

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

**NATIONAL REGISTER OF HISTORIC PLACES
INVENTORY -- NOMINATION FORM**

FOR FEDERAL PROPERTIES

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SEE INSTRUCTIONS IN *HOW TO COMPLETE NATIONAL REGISTER FORMS*
TYPE ALL ENTRIES -- COMPLETE APPLICABLE SECTIONS

1 NAME

HISTORIC

Historic U.S. Post Offices in Arizona (Thematic Resources) 1900-1941

AND/OR COMMON

2 LOCATION

STREET & NUMBER

See individual nomination/inventory forms

NA NOT FOR PUBLICATION

CITY, TOWN

CONGRESSIONAL DISTRICT

See individual forms.

NA VICINITY OF

See individual forms.

STATE

CODE

COUNTY

CODE

Arizona

See individual forms.

3 CLASSIFICATION

CATEGORY

☐ DISTRICT
☐ BUILDING(S)
☐ STRUCTURE
☐ SITE
☐ OBJECT

X Thematic
Group

OWNERSHIP

X PUBLIC
☐ PRIVATE
☐ BOTH

PUBLIC ACQUISITION

NA IN PROCESS
☐ BEING CONSIDERED

STATUS

X OCCUPIED
☐ UNOCCUPIED
☐ WORK IN PROGRESS
ACCESSIBLE
☐ YES: RESTRICTED
X YES: UNRESTRICTED
☐ NO

PRESENT USE

☐ AGRICULTURE ☐ MUSEUM
☐ COMMERCIAL ☐ PARK
☐ EDUCATIONAL ☐ PRIVATE RESIDENCE
☐ ENTERTAINMENT ☐ RELIGIOUS
X GOVERNMENT ☐ SCIENTIFIC
☐ INDUSTRIAL ☐ TRANSPORTATION
☐ MILITARY ☐ OTHER:

4 AGENCY

REGIONAL HEADQUARTERS: (If applicable)

United States Postal Service, Western Regional Office

STREET & NUMBER

850 Cherry Avenue

CITY, TOWN

San Bruno

STATE

CA 94099

NA VICINITY OF

5 LOCATION OF LEGAL DESCRIPTION

COURTHOUSE,
REGISTRY OF DEEDS, ETC.

See individual forms.

STREET & NUMBER

CITY, TOWN

STATE

6 REPRESENTATION IN EXISTING SURVEYS

TITLE

See individual forms.

DATE

☐ FEDERAL ☐ STATE ☐ COUNTY ☐ LOCAL

DEPOSITORY FOR
SURVEY RECORDS

CITY, TOWN

STATE

7 DESCRIPTION

CONDITION
☒ EXCELLENT ☐ DETERIORATED
☐ GOOD ☐ RUINS
☐ FAIR ☐ UNEXPOSED

CHECK ONE

☒ UNALTERED
☒ ALTERED

CHECK ONE

☒ ORIGINAL SITE

☐ MOVED

DATE 1900-1941

(See individual forms.)

DESCRIBE THE PRESENT AND ORIGINAL (IF KNOWN) PHYSICAL APPEARANCE

This thematic nomination includes five post offices owned and administered by the U.S. Postal Service throughout the State of Arizona. The buildings included in this nomination represent a continuum of federally constructed post offices allocated to the state between the turn of the century and 1941. The nominated buildings exhibit a variety of styles and sizes but maintain a common demeanor representative of the federal presence. All of the nominated buildings maintain high integrity and have been well maintained.

While the buildings specifically included in this nomination cover only the span of years between 1916 and 1934, they along with other federally constructed post offices presently listed in the National Register represent the two major eras of federal construction between 1900 and 1941. Imbedded in these construction periods are transitions in federal design philosophy, changes in funding programs, and changing economic conditions of the state and nation. The purpose of this nomination is to provide an overview of these various factors within the thematic period with which to establish a context for the evaluation of the individually nominated buildings.

All of the buildings included in this nomination were constructed from standardized plans developed from guidelines provided by the Office of the Supervising Architect in the Treasury Department. This includes one post office which was designed by a private architect. Variations in design styles reflect both the transition in the design philosophies of the Supervising Architect and the requirements developed in response to the Depression. These variations in design, as well as functions are also somewhat related to the communities in which they were placed and reflect the economic/political/governmental context of those communities.

ORGANIZATION OF THIS NOMINATION

This nomination consists of two parts: the theme (or cover) document and five individual nomination forms including one for each of the buildings included in the theme.

The cover document lists the properties to be nominated as well as federally constructed post offices presently listed on the National Register, defines the theme, discusses the criteria used in determining the significance of the nominated buildings, and examines the historical context in which the buildings were constructed. The purpose of this discussion is to establish a broad overview to which the significance of the individual properties can be related.

The individual nomination forms are included to provide more complete information on each of the properties. The information provided in these forms includes: physical descriptions of the properties; discussions of their significance and relationship within the theme; a brief historical overview of the community in which they are located; and a summary of local newspaper coverage during the construction period.

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The list of buildings which follows also includes post office buildings already listed in the National Register as an aid to individuals engaged in research on Arizona post offices.

Properties Nominated and Owned by USPS

Office	Date Occupied	Architect
Douglas MPO ¹	1916	James A. Wetmore/OSA ²
Globe MPO	1928	James A. Wetmore
Nogales MPO	1924	James A. Wetmore
Prescott MPO	1931	James A. Wetmore
Yuma Postal Annex	1934	Roy Place

Post Office Buildings Currently Listed or Proposed for Listing
in the National Register³

Office	Date Occupied	Administered By ⁴
Phoenix Downtown Station	1935	GSA
Tucson MPO/Courthouse	1930	GSA
Flagstaff Federal Building (HD) ⁵	1936	Private
Bisbee Copper Queen Library and Post Office (HD) ⁶	1905	Private (Non-USPS constructed)
Kingman Post Office	1935	Municipal
Prescott MPO (HD) —	1931	USPS
Douglas MPO (HD) —	1931	USPS

Notes:

¹MPO: Main post office.

²OSA: Office of the Supervising Architect.

³This list includes properties published in the Federal Register through July 1, 1984. (Federal Register, Volume 49)

⁴USPS: United States Postal Service; GSA: General Services Administration.

⁵HD: Indicates that a building is on the National Register because it is listed as a contributing/non-contributing building to a designated Historic District.

⁶Proposed for nomination as an individual structure within the Kingman Multiple Resource Area.

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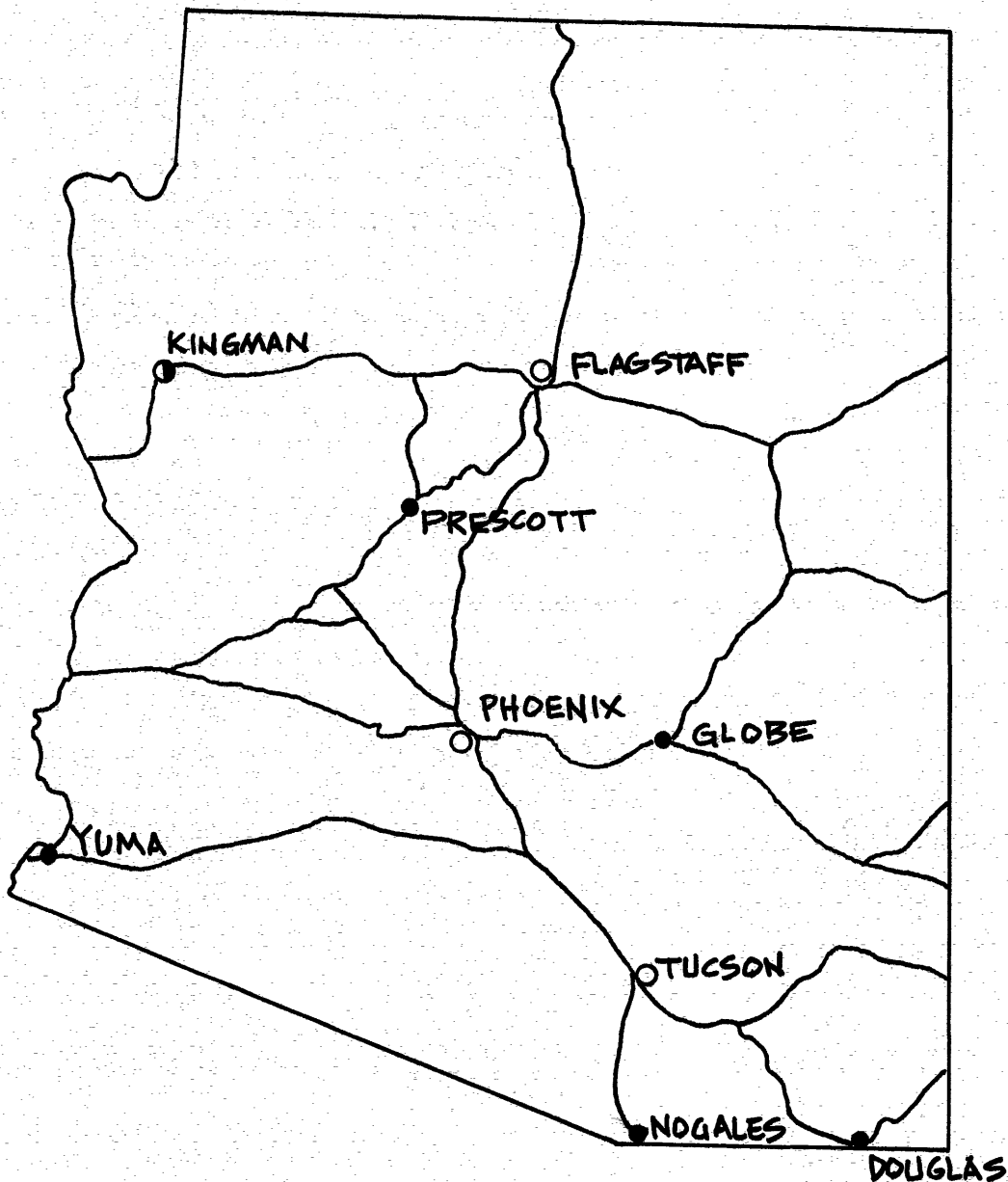
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General Location Map of Post Offices Included in the Thematic Nomination
for the State of Arizona



- BUILDINGS CURRENTLY LISTED ON NATIONAL REGISTER
- BUILDINGS INCLUDED IN THIS THEMATIC NOMINATION
- ① PROPOSED FOR NOMINATION IN KINGMAN MULTIPLE RESOURCE AREA

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The Prescott Post Office and Courthouse is within the boundaries of the Courthouse Plaza Historic District of the Prescott Territorial Buildings Multiple Resources Area, which is listed as a National Register Historic District. It is included within this nomination because of a lack of documentation in the original historic nomination and to insure inclusion of all eligible postal-owned facilities. In addition, the Douglas MPO is listed as a contributing building to the Douglas Historic District, and historic surveys are currently being undertaken in Nogales and Globe under the auspices of the State Historic Preservation Office. Based on the research undertaken for this Thematic Nomination, each of the post offices within these three communities is historically significant.

According to Postal Service records, eight facilities occupied before 1941 remain under Postal Service control in Arizona. In consultation with the Arizona State Historic Preservation Officer, the Postal Service determined that its list of pre-1941 buildings was complete and accurate. During the post-war years, the policy of owning facilities was replaced by one of leasing new facilities, resulting in the next Postal owned facility in Arizona not being constructed until 1966.

Each of the buildings occupied by 1940 was surveyed by Beland/Associates, Inc., under contract to the U.S. Postal Service. Beland/Associates, Inc. is located at 16 South Oakland Avenue, Pasadena, California 91101; telephone (818) 796-8093. The following individuals completed the Beland/Associates, Inc. survey: R. Dale Beland, AIA, AICP (architecture and urban planning); Paul R. Secord (architecture and urban planning); and Doug Robertson (art and architectural history).

Each of the eight buildings in the survey was visited by at least one staff person listed above. During the on-site inspections, photographs were taken and the buildings were visually inspected for signs of deterioration, neglect, and alteration.

Survey methodology for each property included the following: field surveys; interviews with local Postal Service personnel; consultation with local planning agencies, libraries, and historical societies; review of local newspaper accounts during procurement and construction periods; review of assessors' records; and review of available federal statutes and reports of the Office of Supervising Architect, Department of the Treasury, and Congress. The field survey involved building inspection; review of available plans, specifications, and progress photos; taking photographs of existing conditions; and survey of surrounding land uses and other significant period buildings within the community.

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Beland/Associates, Inc. conducted basic library research on federal building programs and the various Depression Era federal art programs. A preliminary evaluation of the surveyed buildings' significance was given at the time of the survey. The survey data were later compiled and compared with the information gathered during the basic library research. The result of this comparison was a set of eligibility criteria based on National Register Criteria A, B, and C. These criteria (included in Section 8 of this nomination form) were applied to the inventoried properties and a final list of five buildings was selected as eligible from the eight buildings surveyed.

It should be noted that the methodology outlined in the document "How To Apply National Register Criteria To Post Offices" (Bulletin 13, U.S. Department of the Interior, Washington, DC, Fall 1984) was used as a guide in preparing this nomination.

Subsequent to the original survey and preparation of a draft document, additional work has been completed by Mr. H.J. (Jim) Kolva of the Institute for Urban and Local Studies/Haworth and Anderson, Inc., West 705 First Avenue, Spokane, Washington 99201; telephone (509) 458-6219. This subsequent work has included the following: editing and revisions of the cover document; the addition of sections providing overviews of the development of postal service in Arizona and federal post office construction in Arizona to the cover document; and revisions of Section 8 of each of the individual nomination forms with the inclusion of local press coverage.

The development of this additional information involved research in the Arizona State Library (Phoenix), the Arizona State University Library (Tucson), Phoenix Public Library, and the files of the Arizona SHPOs. The purpose of this research was to survey local newspaper accounts of the period in which the nominated buildings were constructed and identify other post offices no longer owned by the Postal Service (including GSA, state or local government, and private ownership). Information on these other buildings is used in comparative analysis and to complete the record of federally constructed post offices in Arizona.

THEME STATEMENT

The theme of this nomination concerns the federal building programs in Arizona as manifested in the construction of post offices in the first four decades of the 20th Century. The buildings included also record the evolution of both the political/economic philosophies and the design philosophies of the federal government through its building programs.

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As selected through initial field surveys and preliminary significance evaluations, the buildings in this group represent outstanding and well preserved architectural examples of the progression of federal architecture from the first two decades of the century through the transition of style which ended with the onset of World War II. The buildings completed in this era represent a discrete body of federal architecture. The transition to the modern style had been occurring but was abruptly terminated with the onset of the war. With the war's end the federal government turned again to its construction programs, but modernization and efficiency became the new symbols of America's post-war philosophy. The use of design to provide a symbol of the monumental presence of the federal government in its post offices had ended with the beginning of the war.

CHARACTERISTICS OF POST OFFICE FUNCTION, DESIGN, AND PLANS

The design characteristics of federally owned post offices are based on functional considerations, although to some degree political considerations entered into site location, building size, and materials selection. As mentioned previously, plans were standardized with some consideration given to special conditions of the local area and the attempt to provide some degree of individuality to the buildings of individual communities. In most all cases, however, the dimensions and building envelope were set with variations limited to minor interior arrangement of functional areas, use of lobby materials, facade treatment, and use of exterior materials.

1. Functional Categories

Functional categories cannot always be clearly defined. But generally post offices/federal buildings can be placed in the following broadly descriptive divisions. The funding appropriated for construction, design, and use of building materials were influenced by these categories. The categories, based upon the size and annual postal receipts of the respective communities, determined the type of post office a town might hope to receive. The broad categories that would apply to Arizona post offices are discussed below.

a. Small, Single-purpose Post Offices

These buildings were constructed in small towns and, in the case of metropolitan areas, neighborhood areas within the service area of the main post office. None of the post offices in this nomination fall within this category. However, the Kingman Post Office (now Kingman Community Center) is an example.

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b. Small, Combined Post Office and Federal Building

These facilities were also located primarily in small communities, usually in communities somewhat isolated from the larger cities that served as a regional center. These buildings typically covered the same ground area as the single-purpose buildings but carried an additional one or two floors to provide office space for federal agencies. The primary function of the building was to provide postal service to the community. Examples of this building type include the Douglas MPO, Nogales MPO, Yuma Annex, and Flagstaff MPO (privately owned).

c. Combined Post Office, Federal Offices, and Federal Court

Constructed in major regional centers, the post office, federal courts, and often various federal agencies were also housed in these structures. The Globe MPO, Prescott MPO and Tucson MPO are examples of this category. The Phoenix Federal Building (downtown station), although not possessing a U.S. Court, would best fit this functional category as a combined post office/federal building serving a major metropolitan area.

2. Design

Although the design styles of the Arizona post offices during this period vary, they are all rooted in Classical design principles and, therefore, display common characteristics. The five post offices included in this nomination and those presently listed in the National Register represent the spectrum of federal design styles used in Arizona and are thus representative of the state as a whole.

The typical post office is a rectangular box, ranging from one to three stories in height with the first floor set on a raised platform (basement) three to five feet above grade. The facades are flat with nominal articulation, usually less than one to two feet. Articulation is provided by either projecting the central section of the front facade slightly beyond the corners or by recessing the central section relative to the corners. The facades are symmetrical and well proportioned, with the principal entry centered on the long axis in all but rare cases. The entry is flanked by lamps, either free-standing on buttresses flanking the entry platform or affixed to the wall. Windows are also symmetrically arranged. The roof is either flat or hipped and in most cases terminates behind a low parapet.

Variations in facade treatment are provided by the inclusion of historical architectural elements and by use of materials. Brick is the most used facing material, followed in the case of Arizona by stucco. Stone is rarely used for the entire facade and is generally limited as is terra cotta, for use on detailing (sills, belt courses,

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cornices, etc.). The evolution of the modern influence can be traced by the change from distinct facade treatment such as columns or pilasters, full capitals, full entablatures, and cornices to piers dividing bays, stylized capitals or none at all, belt courses to suggest entablatures, and coping to replace cornices. Roofs also provided stylistic variation but are limited to flat or hipped.

The stylistic variations of the facade treatment, or design types, are discussed in a following section, captioned "Glossary of Stylistic Terms".

3. Plan

The plan is based on functional considerations and displays the same general characteristics for both large and small facilities. The first floor plan is rectangular with the public area oriented to the primary entrance. The main entry provides access to the lobby via an entry vestibule. The approaches from the vestibule to the lobby are, in most cases, lateral, one at each end of the vestibule. The lobby is elongated, running along the front side of the building, with the postmaster's office at one end. Service counters along the lobby face the entry and post office boxes are arrayed to the sides of the counter area. The opposite end often contained the registry/money order office, though this room has been typically replaced by lobby expansion in the demand to provide additional post office box space. The postmaster's office contains a restroom. The vault is located adjacent to the postmaster's office, typically opening to the workroom area. In larger post offices, additional offices are provided for the assistant postmaster and administrative personnel. These offices are also located adjacent to the postmaster's office or at the opposite end of the lobby.

The workroom, where the mail sorting takes place, is located behind the lobby and counter area and occupies the entire rear of the building. Restrooms and swing rooms for personnel are located immediately off the workroom, on a mezzanine level if provided, or in the basement. The loading vestibule, which provides access to the loading platform, is located to the side or rear of the building. If additional floors are provided, the stairs are located at the end of the lobby. The additional floors are, in most cases, U-shaped and open to the rear. The central court is open so as to allow the provision of skylights (which in most cases have been covered over). In buildings with a federal court, the courtroom was placed in the open area of the "U", thereby creating a rectangular plan. Offices and activities associated with the court occupied the perimeter of the building in a "U" configuration.

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GLOSSARY OF STYLISTIC TERMS

This glossary discusses the terms used to identify architectural styles in this report. The process is complicated by a lack of consensus among architectural historians on what to call various styles, and by some confusion on the part of the building's architects themselves. Most of the architects discussed in this report adhered to the decorated shed concept; that is, the shape of a building was pre-defined as a classical box, and the style could be determined by adding the appropriate ornament. The dates given for styles will be somewhat later than their eastern counterparts. As a final note, federal design was often eclectic. In other words, various styles and stylistic periods might be interwoven in the design of a single building. Therefore, a building design may not clearly fit into a specific stylistic category, but instead cross into other closely related styles.

Beaux-Arts Classicism (1890-1920)

This term is used rather loosely to describe buildings derivative of the design ideology taught at the Ecole des Beaux Arts, the leading architecture and art school in France during the 19th and early 20th centuries. In this nomination, only the American interpretation of this school is relevant.

Beaux-Arts Classicism is characterized by its grandiose compositions with an exuberance of detail and variety of stone finishes. Highlights of the style are projecting facades or pavilions with colossal columns sometimes grouped in pairs with enriched moldings and statuary. Windows may be enframed by free-standing columns, balustraded sill, and pedimented entablature on top. Pronounced cornices and enriched entablatures are topped with a tall parapet, balustrade, or attic story.

The following classifications (Neo-classicism and Second Renaissance Revival) can also be categorized under the heading of Beaux-Arts Classicism since they derived from the Classic Greek and Roman forms.

Neo-classicism (1900-1920)

Neo-classical style is based primarily on the Greek and, to a lesser extent, the Roman architectural orders. It can be distinguished by the symmetrically arranged buildings of monumental proportions finished with a smooth or polished stone surface. Colossal pedimented porticos may highlight the facade flanked by a series of large pilasters. Windows are predominantly large single light sashes. Parapets and attic stories are popular but roof lines are devoid of statuary ornamentation. Arches or archways are generally not employed and enriched moldings are rare. Douglas and Globe are examples of this style.

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Second Renaissance Revival (1890-1920)

This refers to an academic style not at all incompatible with the Beaux-Arts style. The inspiration for this style derived from the Northern Italian Renaissance. The term refers not to a second renaissance, but to the Revival; the Renaissance enjoyed popularity earlier in the 19th Century (1840-1890).

Scale and size distinguish the later Revival from the earlier Renaissance Revival. Larger buildings (usually three tall stories) are organized into distinct horizontal divisions by pronounced belt or string courses. Each floor is articulated differently. For example, if the Doric Order or rustication is used on the first floor, the upper floor will be treated with a different order and finish. The window trim usually changes from floor to floor. Enriched and projecting cornices are supported with large modillions or consoles. The roof often is highlighted with a balustrade. The Prescott MPO is an example of this style.

Starved Classicism (1930-1942)

Also referred to as PWA Moderne by some writers, this was the dominant mode of government construction during the 1930s and it is a direct descendant of the Supervising Architect's earlier Beaux-Arts-inspired buildings. The facade and plan of these buildings remain symmetrical; the primary shift is in the ornament. Starved Classicism, in an effort to reduce costs and speed construction, eliminated or reduced ornament to a minimum. The ornament that was used often owed a stylistic debt to the Art Deco of the twenties.

The term starved classicism was used by Lois Craig, Director of the Federal Architecture Project for the National Endowment of the Arts, in describing the "modern" architectural style that was derived from the Classical but stripped and simplified to provide in her terms: "... a gaunt, underfed, "starved" classicism, denoted as much by white masonry and the rhythm of wall and window as by vestigial columns." [The Federal Presence, p. 282.] An example of this style is the Flagstaff MPO (privately owned).

Spanish Colonial Revival (1915-1940)

This term describes a style that enjoyed enormous popularity in many southwestern communities and is commonly found in residential and commercial architecture. Its antecedents were the buildings for Spanish and Mexican California and Spanish Mexico. Though similar in some ways to the earlier Mission style, the Spanish Colonial was more refined, used more applied ornament and had generally lighter proportions. The

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Nogales MPO is reflective of some aspects of this style. Motifs which relate to California and Arizona Mission architecture (i.e., the entrance to the Nogales MPO) are included under this general heading.

Mediterranean (1915-1940)

This term is used to describe eclectic buildings that combine Italianate, Spanish Colonial Revival, and other styles. It is also used as a general term to include the Spanish Colonial Revival, the Chiriguresque Revival, and the Monterey Revival. The Nogales MPO, Phoenix Downtown Station and Yuma Annex are clearly derived from Mediterranean forms.

8 SIGNIFICANCE

PERIOD		AREAS OF SIGNIFICANCE -- CHECK AND JUSTIFY BELOW			
<input type="checkbox"/> PREHISTORIC	<input type="checkbox"/> ARCHEOLOGY-PREHISTORIC	<input type="checkbox"/> COMMUNITY PLANNING	<input type="checkbox"/> LANDSCAPE ARCHITECTURE	<input type="checkbox"/> RELIGION	
<input type="checkbox"/> 1400-1499	<input type="checkbox"/> ARCHEOLOGY-HISTORIC	<input type="checkbox"/> CONSERVATION	<input type="checkbox"/> LAW	<input type="checkbox"/> SCIENCE	
<input type="checkbox"/> 1500-1599	<input type="checkbox"/> AGRICULTURE	<input type="checkbox"/> ECONOMICS	<input type="checkbox"/> LITERATURE	<input type="checkbox"/> SCULPTURE	
<input type="checkbox"/> 1600-1699	<input checked="" type="checkbox"/> ARCHITECTURE	<input type="checkbox"/> EDUCATION	<input type="checkbox"/> MILITARY	<input type="checkbox"/> SOCIAL/HUMANITARIAN	
<input type="checkbox"/> 1700-1799	<input type="checkbox"/> ART	<input type="checkbox"/> ENGINEERING	<input type="checkbox"/> MUSIC	<input type="checkbox"/> THEATER	
<input type="checkbox"/> 1800-1899	<input type="checkbox"/> COMMERCE	<input type="checkbox"/> EXPLORATION/SETTLEMENT	<input type="checkbox"/> PHILOSOPHY	<input type="checkbox"/> TRANSPORTATION	
<input checked="" type="checkbox"/> 1900-	<input type="checkbox"/> COMMUNICATIONS	<input type="checkbox"/> INDUSTRY	<input checked="" type="checkbox"/> POLITICS/GOVERNMENT	<input type="checkbox"/> OTHER (SPECIFY)	
		<input type="checkbox"/> INVENTION			

SPECIFIC DATES 1900-1941

BUILDER/ARCHITECT See Individual Forms

STATEMENT OF SIGNIFICANCE

The significance of the properties included in this nomination lies in the following areas: architecture and politics/government. Two other areas (community planning and economics) also have some relevance to specific properties included in the nomination. These latter categories are less clearly defined and relate not to major influences of specific buildings within a community but to general trends. For example, the Douglas MPO is associated with the major growth period of the city and the Depression Era buildings are associated with the broad economic patterns of the nation, not with identifiable economic impacts to the community resulting from a building's construction. It might be noted that art as an area of significance is not relevant to any of the nominated properties. However, a brief discussion is included so as to provide background information for buildings in Arizona that were involved in federal arts projects (Phoenix Federal Building, Downtown Station, for example).

The nominated buildings were selected as being well crafted and well maintained or notable examples of their style--in other words, their architectural significance. They represent the evolution of federal design philosophy and public building programs as influenced by international design movements and federal funding policies. Essentially, the buildings constructed prior to 1926 represent the first of the comprehensive federal building programs (although greatly curtailed between WWI and 1926), while those constructed in the 1930s represent the transition of design and construction programs in response to the national economic emergency. The buildings constructed in the early 1900s typically represent their communities' early period of development, whereas those of the mid- to late-1930s stand as monuments to the massive federal building programs of the Depression.

In all cases, the various construction programs under which these buildings were constructed linked local communities to the federal government. In smaller communities, these properties were the first federally constructed buildings and the sole representation of the federal presence. Most remain the community's only federal building. As such, the construction of a federal building/post office was a major community event which not only involved local politics (involving economics and community development) but also involved the interaction with nationally elected officials. As a result, these buildings in their architectural form exhibit an important symbol of the federal government and its relationship to the local community.

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Specific areas of significance are addressed below. The following criteria explain the ways in which National Register Criteria A, B, and C relate to Arizona post offices. They are divided by areas of significance, level of significance (national, state, or local), and level of integrity needed to qualify as significant. The headings also indicate which of the three National Register criteria was judged to be most relevant for each area of significance.

ARCHITECTURAL SIGNIFICANCE

1. Local Level

a. Criteria C

The post office is of local importance as one of the most monumental, imposing or sophisticated buildings in a town. This is true for the four pre-1933 post offices, as well as for the Yuma Annex. All of the post offices included in this nomination are locally important, and in most cases, locally unique examples of a given architectural style. The Beaux-Arts design buildings represent locally unique examples of a style common to government and certain commercial buildings, especially banks, in larger cities throughout the country. The Spanish Colonial flavored Neo-classical style building in Nogales is unique to post office buildings in Arizona and is reflective of regional styles.

It is doubtful that post office design discernably affected the designs of subsequent buildings or a town's architectural history. Analysis of other buildings in the communities receiving post offices indicate that there was little or no influence. The post office is a unique type. Though it plays an essentially commercial role in terms of land use, post office design did not follow design practice for commercial development, nor did subsequent development tend to imitate the style of the post office. There is a reason for this. Post offices were designed to look like post offices; that is, certain symbols or signifiers were included as subliminal messages of the building's function.

b. Criterion A

The architectural signifiers and symbols also carry meaning and associative values beyond their mere physical appearance. A post office design is a record of the post office's and the federal government's self image, and of the image which the federal government wished to project to those it governed. A post office in a small town may provide one of the few, perhaps the only, such record of the demeanor of the federal government -- that of the monumental and the solidity. This is true for essentially all of the small town post offices considered in this nomination. The use of

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strong classical forms, such as those incorporated in the design of the Prescott MPO and cast eagles on the Globe MPO and Yuma Postal Annex facades, reinforce the idea of a strong and stable federal government.

2. State Level

a. Criterion C

A post office may be aesthetically important on the state as well as the local levels, as an example of particularly fine craftsmanship, or as a sophisticated, imposing, and well articulated example of its style or type. The Supervising Architect's office also used standard designs for a great many post offices, but many have been altered in the process of modernization and expansion. As per National Register guidelines, a post office may have state significance because it is a first, an excellent, or a prototype of a standardized design. The Douglas MPO, Globe MPO, Prescott MPO, and Yuma Annex are excellent examples of standard designs found in the Western United States. None of the post offices in Arizona are thought to be the earliest or prototype examples of standard designs. The Nogales MPO, as a rare example of its design style and early 1920s construction, is also of statewide significance.

b. Criterion A

A group of post offices from different periods can, by the associative values contained in their architecture, act as a record of the progress of the federal government's self and projected images. Post offices in such a group would not have to be individually significant; the significance would lie in the relation of one building to another. In this nomination, four buildings have Beaux-Arts derived ornamental motifs, and one of these as well as the Nogales MPO reflects southwest architectural tradition.

B. Politics/Government and Economic Significance

1. Local Level

a. Criterion A

Research could not quantify the economic impact a post office had on a particular town and this may not be possible. An individual post office may, however, be an important local example of national economic trends and the federal government's policies in dealing with those trends. In particular, those post offices built during the 1930s as part of the accelerated public works programs under the Hoover and Roosevelt administrations are concrete examples of the New Deal and the Depression. In many cases,

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the employment provided by post office construction was an important local event. Also, the site selection process within a community was, in most cases, an event that brought into play the political and economic forces of the community (as in the case of Douglas). A post office may qualify as locally significant if it is the only, or one of the few, surviving examples of New Deal public works projects (Flagstaff MPO, former). Finally, the federal building/post office represents the presence of the federal government in the community -- the recognition of the stability of that community. The efforts of a community to procure a federal gift involved local cooperation and involvement with nationally elected officials. This would apply in the case of all of the nominated properties.

C. Community Planning and Development

1. Local Level

a. Criterion A

A post office may have been constructed in a significant period in a town's development and, thus, act as a passive record of that development. A post office would be significant as an active participant in a town's evolution if it can be demonstrated that the building's siting played a role in the direction, shape, and nature of a town's growth or in the siting of other public buildings.

A post office may also act as an important document of a town's past, even if it did not have a particularly strong effect on its development. The post office may also be located in a distinct district within a community and make a significant contribution when associated with the other buildings within that district.

FEDERAL PUBLIC BUILDINGS CONSTRUCTION PROGRAMS

This section will provide only a discussion of national building programs. A following section will be devoted to the relationship of these programs in the context of the buildings constructed in Arizona.

The history of post office construction before WWII can be divided into three distinct phases. From 1893 to 1914, under the provisions of the Tarsney Act, buildings could be designed within the Treasury Department or submitted to competitive bids among private architects. From 1915 to 1930, the Secretary of the Treasury ordered implementation of policies that standardized the design of public buildings, in contrast to the previous practice of preparing an individual design for each structure. From the onset of the Depression (1929 to 1930) a new era of government buildings was initiated with the development of public works programs designed to stimulate local economies.

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Prior to 1902, when the first "Public Buildings Omnibus Act" was passed, federal buildings were funded on an ad hoc basis. Appropriations bills rarely contained allocations for more than three buildings at one time. Acquisition of sites and construction occurred only with Congressional authorization.

The Public Buildings Omnibus Act of 1902 authorized 150 new projects. Since it provided for a large body of projects rather than requiring individual authorization, it saved a considerable amount of time in Congress. However, the omnibus bills created the opportunity for political abuse in that Congressmen were eager to please their constituents by distributing "federal presents". Political influence, rather than operational requirements, seemed to dictate size, ornamentation, and location. The omnibus legislation provoked allegations of waste and cries of "pork barrel" from the press.

The utilization of the omnibus buildings approach greatly increased the number of buildings under control of the Treasury Department. In 1899 there were 391 buildings under the Department of the Treasury and this number increased to 1,126 by 1912. [Craig, 1979, p. 213] Many of the new buildings went to smaller cities and developing towns which received their first federal buildings.

After experimentation with submitting smaller projects (less than \$500,000) to competing architects in the project vicinity in 1903-1904, it was decided that these projects would be designed "in-house" by the Supervising Architect's office. A return to the "classical style of architecture" for government buildings was also announced during this period. Stylistic elements were drawn from the French Beaux-Arts and Neo-Classical traditions. America's architectural heritage was reflected in Colonial Revival design.

During the tenure of Supervising Architect James Knox Taylor (1898-1912), buildings were individually designed. Toward the end of his tenure (1912), concern was expressed that the costs of federal construction in comparison to privately constructed commercial buildings was too high. It was felt that designs should be standardized. Taylor felt, however, that government buildings could not be designed and constructed as standardized units.

After Taylor resigned as Supervising Architect, James Wetmore served as Acting Supervising Architect from 1912 to 1913. Oscar Wenderoth followed Wetmore from 1913 to 1915. During Wenderoth's tenure, legislative changes took place that profoundly affected government architecture, particularly small-scale projects. However, the designs of 1913 and 1914 differed little from Taylor's. The post offices designed during Wenderoth's administration through the use of ornamentation, symmetry, and fine materials (using Renaissance Revival details) brought the idea of the Beaux-Arts movement to

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small cities and towns. "They [small town post offices] are generally the most important of local buildings, and taken together, seen daily by thousands, who have little opportunity to feel the influence of the great architectural works in the large cities". [The Architect, Vol. XV, No. 23, March 1918, p. 188.]

The Omnibus Public Buildings Act of 1913 set the stage for a change in federal construction policy. Although the Act authorized a large number of construction projects, it also stipulated that no new post office buildings would be authorized for communities with postal receipts totaling less than \$10,000. Pressure to control "wasteful spending" on unneeded public buildings also led to the establishment of the Public Buildings Commission in the 1913 Act.

In his annual report for fiscal year 1913, the Supervising Architect seemed somewhat skeptical of the commission's ability to render assistance. He hoped, however, that the commission would discuss thoroughly

... the two mooted questions of the so-called 'standardization of buildings' and the claim that the public buildings erected under the direction of the Supervising Architect cost appreciably more than similar buildings erected by municipalities, by county and State governments, and by private individuals. The reports of the debates in the House and Senate show that there is great diversity of opinion among Members of Congress on these two subjects, and that they are matters of frequent discussion. It is believed that it is due this office that Congress be authoritatively informed of the limitations of the scheme of 'standardization' and, also, whether the Supervising Architect is actually to be charged with fostering extravagant methods of building construction." ["Annual Report of the Supervising Architect of the Treasury, for Fiscal Year Ending 30 June 1913", Washington D.C.: Government Printing Office, 1914]

The Public Buildings Commission, chaired by Secretary of the Treasury William McAdoo, presented its report to Congress in 1914. The report strongly recommended that buildings be standardized in order to reduce cost. This was followed by the establishment of four building classes and building criteria in McAdoo's annual report of 1915. The purpose of the classification scheme was "to provide a rational system of uniformity and business economy in designing and constructing public buildings, so that buildings suitable to the public needs may be built without waste of government money." [Ibid., p. 9] The result of this report was the complete reshaping of post office construction policies after 1915. Buildings were to be less costly but durable, simple, and architecturally desirable. The policies of standardizing plans and constructing cost efficient public buildings continued throughout the 1920s. An effort was made to use the same design as frequently as possible, with variation in floor plans only if an unusual, specific need arose.

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The classification scheme developed by the committee is as follows:

- * **CLASS A:**
Definition: Buildings that include a post office of the first class with annual receipts of \$800,000 or over; the site forming part of a city development plan or situated on an important thoroughfare of a great city; improvement on an adjoining property reaching the higher valuation of metropolitan real estate.

Character of Building: Marble or granite facing; fireproof throughout; metal frames, sashes, and doors, interior finish to include the finer grade of marble, ornamental bronze work, mahogany, etc. Public spaces to have monumental treatment, mural decorations; special interior lighting fixtures.
- * **CLASS B:**
Definition: Buildings that include a post office of the first class with receipts from \$60,000 to \$800,000; valuation of adjoining property somewhat below the higher valuation of metropolitan real estate.

Character of Building: Limestone or sandstone facing; exterior frames and sash metal; interior frames, sash and doors wood; interior finish to exclude the more expensive woods and marbles; ornamental metal to be used only where iron is suitable. Restricted ornament in public spaces.
- * **CLASS C:**
Definition: Buildings that include a post office of the second class with receipts of \$15,000 or over, and of the first class to \$60,000 receipts; valuation of surrounding property that of a second class city.

Character of Building: Brick facing with stone or terra cotta trimmings; fireproof floors; non-fireproof roof; frames, sashes and doors wood; interior finish to exclude the more expensive woods and marbles; the latter used only where sanitary conditions demand; public spaces restricted to very simple forms of ornament.
- * **CLASS D:**
Definition: Buildings that include a post office having annual receipts of less than \$15,000; real estate values justifying only a limited investment for improvements.

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Character of Building: Brick facing, little stone or terra cotta used; only first floor fireproof; stock sash frames, doors, etc., where advisable; ordinary class of building, such as any business man would consider a reasonable investment in a small town.

James A. Wetmore resumed the reins of the Supervising Architect in 1915 and retained the title of Acting Supervising Architect. Wetmore was a lawyer by training and was concerned more with administration than the design of buildings. During his administration, the Superintendent of the Architectural Division, Louis A. Simon, exercised considerable influence on the design of federal buildings. After 1915, designs became standardized and ornament less lavish.

Construction of public buildings had tapered off with the onset of WWI and came to a halt during the war. After the war ended, construction of previously authorized buildings resumed slowly. For example, 20 buildings were constructed in 1919, 10 in 1920, 3 each in 1921 and 1922, 9 in 1923, and 13 in 1924. No new construction laws were enacted until the Public Buildings Act of 1926. This Act contrasted with previous omnibus acts which had authorized appropriations for specific buildings. Two public buildings commissions--one for the District of Columbia and the other for the rest of the country--recommended a new building program which would base building location and size on a business approach rather than Congressional logrolling. The 1926 Act ordered the Treasury Department to implement a "business considerations" policy in response to protests over unneeded projects that were merely a means for a Congressman to win local favor. The standardization of plans for small post offices was also carried forward from the policies of the Public Buildings Commission's report of 1914. A survey report completed under the direction of the 1926 Act identified over 2,300 towns and cities with postal receipts over \$10,000 that were without federal buildings. The estimated cost of constructing these buildings was \$170,420,000. [Ibid., p. 13]

The policies of standardizing plans and constructing cost-efficient buildings continued throughout the 1920s. Post offices, particularly those in small communities, were constructed in so far as possible according to plans established in conformance with conditions and community needs. Stylistically, the majority retained the basic elements of Beaux-Arts massing and plan. Classical details were minimized (to reduce costs) and floor plans did not vary unless a specific need arose.

The crash of 1929 and subsequent Depression delayed the full implementation of the building program outlined in the 1926 Act. In 1930, Congress authorized increased funding for public building by amending the 1926 Act. This legislation established a trend in public works projects that arose in direct response to the Depression. It served as a precedent for subsequent policies and acts that would attempt to reduce unemployment and stabilize the economy.

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The Federal Employment Stabilization Act of 1931 was a major step in the government's efforts to aid the national economy through building programs. The Act established the Federal Employment Stabilization Board, which was charged with advising the President as to the trend of the economic and employment situation. [46 Stat 1086] The President would then transmit to Congress "such supplemental estimates as he deems advisable for emergency appropriations to be expended during such period upon authorized construction in order to aid in preventing unemployment and permit the Government to avail itself of the opportunity for speedy, efficient, and economical construction during any such period." Emergency appropriations were to be used, among other things, for carrying into effect the provision of the Public Buildings Act of 1926. The Act also provided for acceleration of emergency construction, advanced planning, and increased appropriations by \$100,000,000.

Design policies also continued to stress standardization. A set of "Cabinet Sketches" were produced by the Treasury Department which provided standard floor plans for post offices of different sizes. Where practicable, individual treatment was given to exterior details. In order to achieve rapid construction, emphasis was placed on minimizing the number of individual drawings.

In 1933, the Treasury Department was reorganized and the Supervising Architect's office was placed within the Procurement Branch in the Division of Public Works. Also in 1933, the Public Works Administration (PWA) was created under the National Industrial Recovery Act and additional legislation was passed for funding new projects through emergency construction programs. The funds appropriated under the 1926 Act became unavailable, except for those projects under contract. In 1934, Louis A. Simon became the Supervising Architect, a position he held until 1941. He became responsible, therefore, for carrying out the bulk of federal construction through the balance of the Depression Era.

The proliferation of federal building programs increased the bureaucratic complexity of federal construction. The Treasury Department's annual report of 1935, for example, listed construction projects under the following programs: the original Public Buildings Program under the 1926 Act; Public Works Administration projects; the Emergency Relief Construction Program; and the Building Program for the District of Columbia under the 1926 Act. [Ibid., p. 17]

The number of post offices constructed under these programs grew rapidly. There was a push to provide post offices in those communities that had been identified in the survey report resulting from the 1926 Act, as well as in towns that had not been included the report or subsequent amendments. As indicated below, the emphasis on economic revival was reflected in the distribution expansion of building programs.

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... [W]ith a view to relieving countrywide unemployment the Secretary of the Treasury and Postmaster General, in the selection of towns or cities in which buildings are to be constructed, shall endeavor to distribute the projects equitably throughout the country so far as may be consistent with the needs of the public service; and the Secretary of the Treasury and the Postmaster General may also select for the prosecution under this appropriation such projects not included in such report as in their judgment are economically sound and advantageous to the public service. [48 Stat 1062]

Emphasis on standardization and the allocation of economic benefits of federal construction programs to the various producing industries was indicated in the Annual Report of the Secretary of the Treasury (Fiscal Year ended 30 June 1935). An advisory committee on engineering was formed and was charged with the task of developing a Manual of Design to serve as a guide in the development of plans and specifications for new structures. A directive board was established to study the requirements of each project in its preliminary stage, taking into consideration the best utilization of the site selected, the general character of the design in its broad sense, the selection of the most appropriate materials for construction and finish, the availability of local materials, the relationship of the proposed building to its surroundings, and the development of an equitable balance in the use of materials that will spread the benefits of the public building program as much as possible among all the producing industries.

The Annual Report of the Secretary of the Treasury for 1937 reported that standardization had been successful in achieving its goals of efficiency and stimulating employment. It is also interesting to note the reference to 11 standard designs to meet the sectional architectural traditions.

A large portion of the program has consisted of small post office buildings spread over the entire United States. Type designs were developed, and in order to meet the varying requirements of the Post Office Department and the sectional architectural traditions 11 designs were required. By thus standardizing the designs, there resulted a great saving in time and cost of production of the drawings and specifications, and the placing of these projects on the market was greatly expedited. The buildings which have been constructed from these type designs have proved economical and satisfactory. ...

The policy of preparing drawings and specifications permitting to the greatest practicable extent the use of materials and products native to the localities has resulted in stimulating employment and spreading the benefits of the building program.

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In 1935, 185 post offices were constructed by the federal government. This number was followed by 260 in 1936, 303 in 1937, and 259 in 1938.

Under Government Reorganization in 1939, the Public Buildings Branch of the Procurement Division was placed under the administration of the Federal Works Agency. The Supervising Architect was also consolidated under the FWA. The Public Buildings Administration, headed by a commissioner of public buildings, was charged with the responsibility of administering these functions. It appears that the post office construction policies remained substantially the same as under the previous organization.

The architectural styles of the Depression Era, particularly after 1933, tended toward modernized, simplified buildings. The buildings retained the symmetry and proportions of their predecessors but were stripped of the architectural ornamentation that characterized the pre-1920 buildings and even those of the first three years of the 1930s. The design was a basic rectangular box with flat facade. The detailing suggested Classical elements, but in rudimentary form. In addition to the various Revival influences, Art Deco was used but even this motif worked with stylized Classical elements. However, these buildings were still of quality construction with the use of brick, stone, and terra cotta; and they continued to symbolize the stability of the federal government.

The quest for efficiency of plan preparation and rapid construction, and the influence of the international or modern design movement created a building that is termed "starved classical". The end of the Depression Era also brought the end to this building type. Construction essentially stopped during World War II and the post offices which followed were designed to meet the changing operational functions of modern postal facilities.

FEDERAL ARTS PROJECTS

Like the accelerated post office construction of the Depression Era, the New Deal Federal Art Projects were developed to alleviate unemployment in the arts, and to decorate federal architecture. Three programs were administered through the Treasury Department and one through the Works Progress Administration. [The New Deal Art Projects: An Anthology of Memoirs, O'Connor, 1972, p. 12]. These programs were as follows:

Treasury Department Programs

1. The Public Works of Art Project (PWAP), which lasted from December of 1933 to June of 1934. This was an emergency relief program applied without a strict relief test. It employed roughly 3,700 artists and cost \$1,312,000.

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2. The Section of Painting and Sculpture, later the Section of Fine Arts. This was the program primarily responsible for murals and sculpture found in post office buildings throughout the country. Commissions were awarded based on anonymous competitions without reference to the artists' economic need, i.e., it was not, strictly speaking, a relief program. The program began in October of 1934; the final commission was completed in 1943. There were 1,400 contracts awarded at a total cost of about \$2,571,000.
3. Treasury Relief Art Project (TRAP) was created in July of 1935 by a funding allocation from the WPA to the Treasury Department. TRAP was administered by the Section of Fine Arts, applying the same relief rules that governed WPA employment. The project employed 446 persons at a cost of \$833,784; it was discontinued in 1939. The project's primary output was painting and sculpture used to decorate federal buildings.

Work Progress Administration

4. Federal Art Project (WPA/FAP) was a large relief project devoted to the plastic arts. The WPA/FAP was part of a larger program called Federal Project No. 1, which included the WPA drama, music, and writing projects. The overall project began in August of 1935, employed over 4,000 persons, cost \$35 million, and was terminated in 1943.

In decorating its new public buildings, the Treasury Department supported the arts in the manner of the traditional patron. The Department selected both artists and subject matter in the process of conveying the ideals of the New Deal to the public users of its facilities. In accomplishing that task, the Section of Fine Arts made it clear what was considered as appropriate style and subject matter for its programs. Literal interpretation of the American scene, particularly events that were representative of the communities in which they were located, was the essence of that appropriate style. Though some artists felt that this standard was repressive, many critics praised the Section for bringing art out of the studios and museums and into public buildings, some in towns where people had never seen original works of art.

The themes portrayed in the local buildings expressed the experiences, history, and ideals of the local communities, so their artistic significance varied with the local context. The style was conservative and realistic, one that was identifiable and did not require the interpretation of an art critic to be appreciated by the local populace. (This is true in the case of the murals in the Phoenix Federal Building, Downtown Station, which in a realistic style depict historical themes.) It was a style that it could relate to. The mural art and the public buildings in which it was located provided the link between the federal government in its New Deal programs, and the local citizen.

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DEVELOPMENT OF EARLY POSTAL SERVICE IN ARIZONA

The first post office in the territory was located at Fort Defiance on April 14, 1856 which was followed by Tucson on December 4, 1856, Fort Buchanan, and Colorado City (present day Yuma) in 1857. Military messengers provided the link between these early post offices which were either military camps or located nearby camps.

The first post route across Arizona Territory (New Mexico Territory at the time) was authorized August 18, 1856 (12 Stat. 136) with the intent of establishing a southerly transcontinental mail route. The route was to connect San Antonio, Texas and San Diego, California. In 1857 the San Antonio and San Diego Mail Line, also referred to as the "Jackass Mail" (since passengers had to disembark the coaches and ride muleback over a 100-mile section of the route), began the first scheduled mail service through Arizona. On March 3, 1857 a post route was approved between El Paso, Texas and San Diego which included Tucson, Arizona and Fort Yuma (California) (12 Stat. 239). The same Act also authorized a post road between Albuquerque and Fort Defiance.

Post routes were authorized on June 14, 1858 from Tucson via Sopori to Tubac; from Tucson via Sopori to Agua Caliente; and from Wharton via Tucson, Tubac and Caledonia to Fort Buchanan. (It might be noted that the existence or locations of Wharton and Caledonia in Arizona Territory cannot be verified.) Also in 1858, the Butterfield Overland Mail took over the cross country mail route and essentially absorbed the route of the "Jackass Mail". Service began on September 16, 1858 from Tipton, Missouri to San Francisco, California (via Ft. Smith, Arkansas), El Paso, Mesilla (NM), Tucson, and Yuma (Ft. Yuma across the Colorado from present day Yuma).

The Civil War caused the disruption of the Butterfield route and mail service throughout Arizona Territory. Federal troops had generally withdrawn allowing the Apaches to rampage. In addition, Confederate sympathies in the southern portion of the state were strong. In order to establish federal control over the area, the Territory of Arizona was signed into existence by President Lincoln on February 24, 1863, after a year of debate and a year following the formation of the Confederate Territory of Arizona.

John N. Goodwin was named as the Territorial Governor and arrived with his party at Fort Whipple in January of 1864. His original destination had been Tucson but he was convinced by General Carleton while crossing New Mexico that the capitol of the territory should be in the northern portion of the state rather than Tucson where Confederate sympathies ran high. Also included in the Governor's party was the Territory's first postmaster, the Reverend Hiram Read. As with Goodwin, his destination had been Tucson, since he was appointed to the post office in that community. Instead, he became the postmaster of Prescott, the new territorial capitol on June 10, 1864.

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Governor Goodwin, in his first address to the Territorial Legislature in 1864, placed mail service as a paramount problem for the new government (Theobald, p. 37). Mail service was poor with the only service being provided by the Military Express. No formal mail routes had been in effect since 1861 when the Butterfield Line discontinued service. The 39th Congress, in its first session (1864), authorized a post road "from Pimos Village to the Capitol of Arizona". It seemed that Congress may have been uncertain as to where the "Capitol of Arizona" was located or for what duration. In any case, mail routes again were established which included routes between Prescott and Los Angeles, Prescott and Santa Fe, and Prescott and Tubac.

In 1866 the Santa Fe Stage Company operated between Prescott and Santa Fe, with terminals in Denver and Kansas City (over the Santa Fe Trail). Service, which included Tucson and Globe, was established by the Arizona Stage Company in 1868. In 1869 the Southern Overland provided mail service from Mesilla, New Mexico, to Tucson. The following year, the Tucson, Arizona City (now Yuma) & San Diego Stage Company completed the southerly transcontinental route that had been abandoned by Butterfield in 1861.

Although stage lines continued operating in Arizona until the early part of the 1900s, their importance along major routes was displaced in the early 1880s by the establishment of rail service. The first rail route across Arizona Territory was established by the Southern Pacific. The SP line from Los Angeles had reached Yuma on September 30, 1877, but suffered a 13-month delay as a result of problems with obtaining a charter to continue through Arizona. On March 20, 1880 the first regular train service was initiated between Yuma and Tucson.

From Tucson the rails reached Benson on July 21st and then Deming, New Mexico, December 15, 1880. Deming was linked by an Atchison, Topeka and Santa Fe line to Albuquerque on March 7, 1881, completing the transcontinental route. According to the Annual Report of the Postmaster General (1881), there were now 467 miles of postal rail routes within Arizona (between Deming, New Mexico and Yuma). The total mail route mileage within the state was 2,876 miles.

The next railroad established in the state was the New Mexico & Arizona Railroad which linked Benson and Isaacson, Arizona on the Mexican border on October 25, 1882. The first mail traveled this route on December 12, 1882. Isaacson was later renamed Nogales (June 7, 1883). A third transcontinental crossed Arizona in May of 1883. This line originated in Isleta (south of Albuquerque) and reached Pinto, A.T. in August of 1881; crossed the Arizona high country (around Flagstaff) and reached the east bank of the Colorado River in May of 1883. Post offices served by this route included Winslow, Flagstaff, Kingman, and others.

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On January 1, 1887, the Atlantic & Pacific Railroad provided a link between Prescott and Seligman (on the A, T & SF main line). However, this line was poorly constructed and was replaced by the Santa Fe, Prescott, and Phoenix Railway on April 28, 1893 (from Ash Fork on the A, T & SF main line). The section between Prescott and Phoenix was completed in March of 1895. This now gave Phoenix linkage to two trans-continental routes--the A, T & SF and the Southern Pacific. The other link had been established in July of 1887 in hopes that rail service would improve the position of Phoenix in being selected as territorial capitol. Maricopa County had provided a subsidy to defray the costs of constructing a line to Maricopa on the SP main line. Mail service commenced on September 15th.

Rail service to Globe was completed in December 1898, by the completion of the Gila Valley, Globe and Northern Railroad from Teviston on the Southern Pacific main line. Mail service was initiated on this route shortly after the completion of the line in December. Douglas received its first railway mail service in 1901 via an extension of the El Paso & Southwestern Railway from Bisbee. This line, largely financed by the Copper Queen Consolidated Mining Company, had been completed between Fairfax, New Mexico, and Bisbee in February 1899. By 1900 Arizona Territory had 1,152 miles of railway postal routes out of a total of 3,916 total mail route miles.

FEDERAL POST OFFICE CONSTRUCTION IN ARIZONA

The first post office in what is now Arizona was established at Fort Defiance on April 4, 1856. Post offices that initially followed were established along major transportation routes, mining camps, and military installations. Later they found homes in ranching and agricultural settlements. As the 20th Century approached, Arizona was sparsely populated with only two cities, Phoenix and Tucson, with populations over 5,000. The need for a federal building and post office was not yet established. When the century turned, Arizona began to boom and as the first decade matured, Arizona's territorial representatives convinced their colleagues of the need for a federal building back in the territory.

Finally, on May 30, 1908, Congress approved the construction of a post office and U.S. Court in Phoenix, the capitol of Arizona Territory (35 Stat. 528). The Public Buildings Omnibus Act of that year authorized \$140,000 for a site and the construction of a building. The same act appropriated \$30,000 to purchase a site and commence construction. Acquisition of the \$10,000 site was finalized on March 15, 1909. The cost limit for the building was increased to \$170,000 in 1910. Appropriations were made in 1911 and 1912. By 1913 Phoenix and the State of Arizona had their first federally constructed post office (razed in 1961).

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The first wave of appropriations for new Arizona federal buildings came in 1910. At this stage in the history of the territory, the wealth produced by the copper industry, irrigated farmlands, ranching, and investment by eastern capitalists had established a firm foundation for statehood -- was the major issue of the day. In addition, the population of the territory had increased by 60% from approximately 123,000 in 1900 to almost 200,000 by 1910. The mining camps of Bisbee and Globe and smelter town of Douglas had reached the status of cities with populations of 9,019, 7,083, and 6,437, respectively. Prescott, the former territorial capital, had stabilized as a mining and regional trade center with a population of 5,092. Nogales, an important transportation and commercial center on the Mexican border, had doubled in population to 3,514. Tucson, the territory's largest city with a population of 13,193, had nearly doubled in population since 1900. Finally, Phoenix, with a population of 11,134, had also doubled in population since the turn of the century and was on its way to becoming the territory's major city.

In recognition of this growth and the apparent stability of these towns Congress included appropriations for post office sites in the Public Buildings Omnibus Act of June 25, 1910. In the 1910 legislation, \$15,000 was authorized for sites in each of Douglas, Globe, and Tucson (36 Stat. 688). Appropriations for these sites followed in the next year on March 4, 1911. The site for the Globe Post Office and Courthouse was purchased on March 14, 1911; the Douglas Post Office and Custom House on March 18, 1912; and the Tucson Post Office and Court House on April 29, 1914.

Authorizations for buildings in Douglas and Globe, a site and custom house building in Nogales, and a site in Prescott were included in the Public Buildings Omnibus Act of March 4, 1913. It might be noted that the Nogales authorization was for a custom house only; a separate authorization was granted for a post office site within the same Act (37 Stat 877). Thus, the stage was set for three new federal buildings in the State of Arizona. However, for many years frustration among the citizens of these towns was all that was provided.

Citizens of both Douglas and Globe were lobbying intensively for construction to begin. When the supporters of the Douglas federal building read in the December 26, 1914 issue of the Douglas Daily Dispatch that a meeting by Globe's supporters had received the promise of action on their building from Washington, they accelerated their own efforts. According to the Douglas Chamber of Commerce, it was "plainly unfair" that Globe would be given consideration before Douglas, particularly when Douglas had received a building appropriation before Globe. Both Douglas and Globe received building appropriations on February 28, 1916; July 1, 1916; and June 12, 1917. The citizens of Douglas were rewarded with their building in November of 1917. The Globe building received a final appropriation of \$20,000 on July 19, 1919. However, the citizens of Globe had to suffer the frustration of receiving building appropria-

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tions, having the bids rejected as being too high, and waiting another decade before receiving their building.

Tucson citizens also had a long wait for their building. No building had been authorized in the 1910 site authorization, and action on site selection stretched over four years. Finally, the City of Tucson purchased the site that had been recommended by the federal site agent several years before. They continued to await the building appropriation. However, the last enabling legislation for new buildings had been passed in 1913 with no new buildings authorized until 1926. The Tucson building was caught in this "moratorium" and its construction would have to wait a couple of decades.

The citizens of Nogales were more fortunate since both a site and building were authorized in the March 4, 1913 Public Buildings Act. The following year (July 29, 1914), \$16,000 was appropriated for site acquisition for a custom house (38 Stat. 563). On June 12, 1917, an appropriation of \$25,000 was made for building construction. The merging of the post office and custom house to one site was authorized by an act of November 21, 1918.

The building neared reality a year later on July 19, 1919 when a building appropriation of \$79,000 was made. However, delay was encountered in the site acquisition process. Apparently, a site had been selected but its purchase was blocked by litigation. Newspaper accounts indicated a local controversy regarding the location of the new building. Finally, the importance of having a federal building no matter where it was sited as opposed to no building prevailed and construction commenced in 1923 with completion in June of 1924. Thus, Nogales had one of the last buildings funded prior to the Public Buildings Act of 1926, and one of the few to be constructed in the nation during the 1920s. (For example, in the five-year period between 1920 and 1924 only 38 federal post offices were constructed nationwide with only four in the western region--three in Utah.)

The next wave of post offices in Arizona was grounded in the Public Buildings Act of May 25, 1926 (also known as the Keyes-Elliott Act), which greatly expanded the scope of and consolidated the funding for post office construction throughout the nation. Subsequent building programs of the 1930s which were promulgated in response to the Depression were also based in this legislation. Section 3 of the Act allocated \$15 million for buildings which had been authorized under previous funding bills (essentially those which had been approved in the 1913 Public Buildings Act). The authorization for the Globe Post Office and Courthouse was included under this section. Section 5 authorized \$100 million for new buildings to be allocated to each state in the nation under the advisement of the Secretary of the Treasury and the Postmaster General.

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In response to the duties imposed by the 1926 Act, the House of Representatives issued House Document 710 (February 14, 1927) to identify potential projects under the \$100 million allocation. The report recommended 278 projects including 118 new buildings in towns which had not previously received federal buildings. In addition, the committee estimated a need for 2,311 public buildings across the nation and recommended another \$100 million to expand the program. The report listed three projects for Arizona: Globe under the \$15 million Section 3 program; and Tucson and Prescott under the \$100 million authorization.

The citizens of Globe toured their newly opened \$165,000 federal building in July of 1928. They had, after many frustrating years, achieved "victory" in their cooperative interaction with Washington, DC. The Tucson federal building also moved a step closer in 1928 when on May 22nd an appropriation of \$100,000 was made under a total building limit of \$540,000 (Second Deficiency Act of 1928, 45 Stat. 924). Prescott also had reason to conclude that the lot the federal government had purchased in 1915 might soon sprout a federal building when the Second Deficiency Act of 1929 authorized an amount of \$235,000 for a new post office and courthouse and provided an appropriation of \$25,000 to commence construction (Act of March 4, 1929, 45 Stat. 1660).

Prior to the passage of the Second Deficiency Act of 1929, the House issued House Document 613 (February 26, 1929) which provided the rationale for the expansion of projects listed under its original report. In addition to the previously mentioned buildings in Prescott and Tucson, Phoenix and Yuma were proposed under the expanded \$200 million authorization. In addition, the following post offices were listed but not included in any funding allocation: Bisbee, Flagstaff, Winslow, and Smackover. (It should be noted that no reference to Smackover as an Arizona city could be located.)

H.D. 613 was followed by House Document 788 on February 27, 1931. This document continued to list Prescott, Tucson, Yuma (appropriation increased to \$190,000) and Phoenix (appropriation increased to \$1,018,000) as having been authorized and appropriated. In addition, the following post office buildings were allocated and to be appropriated: Bisbee, \$135,000; Flagstaff, \$140,000; Jerome, \$90,000; Kingman, \$75,000; Mesa, \$90,000; Miami, \$110,000; and Winslow, \$90,000. Border stations were allocated to Douglas, San Luis with an immigration station in Nogales.

Arizona's first post office to be completed in the 1930s was the Tucson Post Office and Court House (completed in September of 1930 and listed in the National Historic Register). The four-story building represented the fulfillment of two decades of effort on the part of local and nationally elected officials to procure a federal building for the city. The Prescott Post Office and Court House was completed in November of 1931, almost 20 years after the site had been appropriated in 1913.

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The completion of the Globe, Tucson, and Prescott buildings under the authorization of the Public Buildings Act of May 25, 1926 cleaned up the lingering projects that had been conceived decades before.

The roots of these buildings lie in the early 1910s, a period of booming growth and promises of great futures. The Globe, Tucson, and Prescott buildings of the late 1920s and early 1930s represent the end of the Beaux-Arts tradition and the transition to the reduced "Starved" Classicism of the buildings that would follow in the next wave of public buildings. The buildings possess a monumental quality and display well defined classical elements as does the 1917 Neo-classical Douglas MPO, for example. Prescott, in the Second Renaissance Revival style, retains strong traditional roots. The Globe building, though flat in facade, is elegantly detailed, particularly in its well executed terra cotta entry. Tucson features the Neo-classical style which is distinguished by notable central bay ensemble of glazed terra cotta. The flat facade and stylized decorative elements suggest "Starved" Classicism and the coming of the modern era.

With the completion of these buildings in the early 1930s, six of Arizona's seven largest cities had received federal buildings/post offices. Of this group, only Bisbee had not yet received a federally constructed post office. All had shown strong growth between 1900 and 1920, and all except Bisbee and Globe would continue to prosper. However, the 1930s and the severe economic downturn of the Depression Era, particularly exacerbated in the mining communities of Arizona by ailing copper prices, would slow the growth of Nogales, Prescott, and Douglas which either leveled or declined in population. Phoenix and Tucson seemed little affected by the Depression and were beginning their growth to major cities.

Arizona's next federal building was constructed in Yuma in 1934. Although this building was completed in the midst of the Depression Era, it does not characterize the style of the era in its stripped down unadorned facades. This may be due to the guidance of Tucson architect Roy Place, the building's designer, in complementing Yuma's other public buildings in their Spanish Colonial Revival and Second Renaissance Revival styles.

The Arizona post offices constructed between 1935 and 1941 represent those constructed under various emergency appropriations that were authorized "with a view to relieving countrywide unemployment". The Secretary of the Treasury and Postmaster General were directed to distribute the projects equitably throughout the country so far as may be consistent with the needs of the public services. They also had the latitude to select projects not included in the report promulgated by the direction of the 1926 Act. The Federal Employment Stabilization Act (February 11, 1931) had addressed

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the use of planned and accelerated emergency construction to aid in preventing unemployment. This Act along with several other federal programs designed to provide economic relief, provided the foundation for the next wave of post office construction in Arizona.

Kingman received its relatively simple Spanish Colonial Revival building in 1935 and was followed in 1936 by new buildings in Phoenix, Flagstaff, Winslow, Mesa, and Tempe. All of these buildings except Tempe were allocated in House Document 788 of February 27, 1931. However, only the Phoenix Post Office was actually authorized for construction under the \$415 million appropriation from which the Phoenix Main Post Office and Federal Building (listed on the National Register) was funded. The National Register Phoenix Main Post Office and Federal Building was dedicated in November of 1936, with mixed emotions from local and national officials attending the ceremony. The new stucco building in the Mediterranean style was a source of pride, but was also recognized to be of insufficient size to meet present, let alone future, needs. It seems that the anticipated six-story building designed by Phoenix architects Lescher and Mahoney had been pared to two stories because of the high cost of the land and the inability to secure additional appropriations.

The last of Arizona's federal buildings were included in House Document 177, issued on February 2, 1939. The buildings authorized in this document for funding had been appropriated under the acts of August 25, 1937 and June 21, 1938, in which \$130 million was authorized for 728 projects throughout the nation. Projects in Arizona that were completed under this legislation for emergency construction included the Springerville Forestry and Post Office Building (\$105,000) and a post office in Safford (\$90,000). The report also listed the Arizona post offices that had been completed in 1936 under the emergency construction program, but funded under previous authorizations (Flagstaff, \$137,000; Mesa, \$84,000; and Tempe, \$85,000). In addition, post offices in 11 more cities were proposed but not authorized. These buildings were never constructed and include: Ajo, Bisbee, Casa Grande, Chandler, Coolidge, Gendale, Holbrook, Jerome, Miami, Superior, and Williams.

The buildings constructed in the period between 1935 and 1940 continue to exhibit the Classical influence in scale and proportion. However, for the most part they have been simplified in comparison to their counterparts constructed before the early 1930s. Typically, round arches for window and entry bays have been replaced by flat arches; architraves have become suggested by string courses or all the elements of the entablature are combined into a broad contrasting stone or terra cotta band; and cornices have become flush with the facade or replaced by a contrasting coping course. Articulation is minimized and facades are flat. As stated by Lois Craig in The Federal Presence:

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. . . the facades became simplified, their classical ornaments turning angular and disappearing into the masonry, their walls becoming more planar and their window opening shallow and anonymous. What resulted was a gaunt, underfed, "starved" classicism, donated as much by white masonry and the rhythm of wall and window as by vestigial columns."

Generally, the post offices of the Starved Classicism genre are reductions of the American Colonial and Neo-classicism.

The former Flagstaff MPO (privately owned and within Historic District) exemplifies the Starved Classicism in its flat, unadorned facade of brick and contrasting stone. Although a monumental character is provided by strong vertical emphasis of the central entry and window bays, the flat stone merely suggests classical columns and entablature. The buildings in Winslow, Mesa, and Springerville exhibit flat unadorned facades. Only Springerville suggests a regional style characteristic of the Pueblo and Mission forms. The former Kingman MPO also suggests a southwestern style, Spanish Colonial Revival. Though modest, the design is more strongly articulated in its front facade than its mid- to late-Depression Era counterparts. This is evidenced by a slight extension of the three central bays and the use of round arches and fan windows to define those bays.

In summary, Arizona received 15 federally constructed post offices between 1900 and 1941. Two of these buildings have been razed: Phoenix's first post office and courthouse and the Tempe MPO. Three of the buildings are under GSA ownership. Two of the GSA buildings (Phoenix and Tucson) are listed in the National Historic Register and the third (Mesa) is no longer used for postal service operations. Two buildings, Kingman and Flagstaff, are under municipal and private use, respectively, and are no longer used for postal service operations.

These buildings represent a variety of design styles and the changing philosophy of the federal government in both design and funding programs. They also represent various eras in the growth of Arizona, particularly the growth stages of its cities. The Douglas MPO, for example, was constructed during the city's major growth period of 1900 to 1920. The building is representative of the liberal use of Neo-classical design in that period of the city's development. The Globe MPO came at the end of the city's prosperity after which its copper dominated economy ceased to grow. Prescott, the former territorial capitol, received its post office at the beginning of the Depression Era following a decade of slight decline in the city's population and preceding a period of gradual but long-term growth. Both the Globe and Prescott buildings represent the end of the Beaux-Arts design tradition as used in federal design.

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Nogales, an important trading center on the Mexican border, received its post office at the latter stage of its major growth era. Its building is of a traditional southwest influence and also represents an interim period of federal funding programs during which very few federally-constructed post offices were erected. The Yuma MPO (now Annex) was constructed in an era of stable but moderate growth, following its major growth period. Finally, the Yuma MPO marks the end of a decade or so of major building in the community, as well as the end of a distinct federal design philosophy.

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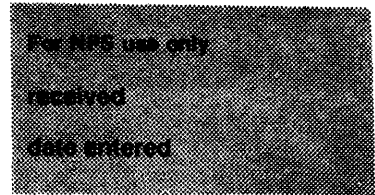
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Multiple Resource Area
Thematic Group

dnr-11

Name Historic U.S. Post Offices in Arizona TR 1900-1941
State Arizona

Conn 12/3/85

Nomination/Type of Review

Date/Signature

1. Douglas Post Office and
Customs House

~~Substantive Review~~ Keeper

Attest

Linda McClelland 12/3/85

2. Globe Post Office Courthouse

~~Substantive Review~~ Keeper

Attest

Linda McClelland 12/3/85

3. Nogales Main Post Office
and Immigration Station

~~Substantive Review~~ Keeper

Attest

Linda McClelland 12/3/85

4. Prescott Post Office and
Courthouse

~~Substantive Review~~

Keeper

Attest

Linda McClelland 12/3/85

5. Yuma Main Post Office

~~Substantive Review~~

Keeper

Attest

Linda McClelland 12/3/85

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