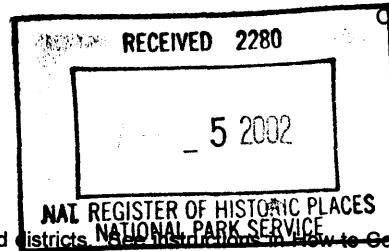


United States Department of the Interior  
National Park Service

493 OK



NATIONAL REGISTER OF HISTORIC PLACES  
REGISTRATION FORM

This form is for use in nominating or requesting determinations for individual properties and districts. ~~See instructions on 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 Orange City Town Hall

other names/site number /8VO7225

2. Location

street & number 205 East Graves Avenue N/A  not for publication

city or town Orange City N/A  vicinity

state FLORIDA code FL county Volusia code 127 zip code 32763-5213

3. State/Federal Agency Certification

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

Janet Snyder Matthews 4.1.2002  
Signature of certifying official/Title Date

Florida State Historic Preservation Officer, Division of Historical Resources  
State or Federal agency and bureau

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

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

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

4. National Park Service Certification

I hereby certify that the property is:

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

Edson W. Beall 5/16/02  
Signature of the Keeper Date of Action

**5. Classification**

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

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

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

- buildings
- district
- site
- structure
- object

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

| Contributing | Noncontributing |            |
|--------------|-----------------|------------|
| 1            | 0               | buildings  |
| 0            | 0               | sites      |
| 0            | 0               | structures |
| 0            | 0               | objects    |
| 1            | 0               | total      |

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

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

N/A

0

**6. Function or Use**

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

GOVERNMENT/town hall  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

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

GOVERNMENT/town hall  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**7. Description**

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

LATE 19TH & EARLY 20TH CENTURY AMERICAN  
MOVEMENTS: Classical Revival  
\_\_\_\_\_  
\_\_\_\_\_

**Materials**  
(Enter categories from instructions)

foundation BRICK  
walls BRICK  
\_\_\_\_\_  
roof COMPOSITION SHINGLES  
other PORTICO: metal and wood  
\_\_\_\_\_

**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.)

Property is:

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

Areas of Significance

(Enter categories from instructions)

ARCHITECTURE

POLITICS/GOVERNMENT

Period of Significance

1928-1952

Significant Dates

1928

Significant Person

N/A

Cultural Affiliation

N/A

Architect/Builder

MOUGHTON, Elton J.

KNIGHT, Rufus

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 36) 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

Acreege of Property Less than one acre

UTM References

(Place additional references on a continuation sheet.)

|   |      |   |         |   |   |   |   |   |          |   |   |   |   |   |   |
|---|------|---|---------|---|---|---|---|---|----------|---|---|---|---|---|---|
| 1 | 1    | 7 | 4       | 7 | 0 | 9 | 7 | 0 | 3        | 2 | 0 | 2 | 1 | 7 | 0 |
|   | Zone |   | Easting |   |   |   |   |   | Northing |   |   |   |   |   |   |
| 2 |      |   |         |   |   |   |   |   |          |   |   |   |   |   |   |

|   |      |  |         |  |  |  |  |  |          |  |  |  |  |  |  |
|---|------|--|---------|--|--|--|--|--|----------|--|--|--|--|--|--|
| 3 |      |  |         |  |  |  |  |  |          |  |  |  |  |  |  |
|   | Zone |  | Easting |  |  |  |  |  | Northing |  |  |  |  |  |  |
| 4 |      |  |         |  |  |  |  |  |          |  |  |  |  |  |  |

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 Sidney P. Johnston, Historian; Gary V. Goodwin, Historic Preservation Planner

organization Bureau of Historic Preservation date March, 2002

street & number R.A. Gray Building, 500 S. Bronough Street telephone (850) 245-6333

city or town Tallahassee state Florida zip code 32399-0250

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 SHPO or FPO.)

name City of Orange City

street & number 205 East Graves Avenue telephone (386) 775-5408

city or town Orange City state Florida zip code 32763

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

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

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**Section Number** 7 **Page** 1

**Orange City Town Hall  
Orange City, Volusia Co., FL**

**Summary**

Orange City Town Hall is located at 205 East Graves Avenue in Orange City, Volusia County, Florida. A well-executed example of the Classical Revival style, the two-story-with-raised-basement building displays a central-block-with-lateral-wing design, and a steeply-pitched side-facing gable roof with molded, boxed eaves. Distinctive features include a clock tower and belfry, and a full-height portico, which projects from the front (south) facade. The exterior walls exhibit textured red brick laid in a Flemish bond pattern. Keystones and corner blocks accent double-hung sash windows with six-over-six lights. The building rests on a poured concrete foundation, and contains approximately sixty-seven hundred square feet of interior floor space. A one-story flat extension of relatively recent construction projects at the rear (north) elevation but does not disrupt the historic ambiance of the building. The town hall contributes to the sense of time, place, and historical development of Orange City through its location, design, materials, workmanship, feeling, and association. It symbolizes important architectural and political links to the city's heritage. Displaying a superior level of craftsmanship, the town hall retains its early-twentieth century character and integrity to a high degree.

**Setting**

Orange City is located approximately thirty miles north of Orlando and twenty-five miles southwest of Daytona Beach. U. S. Highway 17/92, known locally as Volusia Avenue, serves as the primary north/south corridor through the city. Graves Avenue, which features lanes separated by a grass median, functions as an important east/west thoroughfare. Located several hundred feet east of the intersection of Volusia and Graves Avenues, the town hall faces south. Although the terrain is relatively flat, oak, palm, and pine trees contribute shade and ambiance to the area. Shrubs obscure the raised basement along the front facade.

Most of U. S. Highway 17/92 in Orange City has been developed with buildings of relatively recent construction. One block southwest radiates Dickinson Memorial Library and Park (NR 1995). A small brick Red Cross building and several older residences stand to the east. Buildings of relatively modern construction stand to the west, and farther north are shuffleboard courts and several modern recreation and municipal buildings.

**Physical Description**

**Exterior**

The front (south) facade displays a symmetrical appearance with a central two-story gable-roof block and lateral one-story flat-roof wings (photograph 1). Projecting from the facade of the central block is the dominant Classical feature of the building: a full-height portico with round, fluted Corinthian columns, complete with acanthus leaf capitals, and a pedimented gable roof with a frieze and tympanum (photograph 2). A wheel window with key block moldings accents the tympanum. The portico protects a central entrance that consists of

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**Orange City Town Hall  
Orange City, Volusia Co., FL**

**Section Number 7 Page 2**

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a pair of three-paneled wood doors with brass hardware, a seven-light transom, and an architrave with frieze, cornice, and attic. A double-hung sash window pierces the wall above the entrance, and a chandelier suspended by a chain illuminates the portico. Conforming to the Corinthian order, a pair of pilasters brackets the entrance. Fabricated with reinforced concrete, a straight staircase leading to the entrance has wrought-iron balustrades.

Another prominent feature is the clock tower and belfry that pierces the center ridge of the main roof (photograph 3). The square wood-frame clock tower displays four metal clock faces and arms, which are operated by an original Seth Thomas & Company mechanism housed within. Corner columns and cornice moldings trim the substructure, which supports a belfry. The octagonal belfry consists of vaulted arches with oblique columns crowned by keystone moldings and a cornice. The segmented dome is capped with a directional weathervane. The belfry contains a five-hundred-seventeen pound bronze bell, which chimes the appropriate number on the hour and a single ring each half-hour.

The side-facing gable roof protecting the main block is embellished with molded eaves and a cornice, which contain an integrated gutter system that empties into downspouts. The exterior brick walls exhibit a Flemish bond, a traditional method of laying up brick courses in an alternate header and stretcher pattern. Fenestration is regular and symmetrical with six-over-six-light double-hung sash windows. The second-story windows are trimmed with straight brick lintels accented by white concrete keystones and concrete sills. The first-story windows are adorned with blind-arch brick panels embellished with white concrete keystones and corner blocks, and concrete sills. The window opening at the southeast corner of the main block is filled with brick, an original design feature to protect an interior staircase landing. Both flat extensions display straight parapets with concrete coping and slender dropped cornices, and a centered double-hung sash window. A cornerstone bearing the date of 1928 is installed in the southwest corner of the building. Obscured by shrubs, the fenestration along the basement is infilled with brick.

The east elevation of the main block (photograph 4) displays cornice returns, a circular attic vent, and three double-hung sash windows on the upper reaches of the main block. The molded rake is held close to the brick walls, and a brick chimney rises at the northeast corner. The one-story lateral wing displays a slender dropped cornice and a straight parapet pierced by scuppers that empty into collectors and downspouts. Trimmed with white concrete sills, three double-hung sash windows punctuate the elevation; symmetry is maintained by three squat window openings in the basement, which have been enclosed by brick.

The north, or rear, elevation (photographs 5, 6) has a dissymmetrical pattern of four double-hung sash windows and a central emergency exit and fire escape punctuating the second story, and six double-hung sash windows along the first story. A one-story flat roof extension projects from the basement level. It displays a central entrance bracketed by metal sash windows on its north face, and uninterrupted walls on its east and west elevations, respectively.

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**Orange City Town Hall  
Orange City, Volusia Co., FL**

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With the exception of the brick chimney, the west elevation (photographs 6, 7) displays the same features as the east elevation. At the northwest elevation of the one-story lateral wing, the first-story fenestration displays brick infilled openings, a feature of the original design to protect a vault located within. Later modifications, window openings along the basement level, are also enclosed with brick.

**Interior**

The interior retains most of its original features, circulation pattern, materials, and ambiance to a high degree. Containing approximately sixty-seven hundred square feet of floor space, the interior is divided into two floors and a basement that contain administrative and office spaces.

**First Floor**

The first floor contains approximately nineteen hundred square feet of interior floor space divided into a lobby, four offices, a conference room, break room, two restrooms, a hallway, and a grand staircase. Finished with plaster, the ceilings rise twelve feet, and a variety of chair and toe moldings and wallpaper trim the plastered walls. Oak floors contribute ambiance.

The entrance opens into a lobby (photographs 8, 9), where the walls are finished with plaster, wallpaper, and chair and toe moldings. Chains from the ceiling suspend two lamps. To the left, or west, opens a doorway that leads to offices (photographs 10, 11). The westernmost office includes a walk-in vault. Two doors punctuate the north wall of the lobby. The easternmost office contains an entrance into the central office (photograph 12).

To the right of the main entrance, or to the east, radiates a broad quarter-turn-with-landing staircase finished with oak treads, rises, and landing. Terminating in a sweeping spiral, a molded pine handrail is supported, in part, by pairs of turned balusters mounted to each tread, and, in part, by turned newel posts on the first floor, mid-level landing, and the second-floor landing (photograph 14). Above the staircase radiates a full-height L-shape opening that reflects the alignment of the staircase and lends it a monumental feel.

Piercing the east wall of the lobby, in contrast to the expansive presence of the staircase, is a small but heavily molded archway. It leads into a diminutive hall beyond, where stands a second arched opening with a paneled wood door with lights. The arched door opens into a break room. At the left, or north, end of the hall open two restrooms (photograph 13).

**Second Floor**

The second floor consists of approximately thirteen hundred square feet of interior floor space (photographs 15, 16). Two boxed beams, a lattice scuttle hatch, and beaded boards define the ceiling. Other features include

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**Orange City Town Hall  
Orange City, Volusia Co., FL**

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plastered walls; molded window surrounds and sills; and pine floors. Storage and HVAC spaces stand along the east and west walls, respectively.

**Basement**

The basement contains approximately thirty-four hundred square feet of interior floor space. A small stair from the first-floor hall extends into the basement (photograph 17), where additional conference, office, and storage spaces radiate throughout the space (photographs 18-21). Distinctive features include a metal jail cell door and iron bars protecting window openings.

**Alterations**

**Exterior**

The basement level windows on the front facade, and east and west elevations were enclosed with brick in 1993. Those openings were originally filled with three-over-three-light double-hung sash windows. Changed about 1980, an original window opening in the central bay of the second story on the north elevation now serves as emergency exit and fire escape. Constructed about 1971, a one-story flat-roof extension projects from the basement level at the north elevation. The central window on the second story of the west elevation has been temporarily removed for repairs, and the space is boarded over with plywood.

**Interior**

Changes to the first floor consist of removing the central door on the north wall of the lobby, which originally provided access into the central office. In addition, a wall installed at the west end of the lobby creates additional office space.

The original second-floor council room has been adapted into a large office. Originally, a small platform stood along the west wall, but it has been removed and a narrow closet there contains storage space and HVAC equipment. An anteroom at the northeast corner has yielded to a storage space.

The basement originally contained an open garage in the main body of the building, bracketed by a pair of jail cells to the west and restrooms to the east. Changes to that configuration occurred in 1971 with the flat-roof addition and renovations in 1993 that converted the basement into enclosed office spaces. The original three-over-three-light double-hung sash windows were removed, and the openings filled with brick. Jail cells have been adapted for storage space. Temporary walls have been installed in the former garage to provide a conference room and offices.



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**Orange City Town Hall  
Orange City, Volusia Co., FL**

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**Summary**

The historic Orange City Town Hall fulfills criteria A and C at the local level in the areas of architecture and politics/government for listing in the National Register of Historic Places. Under criterion A, the building contributes to the history of Volusia County's political system, and has significance as Orange City's historic government center. Tied closely to the development of Orange City, the building was completed in 1928, dedicated in 1929, and continues to serve the political and governmental needs of the city. The town hall has further significance under criterion C as a good example of the Classical Revival style. Architect Elton J. Moughton of Sanford designed the building and contractor Rufus E. Knight of DeLand supervised construction. Retaining its original architectural integrity to a high degree, the building displays stylistic features that are consistent with national and statewide trends in architecture.

**Historical Context**

Orange City, settled in the 1870s, was incorporated in 1882. In 1883, railroad tracks were extended through the settlement, connecting Blue Spring--a small riverboat landing several miles west on the St. Johns River--with New Smyrna. The transportation link sparked a significant period of development. Surveyed in 1877, a town plan was filed in 1885, and several additional subdivisions were platted in the 1880s and 1890s. A small commercial center emerged along Graves Avenue and numerous dwellings dotted the landscape. A small wood-frame building on North Holly Avenue served as the town hall. By 1886, the community boasted a population of nearly six hundred residents, and contained nine stores, three hotels, a library association and Woman's Christian Temperance Union organization, Masonic hall, several sawmills and churches, and a public school. Citrus played a vital role in the local economy, with three hundred acres of orange trees planted in the area.

Devastating freezes in the mid-1890s curtailed development, which slowly resumed. By 1900, the population had fallen to 414, but rose to 538 a decade later. The proximity of larger cities--especially DeLand and Daytona Beach, both of which experienced significant development during the era--hampered renewed growth and economic recovery. Nevertheless, over the following decade several small subdivisions were platted and a number of houses constructed. In 1909, citrus growers formed an association, and investors organized a realty company in 1915. Founded in the 1890s, a Village Improvement Association was formally incorporated in 1915. In 1919, the development of a library and park improved the visual appeal and cultural opportunities in the community. In 1918, Orange City became one of the first Florida towns to enfranchise women. In 1920, the population reached 542.

During the land boom of the 1920s, the city experienced some of the explosive growth patterns that occurred in many larger Florida cities. The population increased to 659 in 1925 and the commercial district expanded along the intersection of Graves and Volusia Avenues. Several new public buildings were constructed, including a church, school, and town hall. Subdivisions were platted and numerous houses developed. The Orange City

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Development Company, a chamber of commerce, telephone exchange, and bank were organized between 1925 and 1927.

In the late-1920s, following the collapse of the land boom, the economy slowed and remained sluggish throughout the 1930s and the early-1940s. During the decade, the population fell from 713 to 489. The Florida East Coast Railway, in its struggle to survive, initially reduced service to Orange City, then abandoned and dismantled its tracks in 1934. Relief efforts associated with the "New Deal," a nationwide series of programs created by the administration of President Franklin Roosevelt, provided funds to states and municipalities for a host of projects, including infrastructure improvements and the development of conservation, education, and recreational facilities. A number of small New Deal projects were initiated in Orange City during the period, helping to boost the economy. Events associated with World War II dampened growth that had resumed in the late-1930s. Following the war, development rebounded, which resulted in the destruction of some older buildings. Nevertheless, much of the city's historic building fabric remains intact.

**Historical Significance**

Orange City's municipal government constructed its first building in the late-nineteenth century. By the 1920s, the government had outgrown the relatively small one-story wood frame building that stood on Holly Avenue. Municipal meetings during the 1920s were held at Dickinson Memorial Library (NR 1995) on South Volusia Avenue. In 1927, to help encourage the development of a new facility, Mayor Edward B. Alling donated a site on East Graves Avenue. A native of Connecticut, Alling arrived in Orange City in 1919, and served as mayor in 1923 and between 1927 and 1929. In his first term, Alling sponsored a program of street paving. His business affairs included a real estate company and organizing the Orange City Bank. Early in his third term, Alling delivered an annual address, charting a vision for the future of the town, which, in part, expressed that "It is true that we have been passing through a depression but depressions end and business starts again and goes ahead. I believe that immediate steps should be taken to put into operation a program of betterment and improvements for Orange City. We are on the threshold of better times. Let us not be afraid but go on with our better community. If we would attract the stranger and invite capital to come here and invest, we must show that we are alive and up and doing."<sup>1</sup>

In May 1928, at Alling's urging, residents overwhelmingly enacted a twenty-thousand-dollar bond issue for a new town hall. A. J. Poteet of Lakeland and Sanford architect Elton J. Moughton submitted competitive sketches for the new building. The town's officials selected Moughton. Under the direction of Mayor Alling, Moughton executed the design in the Classical Revival style. In August 1928, the City awarded the construction contract to Rufus Knight of DeLand for \$14,951. The cornerstone was installed on 6 October 1928. In December 1928, the town purchased a clock from the Seth Thomas Company of Thomaston, Connecticut, for

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<sup>1</sup>*DeLand Daily News*, 23 October 1928; *DeLand Sun News*, 13 January 1969; Joan LaFleur, ed., *Our Story of Orange City, Florida* (Orange City: Village Improvement Association, 2000), 37, 135-139; City Clerk's Office, City Hall Annex, Minutes, 11 January 1928.

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eight hundred seventy-five dollars. It was installed with four faces in the clock tower, which also served as the base for the belfry. A bell donated by the Orange City Methodist Episcopal Church was installed in the belfry. Mayor Alling purchased the brass hardware for the doors and windows from the Russwin Company in New Britain, Connecticut, his former home. In January 1929, on the eve of the dedication of the new town hall, Mayor Alling congratulated the residents of Orange City because "the foundation of a substantial town have been laid; let us therefore welcome the opportunity to do our part in building the finest and most desirable town in Florida."<sup>2</sup>

Two hundred fifteen people attended the March 1929 dedication. Mayor Alling presided over the ceremonies, which included Rufus Knight presenting the building to the town's officials and Elton Moughton making the presentation of the key to Mayor Alling. For his part, Alling submitted the deed for the property to the town's clerk and treasurer, H. O. Ferguson. Various dignitaries delivered speeches. The Reverend T. H. Derrick of Orange City's First Congregational Church made the primary address. He discussed the history of the Colonial town hall, traced the government of the United States from its infancy, and explained how town halls played an important role in helping to establish the rules of government. Other presenters included E. W. Brown, mayor of DeLand; former Orange City mayor C. H. Eppelsheimer; and the Reverend D. Stratford Scadeng of the First Methodist Episcopal Church. After the speeches, officials conducted tours through the town hall, and then a banquet was held in a neighboring building.<sup>3</sup>

Over the following decades, elected officials and the town's residents conducted routine local affairs. At regular monthly meetings, officials and residents discussed and acted upon a host of mundane issues, including building permits, elections, hiring legal counsel, municipal services, occupational licenses, salaries, street maintenance, salaries, and taxes. Complaints about barking dogs and loose chickens, flooded buildings, speeding automobiles, and other more spirited issues dominated some meetings, which often led to the enactment of new ordinances. One of the earliest actions by the council in the new town hall emerged over concerns about the threat of infestation by the Mediterranean Fruit Fly, which resulted in a called special meeting at which the council passed a resolution empowering the town marshal, Harve Poirier, "to notify the grove and property owners in Orange City to clean up their properties at once."<sup>4</sup>

Despite Alling's upbeat forecast for Orange City's future, the town was compelled to adopt new strategies to contend with the economic downturn of the Great Depression. In 1931, Mayor Harry W. Davis urged residents to form a delegation to voice their concerns before the Florida Railroad Commission about the Florida East Coast Railway's proposal to end passenger service in Orange City. Few people responded to Davis's advice, and in 1932 the railroad closed its depot, ended telegraph service, and two years later abandoned its tracks

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<sup>2</sup>*DeLand Daily News*, 23 October 1928, 8 March 1929; Orange City Minutes, 11 June, 20 August, 28 December 1928, 29 January 1929.

<sup>3</sup>*DeLand Daily News*, 8, 13, 14, March 1929.

<sup>4</sup>Orange City Minutes, 4, 26 April, 6 May, 3 June, 1 July, 5 August, 2 September 1929, 7 April, 8 October 1930, 19 September 1942.

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**Orange City Town Hall  
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through the town. In 1935, the town opened to automobile service the south side of Graves Avenue, the former alignment of the railroad tracks. In May 1933, the council decreased the size of the town's municipal limits, and refinanced the town's bonds several times, including the bonds that had been sold to build the town hall. In 1933, the bonds were refinanced for thirty years with five-percent interest and no principal payments until 1943. Debts owed to the Florida Public Service Company compelled the town to renegotiate its contracts for streetlight service.<sup>5</sup>

Perhaps the youngest mayor in Orange City's history, Harry Davis was born in New York City in 1904, and arrived in Orange City in the 1920s. He worked as secretary of Orange City's Chamber of Commerce, and served two terms during the early years of the Great Depression (1930-1931). Notwithstanding the bleak economic conditions, Davis outlined an ambitious program of initiatives, including pauper's aid, publicity and recreation, and public beautification. Near the beginning of his second term, Davis appointed an advisory board and supported an initiative to recharter the town, increasing the number of councilmen, implementing staggered terms, a two-year term for the office of mayor, and adopting a manager form of government. Voters approved most of the measures, but defeated the town manager referendum in October 1931.<sup>6</sup>

During Davis' term, litigation over the collection of past-due assessments and paving liens contributed to a larger political turmoil within Volusia County. The town's attorney, Hull, Landis & Whitehair of DeLand, had represented Orange City for nearly ten years, and initiated proceedings to collect past assessments for improvements. Although some residents were disgruntled with the litigation and the hefty retainer fees charged by the law firm, most of the town's officials supported sustaining the DeLand firm as counsel. But, in 1931, Isaac Stewart, a former judge and DeLand attorney instituted a suit of disbarment against the law firm's principal partner, D. C. Hull, who also represented the City of DeLand. Hull, Landis & Whitehair were part of Volusia County's "courthouse ring," which was opposed by various attorneys and professionals, including Judge Stewart, who were labeled the "anti-ring." Partisan lines separated these political blocs, which were largely amorphous, flexible, and changed over time with various coalitions forming during elections. Still, the 1930s were especially troubling for the ring faction of Hull, Landis & Whitehair. In the elections of 1932, 1935, and 1936 ring candidates lost their bids for elective office, and in 1940 another partner, Francis Whitehair, failed to garner even sufficient local support for his gubernatorial race against Spessard Holland.<sup>7</sup>

The tensions that underlay Volusia County politics spilled over into Orange City's political system. In September 1931, at the urging of Mayor Davis, the town council adopted a resolution in support of Hull, which was published in the local press. But, even though Hull was eventually cleared of the charges, the resulting negative press and subsequent political maneuvering resulted in Orange City's municipal government retaining

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<sup>5</sup>Orange City Minutes, 3 August 1931, 29 June 1932, 24 February, 27 June, 3 October, 3 November 1933, 2 April 1935.

<sup>6</sup>Orange City Minutes, 5 January, 6 July, 31 October 1931.

<sup>7</sup>Orange City Minutes, 21 September 1931; Sidney Johnston, "Bert Fish: From Volusia County Courthouse to American Embassy," *Florida Historical Quarterly* 78 (Spring 2000), 434-437.

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new counsel, Jordan & Fielding of DeLand. Then, despite his popularity and relatively successful term, Davis refused to run for re-election, and resigned as mayor in December 1931. The following month, Davis found himself involved in a law suit, and in February 1932, despondent over his personal affairs, committed suicide in his home. A volunteer fireman, Davis was later honored with a memorial date stone installed on a water foundation by the Orange City fire department.<sup>8</sup>

Edward J. Webb was one of the longest-serving mayors in Orange City's history (1933-1940, 1949-1957). A native of Baltimore, Maryland, Webb arrived in Orange City in 1920. A retired Navy officer who served in the Spanish-American War, World War I, and World War II, Webb was a strong mayor who helped steer the city through the Great Depression. Still, his political career got off to a shaky start in his adopted town. At the January 1932 meeting, following the town's elections, councilman O. J. Murray objected to Webb's sitting on the council, pointing out that Webb had been appointed by the council to his seat, rather than elected by the people. Webb responded "I am a legal member of this Council, and propose to sit on the same." At that, two other councilmen, E. F. Abel and Joe D. Smith left the chamber with O. J. Murray, and the meeting adjourned. This political posturing persisted for nearly six months. In the February 1932 meeting, Mayor Paris Stafford began the meeting with a statement that he also believed Webb was not a legal member of the council. Still, Webb maintained his status as a council member, declaring that he had been legally appointed, and that he would "retain his seat on the Council until removed by an Order of the Courts." At that, councilmen Abel, Murray, and Smith left the council room, and again the meeting adjourned. At the March 1932, Murray submitted his objections in writing, but the standoff continued with Webb countering each of the charges. Frustrated at the rebuff, Murray stated that "I'll not sit, knowingly with an illegal council." At late as June, Murray was still protesting Webb's appearance on the council. Still, the objecting members neither filed a law suit, held a special election, nor adopted any formal measures to remove or affirm Webb. Not surprisingly, little of the town's business was conducted during the interval, and eventually the Murray-Webb dispute simply faded away. Voters rewarded Webb for his persistence, however, electing him mayor for the term of 1933, and then re-electing each term through 1940. At the beginning of World War II, Webb re-entered the Navy, and then following the war returned to Orange City, where he served nine more years as mayor.<sup>9</sup>

During Webb's tenure as mayor, much of the town's business involved routine affairs of arranging elections, hiring legal counsel, paying salaries, street maintenance, and taxes. Some measures were taken, in part, because of the effects of the depressed economy, including demolition of decaying buildings, foreclosing on delinquent tax properties, and re-negotiating municipal bonds and street light service. Other concerns arose, voiced by the Orange City League of Women Voters, who insisted that the town become more involved in park and town beautification, and the Village Improvement Association, which objected to the policy of tacking unsightly signs to trees along the roadsides.<sup>10</sup>

<sup>8</sup>*DeLand Sun News*, 15 February 1932; Orange City Minutes, 6 July, 21 September, 12 December 1931, 2 January, 6 February 1932; Tommy Crews, informant, 2001.

<sup>9</sup>Orange City Minutes, 4 January, 1 February 1932.

<sup>10</sup>Orange City Minutes, 4 March 1935, 6 January 1937, 7 March 1938, 3 January, 18 September 1939.

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On several occasions, the town turned to Washington, D. C., for assistance in developing small recreation facilities. During the Great Depression, the federal government provided jobs and promoted economic growth through a series of "New Deal" relief programs. Created by the administration of Franklin D. Roosevelt, these programs helped states and municipalities improve infrastructure, construct buildings, conserve natural resources, and create recreational facilities. Furnishing jobs to the unemployed, a series of "alphabet programs," so-called for the acronyms assigned them, were created, including, among others, the Works Progress Administration (WPA), Civil Works Administration (CWA), Civilian Conservation Corps (CCC), and Federal Emergency Relief Administration (FERA). In Orange City, the municipal government used the assistance of the CWA in 1935 to build an addition to the Village Improvement Association's recreation hall and social center, and, in 1938, the WPA for shuffleboard and tennis courts.<sup>11</sup>

During World War II, the town council approved various uses for the town hall. Part of the basement was used by the Red Cross to store paper goods, and Babcock Aircraft Company of DeLand held classes there to teach trainees how to assemble aircraft. Lieutenant Harris of the U. S. Signal Corps approached the town council in its December 1942 regular meeting about installing an aircraft spotting station in Orange City. In a following meeting, the council approved the location and installation of the station at Firemen's Hall on Holly Avenue.<sup>12</sup>

In May 1944, a resident, Mrs. Scott addressed the council about "a Roll of Honor for Orange City people in service." Initially, the council supported the concept, but in July they believed it prudent to "wait for more people from the North to return before discussing further." In March 1945, the council appeared to defer on the roll of honor, stating that "the Honor Roll was not a project by the Town Council but of Towns people and Council was only helping them." Nearly a year after the war ended, a bronze Roll of Honor had been made, and the council approved its installation in the town hall at its October 7, 1946 meeting. Other ceremonies and activities at the town hall during the post-World War Two era included Arbor Day 1948, when residents and officials planted a small cedar tree in the yard. The Florida State Forestry Board through the Orange City Women's Club provided the tree, and the ceremony was conducted, in part, by the town's school children.<sup>13</sup>

**Architect**

Sanford architect Elton J. Moughton drafted the plans for Orange City Town Hall. A native of Ohio, Moughton was trained in Minneapolis, Minnesota, and was the one hundred and fifty-third architect to register to practice in the profession in Florida. He opened a studio in Sanford in 1916 and over the following decades prepared the plans for the many of Seminole County's largest buildings, including Sanford's armory, city hall, fire station, jail, memorial hospital, and public library, Ritz Theater (NR 2001), and Seminole County Home (NR 1999). Other projects consisted of the Christian and Missionary Alliance Church, Congregational Christian Church, First Christian Church, and Holy Cross Episcopal Church. The Hotel Forrest Lake was among his largest

<sup>11</sup>Orange City Minutes, 14 December 1933, 1 July 1935, 11 July 1938.

<sup>12</sup>Orange City Minutes, 5 January, 16 April, 7 December 1942, 4, 15 January 1943.

<sup>13</sup>Orange City Minutes, 1 May, 3 July 1944, 5 March 1945, 7 October 1946, 5 January 1948.

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designs during the 1920s. Orange City Town Hall was one of his few projects outside of Seminole County. During World War II, Moughton served as head of the building section of the U. S. Army Corps of Engineers for the construction of military bases in Florida and Georgia.<sup>14</sup>

**Builder**

A native of Georgia, Rufus E. Knight arrived in DeLand about 1914. A carpenter by trade, Knight assembled houses, and by 1920 had developed a relatively successful business. During the Florida land boom, he constructed various commercial buildings for Bond Lumber Company, DeLand Electric Light & Power Company, and Nahm & Nahm Company. In DeLand's African-American neighborhood, Knight built a two-story masonry commercial block for James W. Wright, and a private school for Wilhelmina Johnson. At DeLeon Springs, Knight constructed an elaborate bathhouse for Fred N. Conrad in 1923. Later, in southwest Volusia County, he supervised the construction of the Osteen Public School. The Orange City Town Hall was among Knight's largest projects of the 1920s.<sup>15</sup>

**Architectural Context and Significance**

Orange City Town Hall displays Classical Revival stylistic influences. The Classical Revival style evolved from an interest in the architecture of ancient Greece and Italy. The first period of interest in Classical models in the United States dates from the colonial and national periods, which extended between the 1770s and 1850s. A subsequent revival was spurred by the Chicago World's Colombian Exposition in 1893. Many of the best known architects of the day designed buildings for the Exposition based on classical precedents. Examples varied from monumental copies of Greek temples to smaller models that drew heavily from the influences of Adam, Georgian, and Classical Revival residences of the early nineteenth century. The Exposition drew large crowds and publicity, which helped make the style fashionable again. In Florida, Classical Revival became a popular design for commercial and government buildings and relatively large residences.

Some of the characteristics of Classical Revival architecture include a symmetrical facade dominated by a full-height portico displaying classical columns. Doorways often feature decorative pediments, casings and moldings, and sidelights and transoms. Gable or hip roofs with boxed eaves are frequently embellished with dentils or modillions, and a wide frieze band extending around the building. Brick often serves as the exterior wall fabric with accented lintels and sills adorning the window openings. Double-hung sash windows usually display six or nine panes per sash.

The historic town hall is a significant architectural landmark in Orange City. Derived from Classical Revival influences, the town hall represents a historic political/government center in west Volusia County. Town halls

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<sup>14</sup>*Sanford Herald*, 4 January 1926, 17 October 1955.

<sup>15</sup>*DeLand News*, 25 August 1920; *DeLand Daily News*, 17 November 1923, 27 April 1927, 23 October 1928, 1 May 1933; R. L. Polk, *DeLand City Directory* (Jacksonville: Polk Company, 1914), 79.

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are a particular building type designed for specific political and government functions. Early design characteristics satisfied functional and symbolic needs. Built in 1657, Boston's first town hall displayed twin belfries, a symbol of the right to assembly, and interior spaces included administrative spaces, courts, and a large meeting hall. Early examples were executed with Classical, Gothic, or Romanesque influences.

As municipal governments became more specialized, especially in the twentieth century, the designs of town halls were adapted to accommodate larger administrative and council spaces. Construction of separate facilities became necessary to house new and ever larger services, including fire departments, law enforcement, judicial courts, and even health and water departments. With the development of the city manager form of government in the early-twentieth century, the administrative and legislative branches of a government assumed still more distinct responsibilities and powers, helping to redefine the shape and layout of the buildings in which local governments conducted their activities.<sup>16</sup>

In Florida, many small towns initially housed their government affairs in a relatively small wood frame building. Generally, within several decades and most often after sufficient funds had been derived through a bond issue, cities constructed more permanent facilities. These second-generation town halls were often built in the early-twentieth century using more permanent materials than employed in their predecessor facilities.

Orange City's Town Hall shares these patterns of development, and displays architectural features commonly associated with the Classical Revival style. The two-story brick building stands on a raised basement and displays a central-block-with-lateral-wing design. The building is protected by a steeply pitched side-facing gable roof with a clock tower and belfry. A full-height portico projects from the front facade, and the exterior walls consist of textured red brick laid in a Flemish bond pattern. Keystones and corner blocks accent double-hung sash windows with six-over-six lights. Unusual for its well-executed Classical Revival details, the town hall retains its historic architectural integrity and character to a high degree.

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<sup>16</sup>Diane Maddex, ed., *Built in the U.S.A.* (Washington: Preservation Press, 1985), 42; Nikolaus Pevsner, *A History of Building Types* (Princeton: Princeton University Press, 1976), 53-62.



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**Verbal Boundary Description**


See attached scaled site plan. The building occupies lots 1 and 25 of Stillman's subdivision, block 12 of Orange City at the northeast corner of the intersection of Graves Avenue and Holly Avenue.


**Boundary Justification**


The boundary contains the above-described parcel, and encloses approximately one-half of an acre, the land historically associated with the town hall.

Orange City Town Hall  
 Orange City,  
 Volusia Co., FL  
 site plan

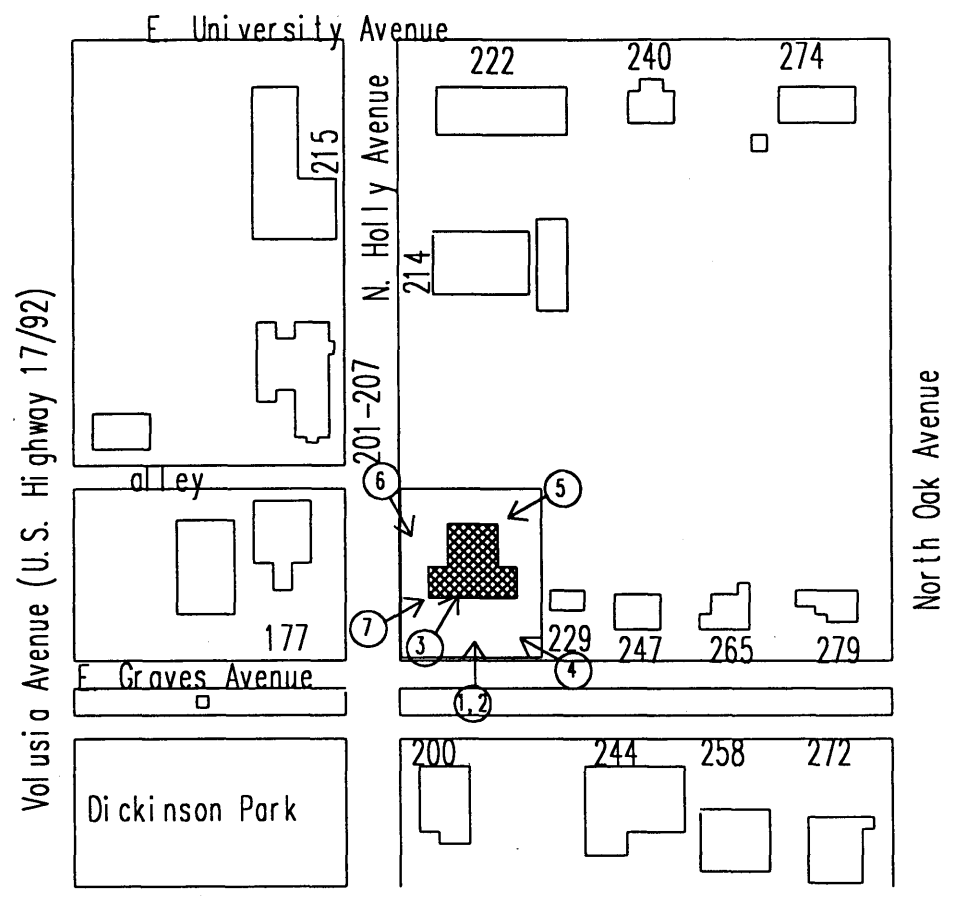
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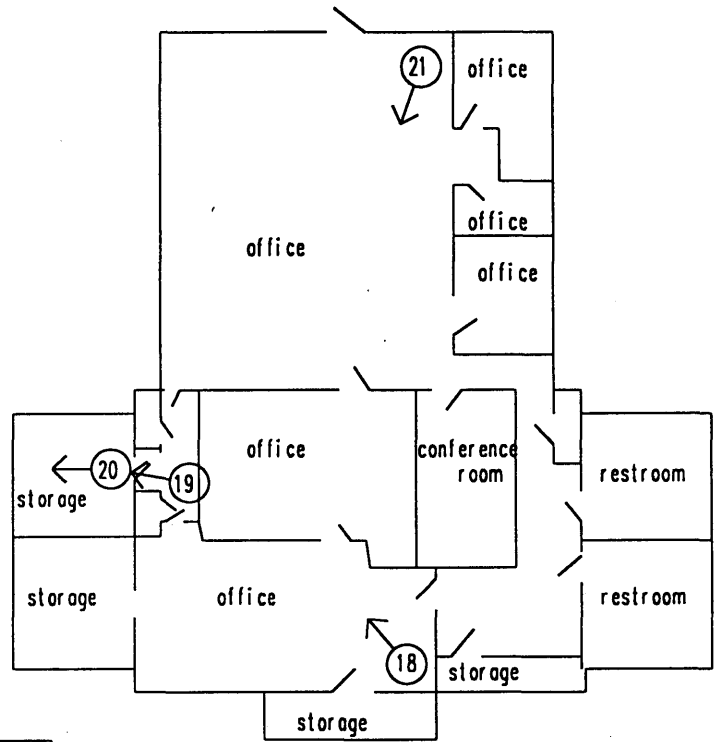
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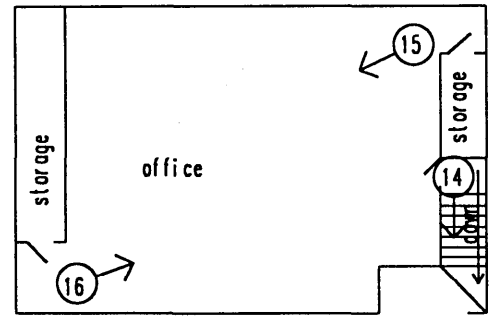
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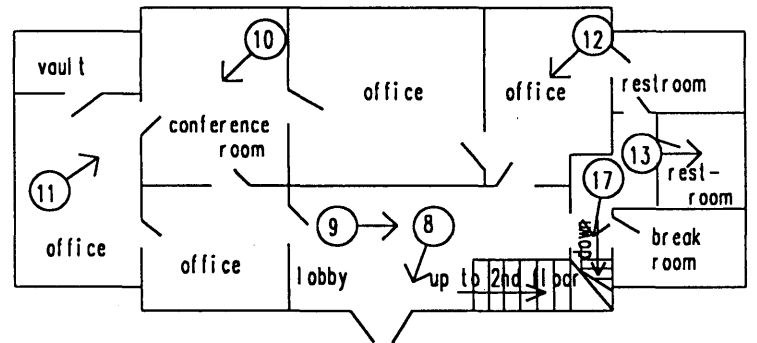




basement plan



second floor plan



first floor plan

Orange City Town Hall  
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 floor plans

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map prepared by Sidney Johnston