouse. The WPA approved the loan for this project primarily to increase fire protection. The character of Phoenix' streetscape began to change during these years when the CCC replaced many of the old streetside ditches with pipelines. The city's voters approved this turn towards a federal-city partnership in urban development. In 1938 they approved a \$1,174,725 bond issue, \$750,000 of which were water bonds, in order to gain a matching grant from the PWA. The PWA put up \$621,877

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in matching money to construct a second concrete pipeline between the main lines and the reservoirs. Sewer system improvements were a part of the project. At the same time, five new wells were drilled at the Verde River well field in order to bring the field to full production by 1940. But despite all this expansion, the city engineering department estimated that more work was need in order to meet the expected daily demand of 30 million gallons by 1941. To meet this increasing demand, new well sites on the Verde River were located and tested. The City Engineer announced that a new chlorination plant at the Verde River intake gallery was needed to assure the supply of pure water. By 1940, the city had control over a \$5 million water system with a capacity to serve 100,000 users. At the beginning of the 1930s, the population of Phoenix was nearly 48,000 and the water and sewer system handled 12,500 connections. By 1940, the population was approximately 65,000 and there were 17,500 customers connected to the system and the city earned \$620,000 that year in revenue from the system.<sup>36</sup>

ENDNOTES

- <sup>1</sup> Hackbarth, Mark R. *Archaeological Testing at Verde Park, City of Phoenix* . (Flagstaff, Arizona: Northland Research, Inc., 1992), pp. 19, 24, 27.
- <sup>2</sup> *Ibid.*, pp. 27-28, 57, 32-33.
- <sup>3</sup> *Ibid.*, p. 65.
- <sup>4</sup> Galishoff, Stuart, *Safeguarding the Public Health: Newark, 1895-1918* . (Westport, Conn.: Greenwood Press, 1975), pp. 5-6.
- <sup>5</sup> Wagoner, Jay J. *Arizona Territory, 1863-1912: A Political History* . (Tucson: University of Arizona Press, 1970), pp. 239-40. This act limited municipal bond obligations to four percent of assessed valuation.
- <sup>6</sup> Hackbarth, p. 26.
- <sup>7</sup> *Arizona Gazette*, January 2, 1892, p. 2.
- <sup>8</sup> Luckingham, Bradford, *Phoenix: The History of a Southwestern Metropolis* , Tucson: University of Arizona Press, 1989, 31-32.
- <sup>9</sup> *Arizona Republican* , April 14, 1903. Sherman made this claim in a letter to the editor during a bond election campaign in which he was fighting the creation of a municipal waterworks system.
- <sup>10</sup> *Ibid.*, Jan. 10, 1903, p. 3; April 15, 1903, p. 1, 3.
- <sup>11</sup> Kupel, Douglas E., "The Drive for Municipal Ownership: Phoenix Water Works, 1898-1907," City of Phoenix, Law Department, 1989, pp. 2-4.
- <sup>12</sup> *Ibid.*, pp. 4-5.
- <sup>13</sup> *Ibid.*, pp. 5-6.
- <sup>14</sup> *Arizona Republican*, Jan. 10, 1903, p. 8.
- <sup>15</sup> *Ibid.*, March 3, 1903, p. 3; April 5, 1903, p. 6
- <sup>16</sup> If this is the same Capt. Alexander referred to above, his reasons for changing position are unknown.
- <sup>17</sup> *Ibid.*, April 11, 1903, p.3; April 16, 1903, p. 2, 10.
- <sup>18</sup> *Weekly [Arizona] Republican* , *Ibid.*, April 22, 1903, p. 6; May 28, 1903, p. 6; June 18, 1903, p. 5; June 30, 1903, p. 3.



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19 Kupel, pp. 8-9.

20 *Arizona Republican*, Jan. 1, 1903, p. 3; Jan. 16, 1903, p. 7; Jan. 27, 1903, p. 8; Feb. 3, 1903 p. 4; Feb. 24, 1903, p. 1.

21 *Ibid.*, March 16, 1906, p. 12; May 3, 1906, p.; June 13, 1906. Other enterprising valley citizens also thought to provide Phoenix with ways to spend its \$300,000. Judge Andrew Nelson of Tempe proposed in May that Phoenix join with Tempe to develop a system. Tempe at this time was well ahead of Phoenix in the development of its own municipal water supply system with a municipal sewer system to follow. Its water source was two wells, 200 feet deep, from which water was pumped to a 300,000 gallon capacity reservoir in a rock butte. The *Republican* said this plan had "a good deal of unofficial approval," but there is no indication that it was taken seriously by either the engineers or the council.

22 Kupel, p. 9.

23 *Arizona Republican*, April 26, 1906, p. 2; April 27, 1906, p. 2; June 9, 1906, p. 1; Oct. 18, 1906, pp. 1, 3.

24 Kupel, pp. 10-11.

25 *Ibid.*, p. 11. Letter from P.M. Lewis, an engineer for the water department, to Dwight P. Chamberlain, Phoenix Director of Finance, May 18, 1950, Roland Gail Baker Collection, Box 12, Folder 13., Hayden Library, Arizona State University.

26 Kotlanger, Michael J., "Phoenix, 1920-1940," (Ph.D. dissertation, Arizona State University, 1983), pp. 32-33.

Lewis to Chamberlain, May 18, 1950, Roland Gail Baker Collection, Box 12, Folder 13.

27 Kotlanger., 33.

28 *Ibid.*, 34.

29 *Ibid.*, 34-35.

30 Despite all the investment in a modern water supply system, there were still those who used water from the canals and laterals for domestic use. The county health officer felt the need to encourage people to boil such water before drinking to avoid any ill effects. *Arizona Republican*, May 17, 1924, section 2, p. 10.

31 *Ibid.*, 37.

32 *Ibid.*, 40.

33 *Ibid.*, 41-43.

34 Niebur, Jay Edward, "The Social and Economic Effect of the Great Depression on Phoenix, Arizona, 1929-1934," (M.A. thesis, Arizona State University, 1967), 46-74. Luckingham, *Phoenix*, 101-122.

35 Kotlanger, 45.

36 *Ibid.*, 46-47, 493. Lewis to Chamberlain, May 18, 1950, Baker Collection.

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**Section 10: Geographical Data**

Verbal Boundary Description

Verde Park is located within the southwest quarter of Section 14, T1N, R3E in Phoenix, Maricopa County, Arizona. It is bounded by 9th St. on the west, 10th St. on the east, Van Buren Ave. on the south, and Polk St. on the North. It is subdivided as Lots 1, 2, 9, and 10 of Block 2 in the Dennis Addition. Each lot is a rectangular area of 175' x 249' (1 acre).

The pumphouse is located in the northwest portion of the park along 9th St. It has Tax Parcel Number 116-57-1A. The boundary includes only the building itself and does not include the rest of the park.

Boundary Justification

The boundary, being the building itself, represents the historic area associated directly with the site of the well and pumphouse.