Additional Historic Property Survey Work – Memorandum of Agreement Stipulation 9 for the City of Phoenix Aviation Department Community Noise Reduction Program

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Prepared by: Scott Solliday, Historian

Arizona Historical Research 1739 E. Broadway, #271

Tempe, AZ 85282 (480) 244-3452 (480) 829-0267

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Project Background

The City of Phoenix Aviation Department is conducting a voluntary Community Noise Reduction Program (CNRP) reimbursed in part by the Federal Aviation Administration (FAA). The purpose of the CNRP is to reduce the adverse effects of aircraft noise in communities around Phoenix Sky Harbor International Airport (Airport). The CNRP includes voluntary sound mitigation and voluntary acquisition of single-family dwellings north and west of the Airport pursuant to noise mitigation measures approved by the FAA in September 2001 for residential properties within the 1999 65 and 70 Day Night Average Sound Level contours.

Non-residential noise sensitive facilities including schools, places of worship and community centers within the CNRP boundaries are also eligible for sound insulation. A separate Non-Residential Sound Mitigation Services Feasibility Study (Feasibility Study) is underway by the CNRP.

The FAA, in coordination with the City of Phoenix, completed a Final Environmental Assessment on the CNRP in December 2005. A Finding of No Significant Impact (FONSI) and Record of Decision (ROD) for the CNRP were issued on January 26, 2006.

As part of this process, FAA and CNRP consulted with the Arizona State Historic Preservation Officer (SHPO), the City of Phoenix Historic Preservation and Archaeology offices and other interested parties as required by Section 106 of the National Historic Preservation Act to take into account the potential effects of the CNRP on historic properties and archaeological resources. This consultation resulted in a Memorandum of Agreement (MOA) between the FAA, SHPO, and the City of Phoenix, which delineates efforts that will be taken by the City, in coordination with FAA, to minimize, avoid or and mitigate any adverse effects of the CNRP on historic properties and archeological resources within the CNRP'S Area of Potential Effects (APE). Following initial consultation with the SHPO, regarding the APE, the first row of properties on the north side of Washington Street were included in the APE but all these properties are not within the boundaries of CNRP's voluntary acquisition of single-family residential dwellings. The APE is shown on the map in Appendix B.

Prior to execution of the MOA, previous historic property surveys covering the APE were reviewed and the National Register of Historic Places (NRHP) eligible historic properties and listed historic properties were identified. The City of Phoenix also sponsored additional historic property survey work of 1,037 single-family residences within the APE. Ryden Architects, Inc., completed the *Historic Resource Survey and Determination of National Register Eligibility; Part Two: Program Properties Evaluation of Seven Phoenix Airport Area Neighborhoods* (Ryden Architects, 2005) in 2004 and 2005 (Ryden survey). The Ryden survey determined that 17 residential historic properties within the APE boundaries are listed on or eligible for listing on the NRHP. The eligibility determination of one of the 17 properties located at 1131 South 13th Street

has since been reversed based on new information and this property is no longer considered NRHP eligible.

Stipulation 9 of the executed MOA for the CNRP requires additional survey work of 99 properties identified in the Supplemental Survey Plan for the Community Noise Reduction Program, dated May 23, 2005, to adequately identify and evaluate all property types within the APE that may be directly or indirectly impacted by the CNRP. The Ryden survey did not include the north side of Washington Street, which is within the APE. In addition, 44 single-family residences within the APE were not included in the Ryden survey. The scope of the Ryden survey also excluded multi-family residential properties and other property types that the CNRP may indirectly impact. The loss of residential uses may impact religious, institutional, and commercial property types that serve neighborhood residents within the APE. These properties include banks, stores, worship facilities, parks, neighborhood restaurants and bars. This report presents findings from the survey and evaluation of the additional 99 properties.

Methodology

The goal of this study is to evaluate the NRHP eligibility of 99 properties pursuant to stipulation 9 of the MOA. The study began with a meeting with Liz Wilson, Historic Preservation Planner with the Phoenix Historic Preservation Office, who provided a copy of the completed Ryden Survey, a map delineating the survey status of properties within the APE, and a list of 99 properties (Maricopa County Assessor's parcels) that had not been included in previous surveys. The original 99 parcels to be surveyed included a mix of residential and non-residential properties in the APE constructed before 1966 according to assessor data. These properties included churches, commercial businesses, and warehouses. In addition, Green Valley Park, which was developed in 1959, had not been previously surveyed and was added to this supplemental survey scope of work. Three other parks in the APE which include Eastlake Park, Nuestro Barrio and Barrios Unidos were not surveyed. Eastlake Park was not surveyed because it has previously been determined eligible and is listed on the Phoenix Historic Property Register; Nuestro Barrio and Barrios Unidos were developed after 1965. This supplemental survey was limited in scope, as historic contexts and historical overview had already been developed for the APE.

Initial research began with an examination of previous historic resource studies that covered the APE, which, in addition to the Ryden study, included *City of Phoenix African American Historic Resource Survey* (Dean and Reynolds, 2004) and *Phoenix Commercial Properties Survey* (Janus Associates, 1984).

As the APE is comprised of a number of African American and Hispanic neighborhoods, research included a brief survey of historical literature and primary sources relating to ethnic minorities in South Phoenix. By the end of the study, a draft copy of *City of Phoenix Hispanic Historic Property Survey* (Reynolds and Dean, 2006) was made

available. Initial assessment of the APE was made by a general reconnaissance survey of the corresponding neighborhoods and streets.

Research was oriented toward documenting the specific properties that had been identified for study. A search of the records of the Maricopa County Assessor and Recorder established construction dates and current and previous ownership of the properties, in most cases extending back to 1982. City directories from 1925 to 1974 were searched at five-year intervals to identify earlier owners and occupants going back to the dates of construction. Sanborn Fire Insurance Maps and aerial photographs were also examined. Biographical information on individuals associated with properties was researched through a search of local historical literature; the archival catalogs of Arizona State University, Arizona Historical Foundation, Arizona Historical Society, and Phoenix Public Library; the Mexico/Arizona Biographical survey; and a general Internet search for any of the names found to be associated with properties in the study.

These materials that are typically used for historical documentation of properties generally yielded limited information. City directories did not list all properties, as much of the APE was outside of city limits during the period of initial development. Likewise, Sanborn maps and aerial photographs did not cover much of the APE, and County Assessor's records listed little data on structures for most of the properties. With these limitations, details of construction for most properties had to be determined by field survey. An additional limitation that has been identified in all previous studies is the relative scarcity of biographical information that is available on members of ethnic minorities in Phoenix.

The field survey included examination of the 99 properties identified for the study. The Green Valley Park (no. 100) was added to the list of properties. During the course of the survey, it was found that one structure (no. 36/37) occupies two separately listed parcels. With these two adjustments, the final inventory still includes a total of 99 properties. Each property was photographed, and construction methods and materials, architecture, building condition, and setting were documented. The field survey was complicated by the fact that County Assessor's records did not list the correct street address for many parcels. For a study of this type where the documentary record is limited, oral histories may often provide important additional information on specific properties; however, attempts to locate individuals who are knowledgeable about particular properties was generally unsuccessful. Informal discussions with eight individuals during the course of the field survey provided little relevant information and no recommendations for other individuals that might be contacted.

Historic Contexts/Historical Overview

As previously noted, this supplemental survey is based largely on the historic contexts and historical overview that had been developed in the Ryden survey, which identified the primary themes of Community Planning and Development, Mexican-American Community, African-American Community, and Vernacular Residential Architecture.

Additional relevant historical background identified during the course of this study is provided here as an addendum to the previous study.

Commercial Development in the Cuatro Milpas Barrio

Established in mid-1920s, the Cuatro Milpas barrio is among the oldest extant Mexican American communities in Phoenix; but as it was located outside of city limits, its early development has not been thoroughly documented. The two oldest commercial buildings in the neighborhood, located at 1443 and 1445 South 13th Place date to the 1930s. Many of the oldest residences in the area are also located on this street. While city directories do not list these businesses until the 1960s, from 1955 to 1960 they indicate that South 13th Place south of Tonto Street was known as Norte Street (probably known as Calle Norte locally). Based on this limited evidence, it appears that Norte was originally a main street through the Cuatro Milpas barrio, and the location of a small commercial center which served the local area. After World War II, new commercial development was centered on the intersection of 12th and Mohave streets.

Protestant and Evangelical Churches in Mexican American Communities

A particularly striking characteristic of the Mexican American barrios south of Buckeye Road is the relatively large number of Protestant churches that were established in the 1940s and '50s. Various Anglo-American congregations had established missions in the barrios as early as the 1890s, but they had limited success in attracting converts.¹ However, after World War II, several Protestant and non-denominational evangelical churches were more effective at establishing a permanent presence in the traditionally Catholic Mexican American neighborhoods. The Southside Assembly of God was founded by L. H. Gundlach in 1944, and in 1954, the congregation built a large church at 1717 South 12th Street. The Faith Missionary Association bought land at Mohave and 10th streets in 1952, and within four years, completed construction of a church and classroom complex known as the Gospel Center, which offered private Christian elementary education for neighborhood children as an alternative to the public and Catholic parochial schools. Other churches built in the Cuatro Milpas and Ann Ott neighborhoods during this time included Church of the Nazarene (1950), Jesus Name Pentecostal Church (1950), Cocopah Free Methodist Church (1955), and Mount Zion Baptist Church (1958). The ongoing success of these congregations represents a significant cultural shift in Phoenix barrios that preceded a similar national trend. Historian Manuel G. Gonzales notes that the American Catholic Church, traditionally dominated by Irish priests, did not respond well to the cultural needs of Mexican Americans. Segregation and cultural insensitivity in the Catholic churches eventually led some Hispanic families to Protestant conversions. However, Gonzales states that this trend began in the late 1960s, and that in 1960, less than 3% of the national

¹ Jean A. Reynolds and David Dean, *City of Phoenix Hispanic Historic Property Survey* [Historic Context Draft] (Phoenix: City Historic Preservation Office, 2006), 43.

Mexican American ethnic community had joined Protestant churches.² The percentage of Protestants in these Phoenix barrios at that time appears to have been significantly higher.

Chinese American Businesses

In the early 20th century, Chinese American entrepreneurs began establishing groceries, restaurants, laundries, and other businesses throughout Phoenix. D. H. Toy, Wing F. Ong, and K. L. Tang are among those that established successful businesses in the Mexican American and African American communities of southeast Phoenix. It is beyond the scope of this study to fully develop a historic context for this property type, but this will be addressed in the Asian American Historic Property Survey which is now underway.

Significant Persons

Wing F. Ong is a significant individual in both local and national history. Ong opened a grocery at 1246 East Jefferson Street in 1935. He later became a prominent Phoenix attorney, and was elected to the Arizona House of Representatives in 1946, making him the first Chinese American in the United States to be elected to a state legislature. He also served a term in the state Senate, 1967-68.

Wade H. Hammond was a renowned African American musician and military bandmaster who became a prominent civic leader in Phoenix's African American community in the 1940s. Hammond began his career as a music instructor at Alabama A&M College in the early 1900s. He also served on the faculty of Western University in Quindaro, Kansas. In 1908, President Theodore Roosevelt signed an executive order making Hammond one of the first African Americans appointed Chief Musician (bandmaster) in the U.S. Army. He served as bandmaster for the 9th U.S. Cavalry, and later, the 10th Cavalry and 25th Infantry. The distinguished musician and conductor retired from the Army in 1942 and moved to Phoenix, where he was actively involved in civic affairs in the African American community. Hammond was instrumental in organizing the Phoenix chapter of the Urban League and the Arizona Voters' League. He was also a member of the Phoenix Housing Authority, and started the first band at Carver High School. Hammond died at his home on January 15, 1957.

Evaluation of National Register Eligibility

The criteria for evaluation of National Register eligibility that were identified in the Ryden survey are generally applied to this study; however, they require some adaptation to

² Manuel G. Gonzales, *Mexicanos; A History of Mexicans in the United States* (Bloomington: Indiana University Press, 1999), 241-242.

include non-residential properties. The following statements on significance of properties are provided here as an addendum to the previous study.

Community Planning and Development

 Chinese American businesses were established in the Mexican-American and African-American communities of Phoenix

The Mexican-American Community

• Social, religious and economic aspects of Mexican-American barrio life are reflected in the buildings of the barrios.

The African-American Community

• Social, religious and economic aspects of African-American neighborhood life are reflected in the buildings of the neighborhoods.

Ecclesiastical Architecture

- Post-World War II Religious Architecture
- Concrete Block Construction Methods

As noted in the Ryden survey, the neighborhoods of the APE are potentially significant for their association with historic patterns of urban growth and residential development in Phoenix under Criterion A, but the streetscapes, houses, and other resources do not retain sufficient integrity to convey that significance. Due to the impact of encroaching commercial and industrial development, demolition of structures, and the alteration and poor maintenance of individual properties, none of these neighborhoods are eligible for listing on the National Register as a historic district. Thus, each property was evaluated for eligibility as an individual property type.

In consultation with the Phoenix Historic Preservation Office staff, ten properties were determined to be eligible for listing on the National Register. These properties include five commercial structures, three churches, one multi-family residential complex, and one single-family house converted to commercial use. None of the eligible properties are currently used as single-family residential properties. The eligibility determinations of all 99 properties surveyed in this study are delineated in Appendix A: Inventory List and Appendix B: Survey Map.

The ten eligible properties are located in fairly concentrated clusters, with four located in the Eastlake neighborhood, on Washington and Jefferson streets, between 12th and 20th streets; four are in the east portion of Cuatro Milpas, north of Mohave Street, between 11th and 14th streets; and two are in the northern portion of the Ann Ott neighborhood, just south of Mohave Street. No eligible properties were found north of Washington Street, east of Interstate-10, or south of Interstate-17.

Nine properties evaluated in this study were also included in the Non-Residential Sound Mitigation Services Feasibility Study, which is being completed by CNRP pursuant to stipulation 11 of the MOA. The Feasibility Study has only evaluated properties for their

eligibility under NRHP Criterion C. Six of the properties included in both studies have been recommended not eligible for listing on the NRHP. Two properties (nos. 9 and 87 below) are recommended eligible under Criterion C in both studies and are also recommended eligible under Criterion A in this study. One property has been determined eligible under Criterion A (see no. 64 below) in a previous African American Historic Property Survey but is not significant under Criteria B or C.

Individually Eligible Properties

7. Neighborhood Grocery/Carolina's Mexican Foods

1615 S 12th Street (1200-1202 E Mohave Street)

Eligible under Criterion A for Community Planning and Development, Mexican American Community

9. Southside Assembly of God/Iglesia Christinia

1717 S 12th Street

Eligible under Criterion A for Mexican American Community, and Criterion C for Post-World War II Gothic Revival style Architecture

11. W. H. Wah & Company Grocery

1443 S 13th Place

Eligible under Criterion A for Community Planning and Development, Mexican American Community

12. Austin's Cash Market

1445 S 13th Place

Eligible under Criterion A for Community Planning and Development, Mexican American Community

30. Tang Grocery and K. L. Tang House

1141 (1139 & 1137) E Buckeye Road

Eligible under Criterion A for Asian American Community, and Criterion C for Early 20th Century Commercial Architecture

61. Toy/Ong Building

1246 E Jefferson Street

Eligible under Criterion A for Asian American Community, and Criterion B for association with Wing F. Ong

64. Greater Friendship Missionary Baptist Church

1901 E Jefferson Street

Eligible under Criterion A for African American Community

87. Gospel Center Church and Dormitory

919 (915-919) E Mohave Street

Eligible under Criterion A for Mexican American Community, and Criterion C for Post-World War II American Traditional Religious Architecture

95. Wade H. Hammond House

1321 E Washington Street

Eligible under Criterion A for Community Planning and Development, African American Community, Criterion B for association with Wade H. Hammond, and Criterion C for Southwest Architecture

96. Abraham Bungalows

1345/1347 E Washington Street (& 2/4/6 S 14th Street)

Eligible under Criterion C for Classical Bungalow Architecture

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- "Black in Phoenix; Segregation, lifelong battle came with cotton." *Arizona Republic*, 6 Feb 1990.
- "Nuestro Barrio split on future; 'A divided community." Arizona Republic, 17 Oct 1992.
- "From the Beginning: Asian-Americans in Arizona." azcentral.com, 24 Jan 2006.
- "Wade Hammond, U.S. Army's First Negro Bandmaster, Succumbs Here." *Arizona Republic*, 16 Jan 1957.

Appendix A - Inventory List

National Register Eligibility: IE - Individually Eligible C - Contributor NE - Not Eligible

Inv. #	Property Name	Address	Year	IE	C	NE	Reason
1	Longoria House	1441 (1429) S 9TH ST	1962				insufficient significance
2	Lopez/Robles House	1405 S 12TH PL	1946				insufficient significance
3	Cota/Carrillo House	1408 S 12TH PL	1941				insufficient significance
4	Figueroa/Martinez House	1401 S 12TH PL	1940				insufficient significance
5	Archie Garcia House	1425 S 12TH ST	1946				insufficient significance
6	Reyes/Guerrero House	1429 S 12TH ST	1946				insufficient significance
7	Neighborhood Grocery/Carolina's	1615 S 12TH ST	1945				criterion A
8	Madden Service Station & Rest.	1701 S 12TH ST	1945				loss of integrity
9	Southside Assembly of God	1717 S 12TH ST	1954				criteria A, C
10	Ann Ott Elementary School	1901 S 12TH ST	1986				age
11	W. H. Wah & Company Grocery	1443 S 13TH PL	1936				criterion A
12	Austin's Cash Market	1445 S 13TH PL	1933				criterion A
13	Martinez/Castillo House	1202 S 14TH ST	1951				insufficient significance
14	Golden Gate Jehovah's Witness	1606 S 14TH ST	1975				age
15	Smitty's Big Town	1112 S 16TH ST	1964				age
16	Bess Duplex	116 S 17TH ST	1962				insufficient significance
17	First National Bank of Arizona	1 S 24TH ST	1968				age
18	Cent/Sampolinski House	211 S 25TH ST	c.1945				insufficient significance
19	Berg House	109 S 36TH ST	1947				insufficient significance
20	Storm Building	201 S 36TH ST	1950				insufficient significance
21	Ward/Purtill House	18 S 37TH ST	1950				insufficient significance
22	Frank Shawhart House	435 S 40TH ST	1935				insufficient significance
23	(demolished property)	1005 E APACHE ST	1925				demolished
24	Jose M. Chavez House	740 E BUCKEYE RD	1950				insufficient significance
25	Phillips Grocery/Indiana Café	750 E BUCKEYE RD	1950				insufficient significance
26	Church of the Nazarene	901 E BUCKEYE RD	1939				insufficient significance
27	McCarty/Fuentes House	913 E BUCKEYE RD	1930				insufficient significance
28	(vacant lot)	1037 E BUCKEYE ST					demolished
29	R. B. Lindsay House	1009 E BUCKEYE RD	1941				insufficient significance
30	Tang Grocery/K. L. Tang House	1141 (1139 & 1137) E BUCKEYE	1926				criteria A, C

Inv. #	Property Name	Address	Year	IE	C	NE	Reason
31	Church of the Lord Jesus Christ	1301 E BUCKEYE RD	1956				insufficient significance
32	Castillo House	1341 E BUCKEYE RD	1946				insufficient significance
33	Castillo House	1343 E BUCKEYE RD	1930				insufficient significance
34	Valley National Bank	1528 E BUCKEYE RD	1963				age
35	Cocopah Free Methodist House	817 E COCOPAH ST	1949				insufficient significance
36	Cocopah Free Methodist Church	817 E COCOPAH ST	1952				insufficient significance
38	Jenkins House	921 (943) E COCOPAH ST	1950				insufficient significance
39	Clegg/Mazon House	937 E COCOPAH ST	1944				insufficient significance
40	Panzer/Guerra House	941 E COCOPAH ST	1957				insufficient significance
41	Bertie Jones House	1006 (1006 1/2) E COCOPAH	1950				insufficient significance
42	V. E. Jones House	1006 E COCOPAH ST	1941				insufficient significance
43	Marshall/Garcia House	(1024 E MOHAVE)	1930				insufficient significance
44	Rental Complex	1130 E DURANGO ST	1947, 1952				insufficient significance
45	Iglesia de Dios Pent. Church	1201 E GIBSON LN	1956				insufficient significance
46	Jorge A. Martinez House	1201 E GIBSON LN	1946				insufficient significance
47	(garage)	1002 E HADLEY ST	c.2000				insufficient significance
48	Buffington/Farley House	1402 E HAMMOND LN	1950				insufficient significance
49	Tolliver House	1730 E HARRISON ST	1946				insufficient significance
50	Welch's Market/Apostolic Church	1223 E HESS AVE	1949				insufficient significance
51	John W. Sorrells Houses	1310 E HESS AVE	1935, 1946				insufficient significance
52	Antonio Abril House	1109 E HILTON AVE	1960				insufficient significance
53	St. Mary Magdalene Cath. Church	1100 E HILTON ST	1956				loss of integrity
54	Pittman House & Ice Cream Parlor	1721 E JACKSON ST	1936				insufficient significance
55	Mary Surritte House	2440 E JACKSON ST	1957				insufficient significance
56	Adolfo Sanchez House	2501 E JACKSON ST	1956				insufficient significance
57	Lester Richardson House	2511 E JACKSON ST	1945				insufficient significance
58	G. C. Patterson House	2529 E JACKSON ST	1925				insufficient significance
59	W. H. Bush House	2533 E JACKSON ST	1925				insufficient significance
60	McGriff Apartments	1222 E JEFFERSON ST	1963				age
61	Toy/Ong Building	1246 E JEFFERSON ST	1925				criteria A, B
62	Tangier Apartment Motel - Unit 1	1402 E JEFFERSON ST	1960				age
63	Tangier Apartment Motel - Unit 2	1406 E JEFFERSON ST	1960				age
64	Friendship Missionary Bapt. Church	1901 E JEFFERSON ST	1949				criterion A
65	(House)	1909 E JEFFERSON ST	1955				insufficient significance

Inv. #	Property Name	Address	Year	IE	C	NE	Reason
66	N. J. Colson House	3218 E JEFFERSON ST	1957				insufficient significance
67	Gilbert Garcia House	3220 E JEFFERSON ST	1953				insufficient significance
68	R. D. Castro House	3230 E JEFFERSON ST	1950				insufficient significance
69	Cox Café/Swink's Coffee Shop	1901 E MADISON ST	1951				insufficient significance
70	Romero/Garcia House	1941 E MADISON ST	1945				insufficient significance
71	A. F. McCormick House	2438 E MADISON ST	1947				insufficient significance
72	D. C. Johnson House	2447 E MADISON ST	1930				insufficient significance
73	C L. Williams House	2516 E MADISON ST	1940				insufficient significance
74	C. J. Powers House	2520 E MADISON ST	1940				insufficient significance
75	J. D. Panis House	2521 E MADISON ST	1945				insufficient significance
76	Lionel Quihuis House	3031 E MADISON ST	1949				insufficient significance
77	Frank De La Cruz House	3213 E MADISON ST	1945				insufficient significance
78	Margarita Franco House	3222 E MADISON ST	1942				insufficient significance
79	Montano/Villegas House	3318 E MADISON ST	1935				insufficient significance
80	Mathew G. Soto House	3336 E MADISON ST	1943				insufficient significance
81	Barrett Service Sta/Mohave Groc.	707 (701) E MOHAVE ST	1948, 1962				insufficient significance
82	Galbreath's/Rios Garage	710 E MOHAVE ST	1940				insufficient significance
83	Picard's Service Station	712 E MOHAVE ST	1962				insufficient significance
84	Roffman Feed Store/Samyras	723 E MOHAVE ST	1946				insufficient significance
85	Car's Barber Shop	815 E MOHAVE ST	1930				insufficient significance
86	Carmical Rental	817 E MOHAVE ST	1950				insufficient significance
87	Gospel Center Church & Dormitory	919 (915-919) E MOHAVE ST	1956, 1960				criteria A, C
88	Evans/Candelaria House	1139 E PAPAGO ST	1960				insufficient significance
89	H. R. Porter House	1017 E PIMA ST	1949				insufficient significance
90	Mt. Zion Baptist Church	1221 E PIMA ST	1958				insufficient significance
91	Terrazas House	(903 S 8th PLACE)	1916				insufficient significance
92	(vacant lot)	1001 E TONTO ST					demolished
93	Evans Electric Co. Warehouse	1117 E TONTO ST	1960				insufficient significance
94	Apache Neon Company	1121 E TONTO ST	1960				insufficient significance
95	Wade H. Hammond House	1321 E WASHINGTON ST	1945				criteria A, B, C
96	Abraham Bungalows	1345/1347 E WASHINGTON ST	1928				criteria C
97	Adrianne's Beauty Salon	1418 E WASHINGTON ST	1960				age
98	Britto Apartments	1430 E WASHINGTON ST	1964				age
99	Ruby Johnson Duplex	1734 E WASHINGTON ST	1958				insufficient significance

APPENDIX B

Community Noise Reduction Program Area of Potential Effects (APE)



