



City of Phoenix
PLANNING & DEVELOPMENT DEPARTMENT

Staff Report: Z-21-20-8
June 10, 2020

Central City [Village Planning Committee](#) Meeting Date
[Planning Commission](#) Hearing Date

July 13, 2020

August 6, 2020

Request From:

[R-4](#) (Multifamily Residence District) (4.91 acres)

Request To:

[WU Code T5:2 EG HP](#) (Walkable Urban Code Transect T5:2 District, Transit Eastlake-Garfield Character Area, Historic Preservation) (4.91 acres)

Proposed Use

Adaptive reuse of the former Crippled Children's Hospital and to designate the historic building on the Phoenix Historic Property Register

Location

Southeast corner of 18th Street and Garfield Street

Owner

City of Phoenix Housing Department

Applicant/Representative

City of Phoenix Housing Department

Staff Recommendation

Approval, subject to stipulations

General Plan Conformity			
General Plan Land Use Map Designation		Public/Quasi-Public	
Street Map Classification	18th Street	Local	30-foot east half street
	19th Street	Local	30-foot west half street
	Garfield Street	Local	30-foot south half street
	McKinley Street	Local	30-foot north half street

CELEBRATE OUR DIVERSE COMMUNITIES & NEIGHBORHOODS CORE VALUE; HISTORIC DISTRICTS: Promote land use that encourages continued use of historic resources through rehabilitation and adaptive reuse.

The proposal is to adaptively reuse the historic building to provide for an employment and education center.

STRENGTHEN OUR LOCAL ECONOMY CORE VALUE; LOCAL AND SMALL BUSINESS; LAND USE PRINCIPLE: Facilitate adaptive reuse of older, underutilized properties to create mechanisms for new local and small businesses to operate, thrive and grow.

The proposal transforms an underutilized property and provides an opportunity for collaboration with local businesses in the proposed employment center.

CELEBRATE OUR DIVERSE COMMUNITIES & NEIGHBORHOODS CORE VALUE; CONNECT NEIGHBORHOODS: Provide neighborhood-based social services (senior centers, Head Start Programs, job training, counseling) appropriate to the area's needs in convenient facilities compatible in scale and character with the surrounding neighborhood.

The proposed employment and education center in the historic building will provide neighborhood services that are compatible in scale and character with the neighborhood.

Applicable Plans, Overlays, and Initiatives

[Transit Oriented Development Strategic Policy Framework:](#) See Background Item No. 6 below.

[Eastlake-Garfield Transit Oriented Development Policy Plan:](#) See Background Item Nos. 7 and 8 below.

[Tree and Shade Master Plan:](#) See Background Item No. 9 below.

[Complete Streets Guidelines:](#) See Background Item No. 10 below.

[Comprehensive Bicycle Master Plan:](#) See Background Item No. 11 below.

[Reimagine Phoenix:](#) See Background Item No. 12 below.

Surrounding Land Uses/Zoning		
	<u>Land Use</u>	<u>Zoning</u>
On Site	Vacant building	R-4
North	Vacant lot	WU T4:3 EG
South	Multifamily residences	WU T4:3 EG
East	Multifamily residences, park	WU T4:3 EG, R-4
West	Elementary school	R-4

Walkable Urban Code T5:2		<i>*if variance or use permit required</i>
<u>Standards</u>	<u>Requirements</u>	<u>Provisions on the Proposed Site Plan</u>
Gross Acreage	N/A	4.91 acres
Building Height	30 feet maximum	Met – 20 feet
Parking	1 space per 300 square feet – 70 spaces	Not shown
Bicycle Parking (1307.H.6.a)	1 bicycle parking space for every 25 vehicle parking spaces	Not shown
Streetscape Standards (Section 1312.B.1.)		
Local Street	Sidewalk width – 5 feet minimum Landscape width – 5 feet minimum	Met – 5 feet existing Met – 5 feet existing
Section 1303.2 TRANSECT T5		
<i>Main Building Setbacks</i>		
Primary Frontage (Garfield Street)	12-foot maximum	*Not Met – approx. 50 feet existing
Secondary Frontage (McKinley Street)	10-foot maximum	*Not Met – approx. 44 feet existing
Side (18th Street)	0-foot minimum	Met – approx. 250 feet
Side (19th Street)	0-foot minimum	Met – approx. 190 feet
<i>Parking Setbacks</i>		
Primary Frontage	30-foot minimum or behind building	*Not Met – approx. 2 feet existing
<i>Lot Requirements</i>		
Lot Coverage	80% maximum	Met – 29%

Walkable Urban Code T5:2		<i>*if variance or use permit required</i>
<u>Standards</u>	<u>Requirements</u>	<u>Provisions on the Proposed Site Plan</u>
Primary Building Frontage	70% minimum	Not shown
<i>Frontage Types Allowed</i>		
Primary Frontage	All frontages or alternative frontages	To Be Determined

Background/Issues/Analysis

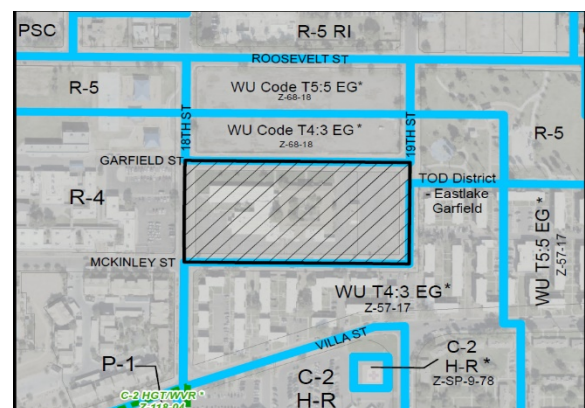
SUBJECT SITE

1. This request is to rezone a 4.91-acre site, located at the southeast corner of 18th Street and Garfield Street from R-4 (Multifamily Residence District) to WU Code T5:2 EG HP (Walkable Urban Code Transect T5:2 District, Transit Eastlake-Garfield Character Area, Historic Preservation) to allow for an adaptive reuse of the former Crippled Children's Hospital for an education and employment center and to designate the building on the Phoenix Historic Property Register. The site is within the Choice Neighborhoods Planning and Action Grant Area, with a goal to link housing improvements with appropriate services, schools public assets, transportation, and access to jobs.

SURROUNDING USES AND ZONING

2. The subject site houses a vacant building. North of the subject site is vacant land under construction for multifamily residences zoned WU Code T4:3 EG (Walkable Urban Code Transect T4:3 District, Transit Eastlake-Garfield Character Area) and WU Code T5:5 EG, (Walkable Urban Code Transect T5:5 District, Transit Eastlake-Garfield Character Area). West of the subject site is Edison Elementary School which is zoned both R-4 (Multifamily Residence District) and R-5 (Multifamily Residence District). East of the subject site is Edison Park zoned R-4 and R-5 as well, and the A.L. Krohn public housing complex zoned WU Code T4:3 EG and WU Code T5:5 EG. South of the subject site is also the A.L. Krohn public housing development zoned WU Code T4:3 EG and WU Code T5:5 EG.

Figure A: Site Context and Surrounding Land Uses

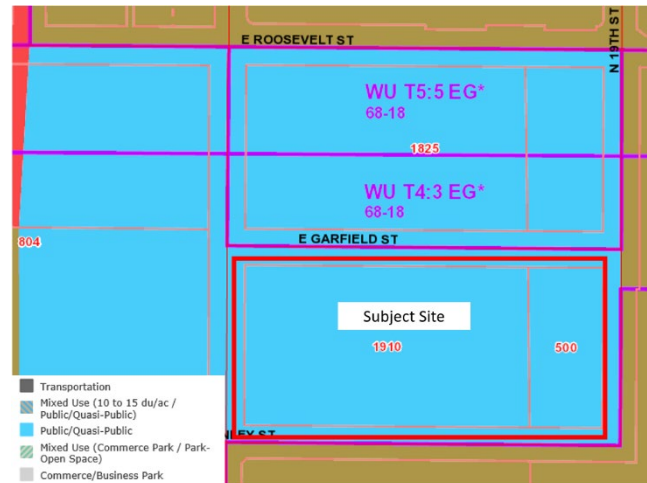


Source: City of Phoenix Planning and Development Department

GENERAL PLAN LAND USE MAP DESIGNATION

3. The General Plan Land Use Map designation for the site is Public/Quasi-Public. The Public/Quasi-Public land use category identifies areas where institutional, cemetery, governmental, utility and airport uses are appropriate. The proposal is consistent with this land use designation.

Figure B: General Plan Land Use Map Designation

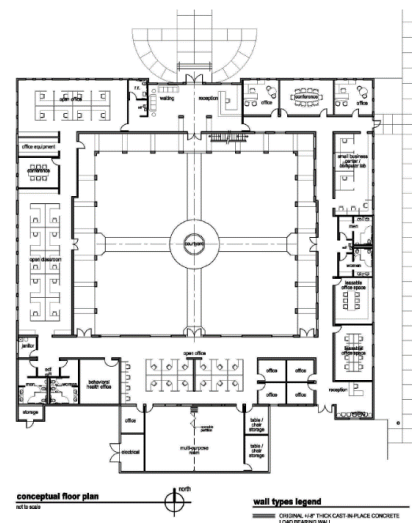


Source: City of Phoenix Planning and Development Department

4. PROPOSAL: CONCEPTUAL SITE PLAN AND ELEVATIONS

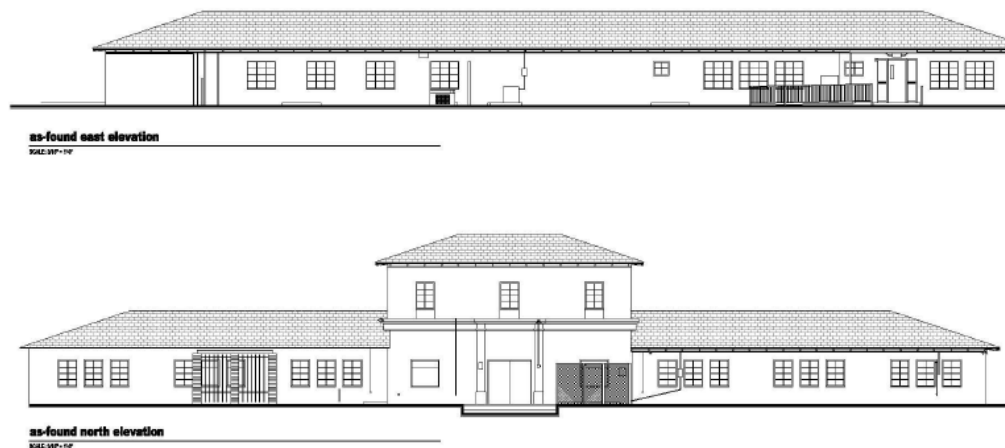
The proposed site plan depicts the existing building with interior renovations to include classrooms and offices. The elevations and rendering submitted depict the existing exterior of the building to be restored to the historic façade.

Figure C: Conceptual Floor Plan



Source: City of Phoenix Housing Department

Figure D: Conceptual Elevation and Rendering



Source: City of Phoenix Housing Department

5. HISTORIC PRESERVATION ZONING Eligibility

The eligibility criteria for Historic Preservation (HP) overlay zoning and listing on the Phoenix Historic Property Register are set forth in Section 807.D of the City of Phoenix Zoning Ordinance. To qualify, a property must demonstrate significance in local, regional, state, or national history, architecture, archaeology, engineering, or culture, according to one or more of the following criteria:

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

In addition to the significance requirement, the property must also be at least 50 years old or have achieved significance within the past 50 years if it is of exceptional importance. The property must also possess sufficient integrity of location, design, setting, materials, workmanship, feeling, and association to convey its significance.

Figure E: Historic Photograph

The subject property, known historically as the Crippled Children's Hospital, is locally significant under Criterion A in the area of Health/Medicine. It provides an excellent



Source: Arizona Republic, July 19, 1942

example of the type of program and institutional development brought about by the New Deal. Built in 1941 as a Work Projects Administration (WPA) project, the hospital is located on a five-acre tract, encompassing a full city block between 18th, 19th, Garfield and McKinley streets. For over 30 years, the hospital was the heart and home of the state's crippled children's services as established under the Social Security Act of 1935. Here, thousands of children who, through injury or illness needed medical and other services, were given the care they needed to help them recover and achieve a productive life. While the building has experienced some alterations and additions over the years, it still retains sufficient integrity to convey its historic significance. The City of Phoenix Housing Department plans to remove the later additions and restore the building to its historic appearance.

STUDIES AND POLICIES

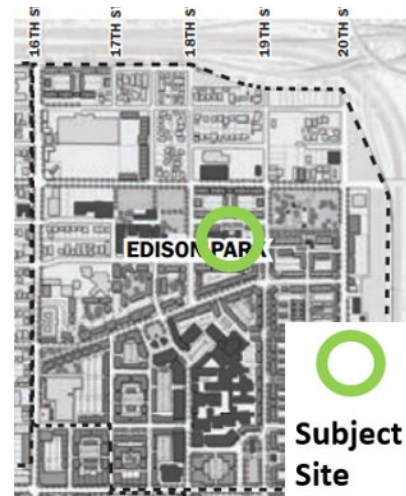
- 6. The Transit Oriented Development Strategic Policy Framework is part of the city's General Plan which identified planning typologies to describe urban environments. The subject site is under a mile away (approximately 4,564 feet) from the 24th Street light rail station and just under a mile away (approximately 5,120 feet) from the 12th Street light rail station. The identified TOD Place Type

for the 24th Street light rail station area is Minor Urban Center. Minor Urban Center is a place type characterized by medium to low intensity, with building heights typically from two to five stories, with incentive heights of up to seven stories. Land uses may include entertainment, retail, mid-rise living and office employment. The identified TOD Place Type for the 12th Street light rail station area is Major Urban Center. Major Urban Center is a place type characterized by medium to high intensity, with building heights typically from four to eight stories, with incentive heights of up to fifteen stories. Land uses may include entertainment, retail, mid-rise living and office employment. The proposed adaptive reuse of the historic building for an employment and education center generally falls within the parameters of the Minor Urban Center place type.

7. The site is located within the Eastlake-Garfield TOD (Transit Oriented Development) District, the boundaries for which are Interstate 10 on the east and north, 7th Street on the west, and the Union Pacific Railroad on the south. The Policy Plan adopted for the Eastlake-Garfield TOD District provides a blueprint for fully achieving the transformative potential of light rail in a sustainable manner. Changes advocated in the plan can lower transportation costs for residents, create new business opportunities, encourage active, healthy lifestyles, ensure Phoenix increases its competitive advantage in the global marketplace, and improve prosperity by growing the economy in locations with existing infrastructure and public services. In order to realize the implementation of the Vision and Master Plan for the Eastlake-Garfield TOD District, one key recommendation is the implementation of the Walkable Urban Code, a form-based zoning code.

Figure F: Priority Development Area Map

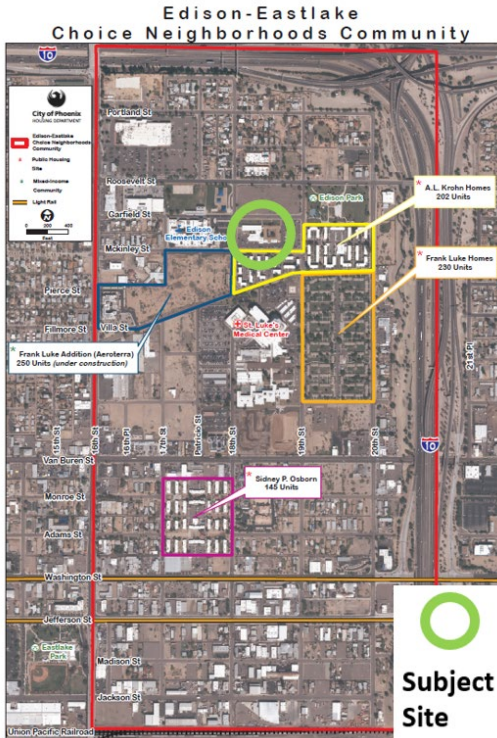
The subject site is within the Edison Park Priority Development Area identified in the Eastlake-Garfield TOD Policy Plan. Priority Development Areas are targeted for additional real estate development, housing, and business investment. They take advantage of key assets, such as light rail stations, established neighborhoods, city owned housing properties, St. Luke's Medical Center, and the iconic vintage character of Van Buren Street. These areas also had the most community support for redevelopment and need for focused investment. The proposal to provide an employment and education center is compatible with the level of investment referenced in the Eastlake-Garfield TOD Policy Plan.



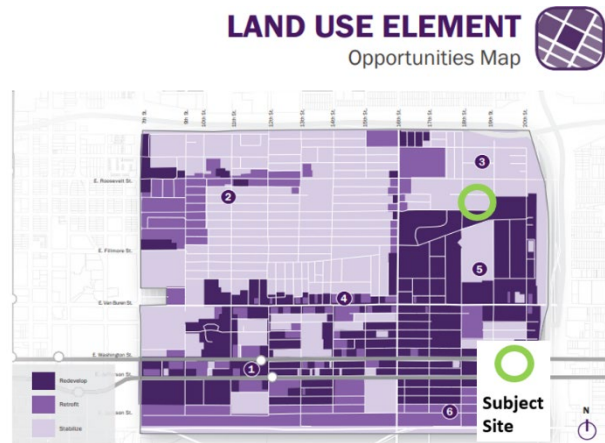
Source: Eastlake-Garfield TOD Policy Plan, City of Phoenix Planning and Development

8. The site is also within the Choice Neighborhoods Planning and Action Grant Area. The grant from the Department of Housing and Urban Development (HUD) is to assist in transforming distressed neighborhoods and public housing into mixed-income neighborhoods linking housing improvements with appropriate services, schools public assets, transportation, and access to jobs. The Policy Plan envisioned the receipt of this grant. The Eastlake-Garfield TOD Policy Plan, in the Land Use Element, mapped areas to stabilize, retrofit and redevelop. The subject site is illustrated to be stabilized; and the proposal to adaptively reuse the historic building meets the land use map designation. The proposal also meets the intended goal of the Choice Neighborhoods Program to provide neighborhoods services in the area.

Figure G: Choice Neighborhoods Map Figure H: Land Use Element Opportunities Map



Source: City of Phoenix Housing Department



Source: Eastlake-Garfield TOD Policy Plan, City of Phoenix Planning and Development

9. Tree and Shade Master Plan

The Tree and Shade Master Plan has a goal of treating the urban forest as infrastructure to ensure that trees are an integral part of the city's planning and development process. Toward that end, development of this site will contribute to the urban forest infrastructure through the provision of trees along the rights-of-way. Trees should be planted near the sidewalks to provide maximum shade and thermal comfort for pedestrians. The general development standards of the

Walkable Urban Code require that 75 percent of sidewalks and pedestrian ways be shaded.

10. **Complete Streets Guidelines**

In 2014, the City of Phoenix City Council adopted the Complete Streets Guiding Principles. The principles are intended to promote improvements that provide an accessible, safe, connected transportation system to include all modes, such as bicycles, pedestrians, transit, and vehicles. Stipulation No. 6 addresses pedestrian connectivity from the proposed building to all public sidewalks.

11. **Comprehensive Bicycle Master Plan**

The City of Phoenix adopted the Comprehensive Bicycle Master Plan in 2014 to guide the development of its Bikeway System and supportive infrastructure. Bicycle parking is a requirement of the Walkable Urban Code and is supported by the City of Phoenix Comprehensive Bicycle Master Plan. New development should be designed to support walking and bicycling. The development will be required to meet the bicycle parking requirements outlined in Section 1307.H. of the Zoning Ordinance.

12. **Reimagine Phoenix**

As part of the Reimagine Phoenix Initiative, the City of Phoenix is committed to increasing the waste diversion rate to 40 percent by 2020 and to better manage its solid waste resources. The applicant stated that the project will incorporate recycling as bins for recycling will be provided within the building as well as a larger recycling dumpster outside.

COMMUNITY INPUT SUMMARY

13. From the time the case was filed to the time the staff report was written, no correspondence by the public was received by staff.

INTERDEPARTMENTAL COMMENTS

14. The Water Services Department commented that per City Code Chapter 37-33, all public streets bounding (along property frontage) and within a proposed development must have public water mains within them, if none exists, developers must install. Further, available capacity is a dynamic condition that can change over time due to a variety of factors.
15. The Floodplain Management division of the Public Works Department indicated that the parcel is not located in a Special Flood Hazard Area (SFHA), but located in a Shaded Zone X, on panel 2210 L of the Flood Insurance Rate Maps (FIRM) dated October 16, 2013.

16. The Fire Department does not anticipate any problems with this case. They noted that the site and/or buildings shall comply with the Phoenix Fire Code and additional water supply may be required to meet the required fire flow per the Phoenix Fire Code.
17. The Aviation Department requires that the property owner record a Notice to Prospective Purchasers of Proximity to Airport in order to disclose the existence, and operational characteristics of City of Phoenix Sky Harbor International Airport (PHX) to future owners or tenants of the property. The Aviation Department also requires that the project receive a No Hazard Determination from the FAA. These are addressed in Stipulation Nos. 1 and 2.
18. The site is located in a larger area identified as being archaeologically sensitive. If further review by the City of Phoenix Archaeology Office determines the site and immediate area to be archaeologically sensitive, and if no previous archaeological projects have been conducted within this project area, it is recommended that archaeological Phase I data testing of this area be conducted. Phase II archaeological data recovery excavations may be necessary based upon the results of the testing. A qualified archaeologist must make this determination in consultation with the City of Phoenix Archaeologist. In the event archaeological materials are encountered during construction, all ground disturbing activities must cease within a 33-foot radius of the discovery and the City of Phoenix Archaeology Office must be notified immediately and allowed time to properly assess the materials. This is addressed in Stipulation Nos. 3 through 5.
19. The Office of Pedestrian Safety within the Street Transportation Department commented on detached sidewalks, landscaping, shade, lighting, fencing and pedestrian access to all public sidewalks. While most of the comments are addressed through the standards of the Walkable Urban Code, connectivity to public sidewalks is addressed in Stipulation No. 6.
20. The Street Transportation Department required visibility triangles at all four corners of the site and that all improvements comply with City of Phoenix and ADA standards. These are addresses in Stipulation Nos. 7 and 8.
21. The Public Transit Departments commented on clearly defined, accessible pathways to connect all building entrances and exits and all public sidewalks utilizing the minimum possible distance and providing the most direct route. This is addressed in Stipulation No. 6.

OTHER

22. Development and use of the site is subject to all applicable codes and ordinances. Zoning approval does not negate other ordinance requirements. Other formal

actions such as, but not limited to, zoning adjustments and abandonments, may be required.

Findings

1. The proposal is consistent with the General Plan Land Use Map designation of Public/Quasi-Public.
2. The proposed development is within the Eastlake-Garfield TOD District and is compatible for the vision of this parcel and area.
3. The proposal to adaptively reuse the existing historically designated building for an employment and education center use is consistent with the Land Use Section of the Eastlake-Garfield TOD District Policy Plan.

Stipulations

1. The developer shall provide a No Hazard Determination for the proposed development from the FAA pursuant to the FAA's Form-7460 obstruction analysis review process, prior to construction permit approval, as per plans approved by the Planning and Development Department.
2. The property owner shall record documents that disclose the existence, and operational characteristics of Phoenix Sky Harbor Airport to future owners or tenants of the property. The form and content of such documents shall be according to the templates and instructions provided which have been reviewed and approved by the City Attorney.
3. If determined necessary by the Phoenix Archaeology Office, the applicant shall conduct Phase I data testing and submit an archaeological survey report of the development area for review and approval by the City Archaeologist prior to clearing and grubbing, landscape salvage, and/or grading approval.
4. If Phase I data testing is required, and if, upon review of the results from the Phase I data testing, the City Archaeologist, in consultation with a qualified archaeologist, determines such data recovery excavations are necessary, the applicant shall conduct Phase II archaeological data recovery excavations.
5. In the event archaeological materials are encountered during construction, the developer shall immediately cease all ground-disturbing activities within a 33-foot radius of the discovery, notify the City Archaeologist, and allow time for the Archaeology Office to properly assess the materials.

6. The developer shall provide at least one accessible pedestrian pathway from the sidewalk on 18th Street, 19th Street, Garfield Street and McKinley Street to a building entrance, as approved by the Planning and Development Department.
7. The developer shall dedicate a 20-foot right-of-way triangle at all four corners of the property, as approved by the Planning and Development Department.
8. The developer shall construct all streets within and adjacent to the development with paving, curb, gutter, sidewalk, curb ramps, streetlights, median islands, landscaping and other incidentals, as per plans approved by the Planning and Development Department. All improvements shall comply with all ADA accessibility standards.

Writer

Sarah Stockham

June 10, 2020

Team Leader

Samantha Keating

Exhibits

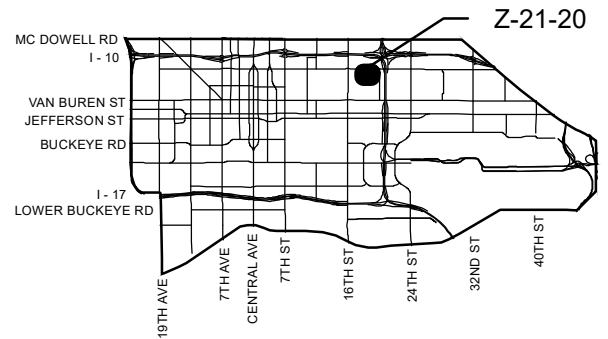
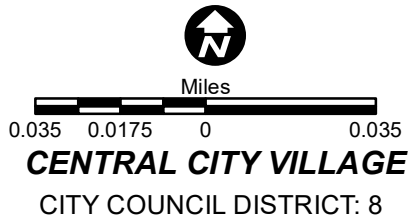
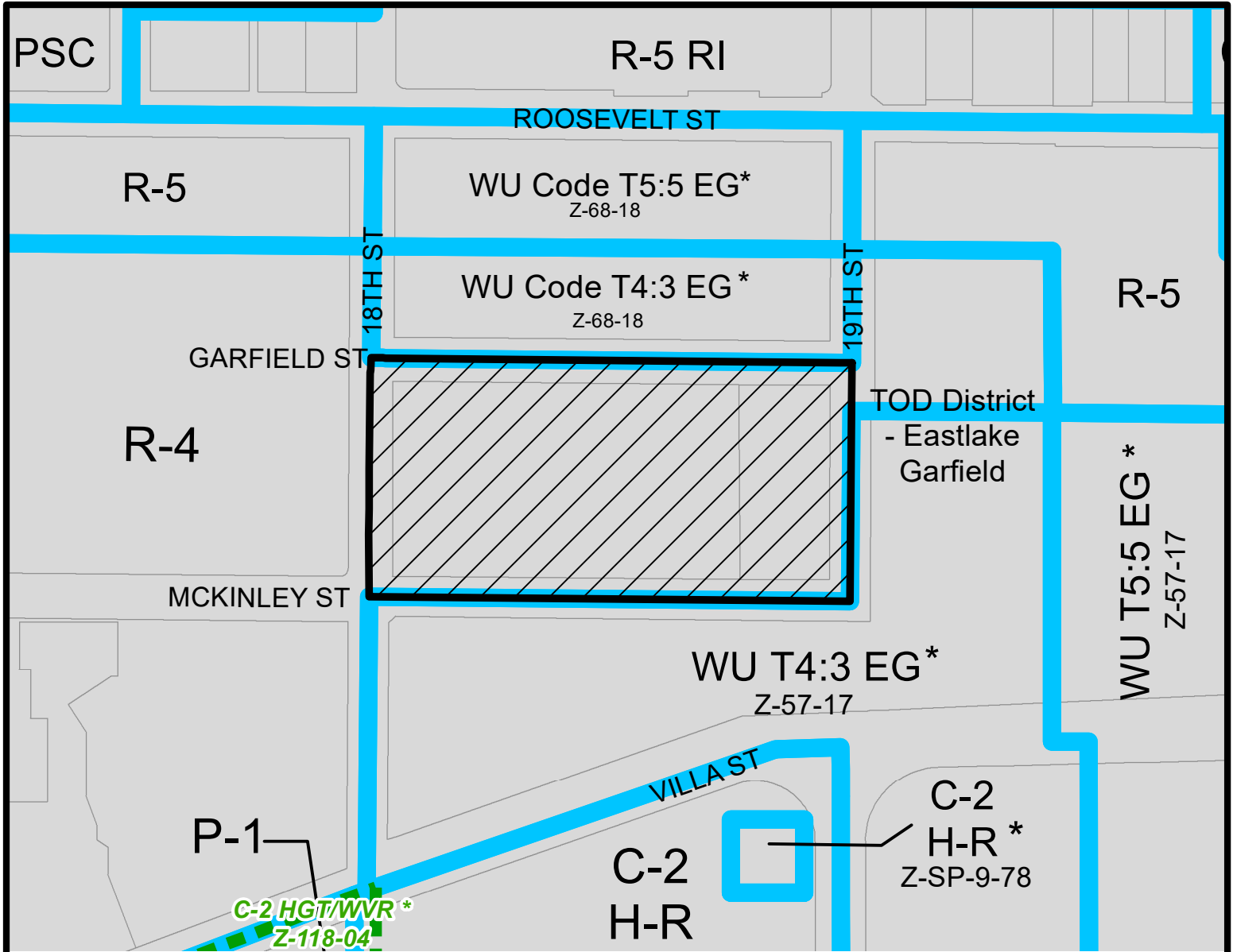
Sketch Map

Aerial Map

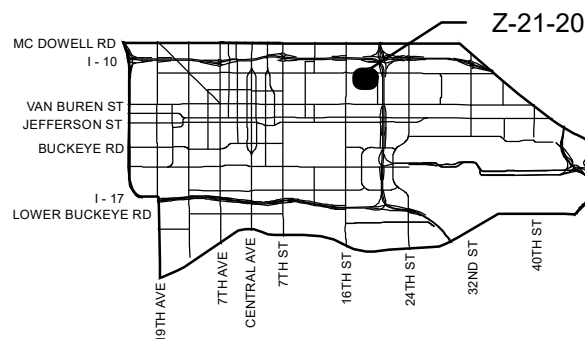
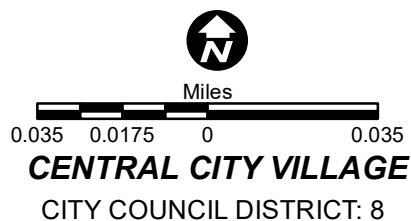
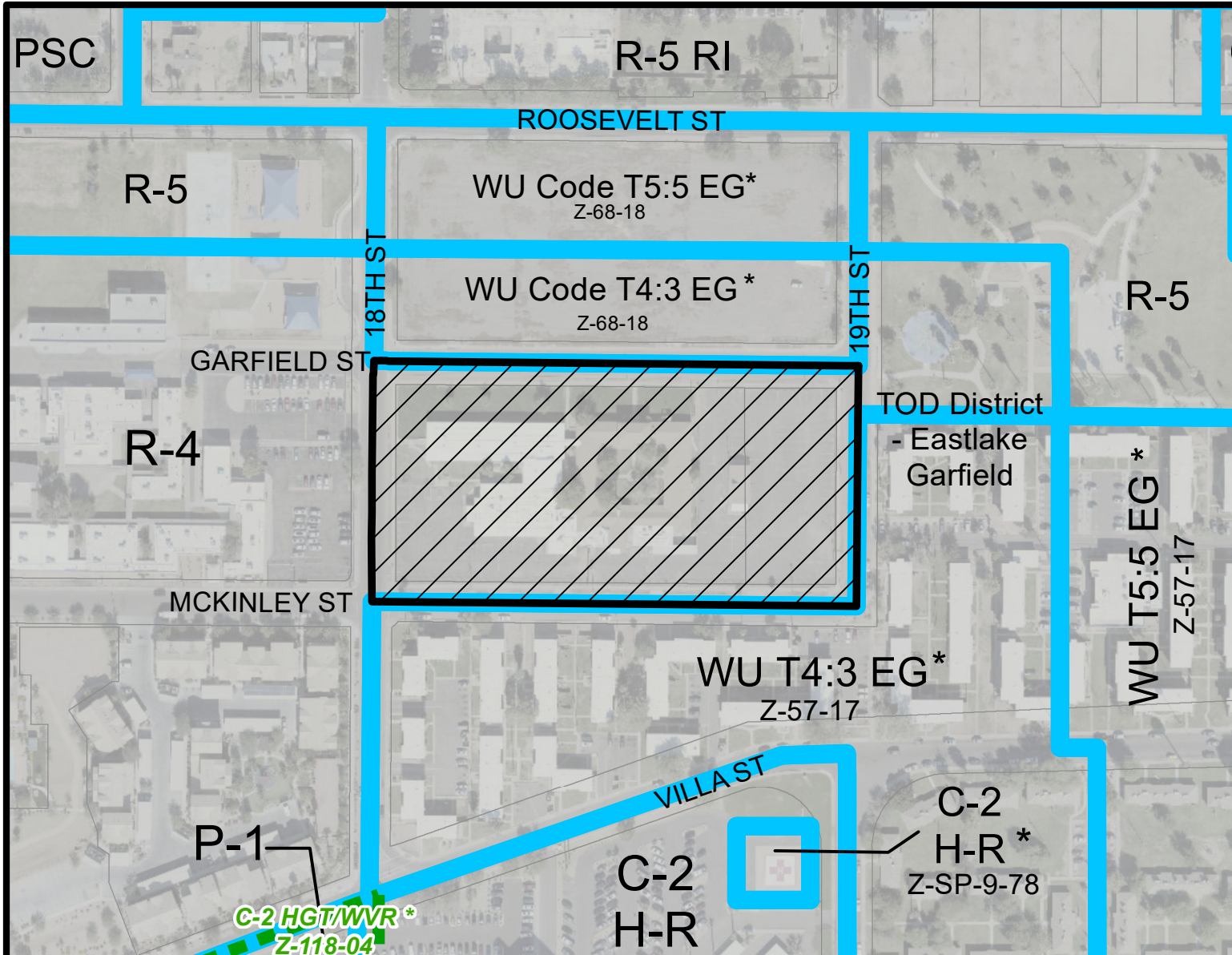
Site Plan Date Stamped May 7, 2020

Elevations Date Stamped May 7, 2020

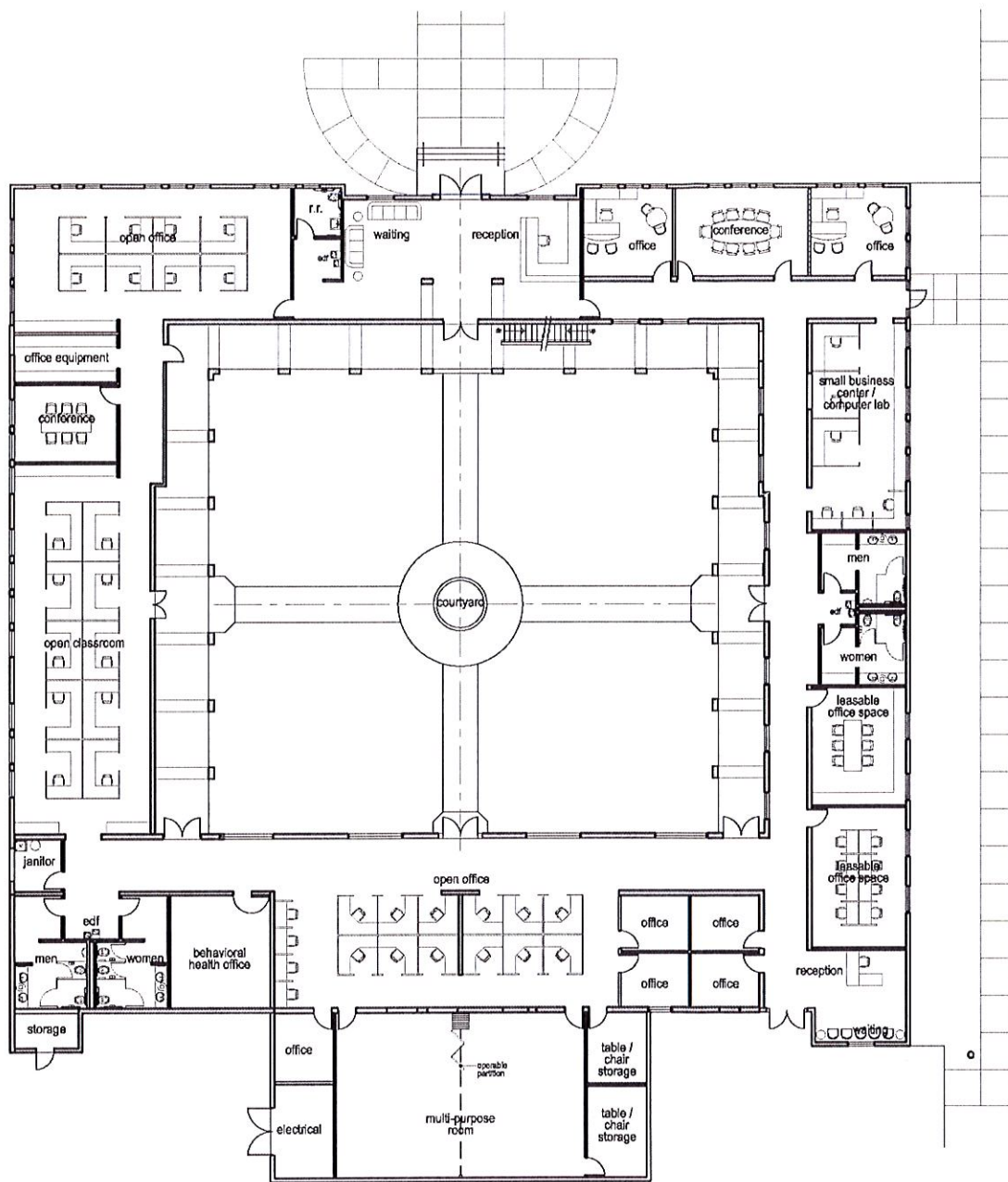
Historic Preservation Narrative



APPLICANT'S NAME: City of Phoenix		REQUESTED CHANGE:	
APPLICATION NO. Z-21-20	DATE: 5/18/2020 REVISION DATES:	FROM: R-4 (4.91 a.c.)	
GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX. 4.91 Acres	AERIAL PHOTO & QUARTER SEC. NO. QS 11-31	ZONING MAP F-9	TO: WU Code T5:2 EG HP (4.91 a.c.)
MULTIPLES PERMITTED R-4 WU Code T5:2 EG HP	CONVENTIONAL OPTION 142 No Maximum		* UNITS P.R.D. OPTION 171 N/A
* Maximum Units Allowed with P.R.D. Bonus			



APPLICANT'S NAME: City of Phoenix		REQUESTED CHANGE:	
APPLICATION NO. Z-21-20		FROM: R-4 (4.91 a.c.)	
DATE: 5/18/2020 REVISION DATES:		TO: WU Code T5:2 EG HP (4.91 a.c.)	
GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX.			
4.91 Acres		AERIAL PHOTO & QUARTER SEC. NO.	
QS 11-31		ZONING MAP	
F-9		* UNITS P.R.D. OPTION	
MULTIPLES PERMITTED		CONVENTIONAL OPTION	
R-4		142	
WU Code T5:2 EG HP		No Maximum	
* Maximum Units Allowed with P.R.D. Bonus		171	
		N/A	



conceptual floor plan

not to scale



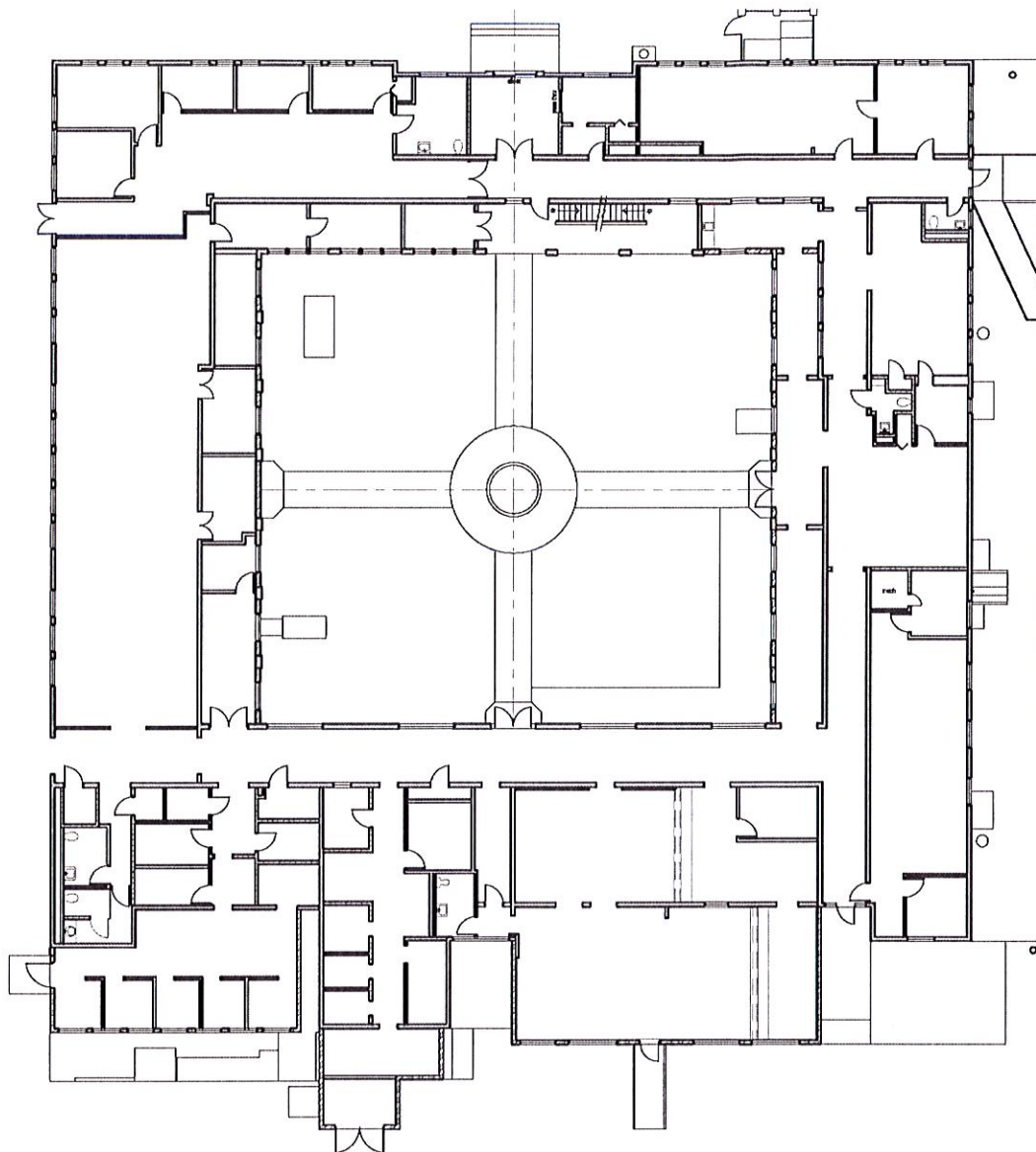
wall types legend

ORIGINAL +/- 8" THICK CAST-IN-PLACE CONCRETE
LOAD BEARING WALL

CITY OF PHOENIX

MAY 07 2020




**Planning & Development
Department**

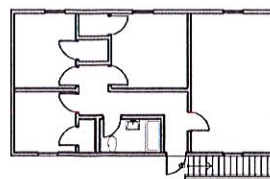


as-found floor plan

not to scale

wall types legend

-  ORIGINAL +/-8" THICK CAST-IN-PLACE CONCRETE LOAD BEARING WALL
-  ORIGINAL 6" THICK CONCRETE MASONRY UNITS
-  NON-ORIGINAL 8" THICK CONCRETE MASONRY UNITS



as-found upper level floor plan

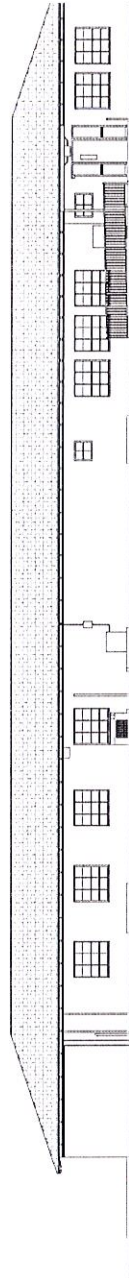
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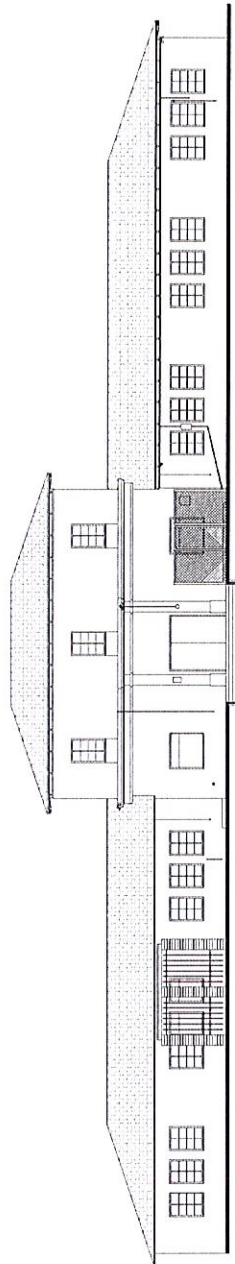
CITY OF PHOENIX

MAY 07 2020

**Planning & Development
Department**



as-found east elevation
SCALE: 3/8" = 1'-0"



as-found north elevation
SCALE: 3/8" = 1'-0"

CITY OF PHOENIX

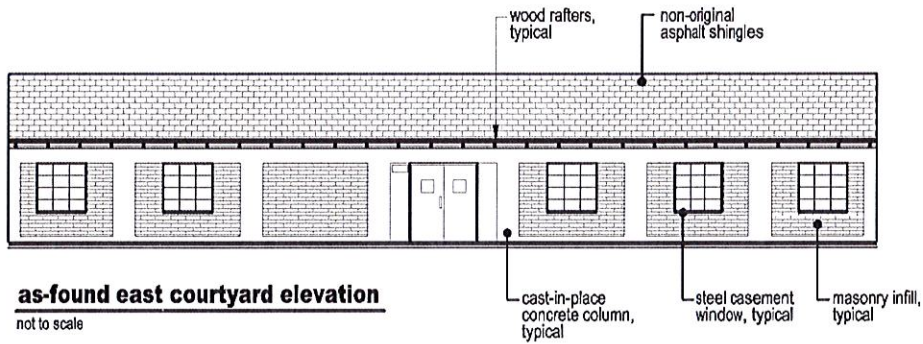
MAY 07 2020

**Planning & Development
Department**



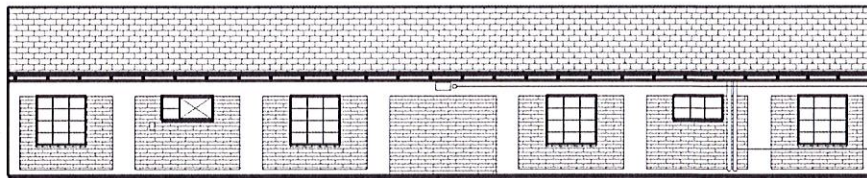
as-found north courtyard elevation

not to scale



as-found east courtyard elevation

not to scale



as-found west courtyard elevation

not to scale



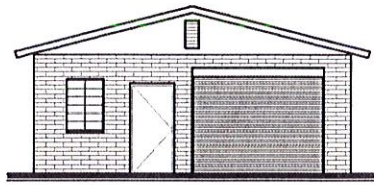
as-found south courtyard elevation

not to scale

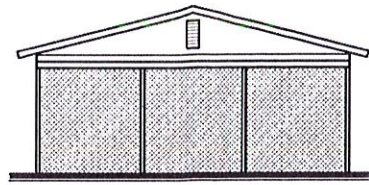
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MAY 07 2020

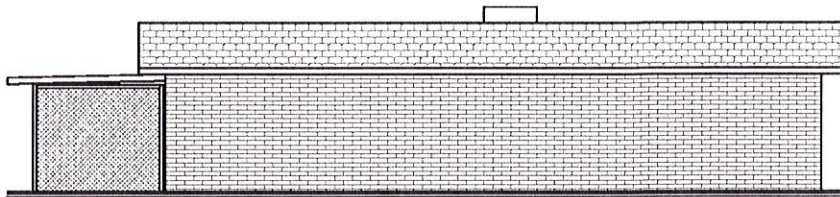
**Planning & Development
Department**



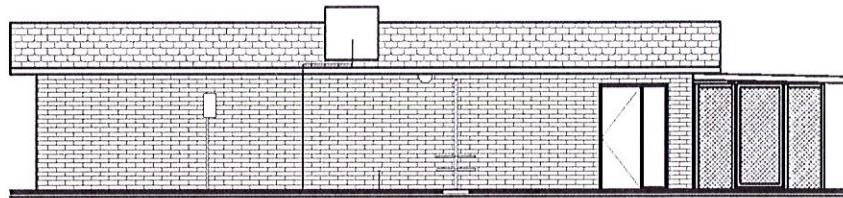
as-found north elevation
not to scale



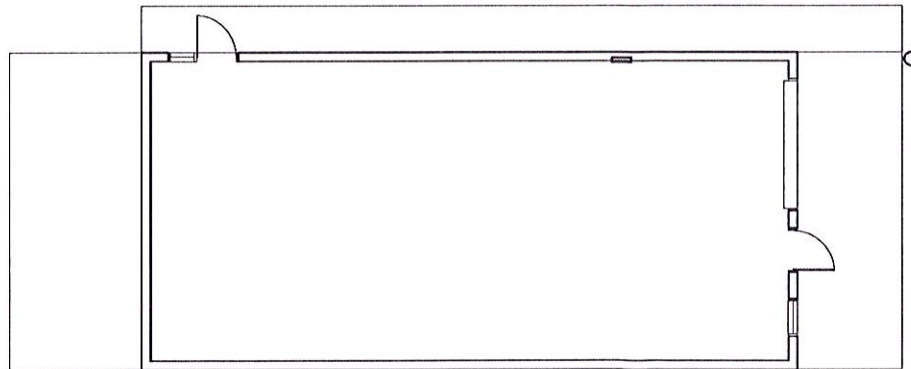
as-found south elevation
not to scale



as-found east elevation
not to scale



as-found west elevation
not to scale



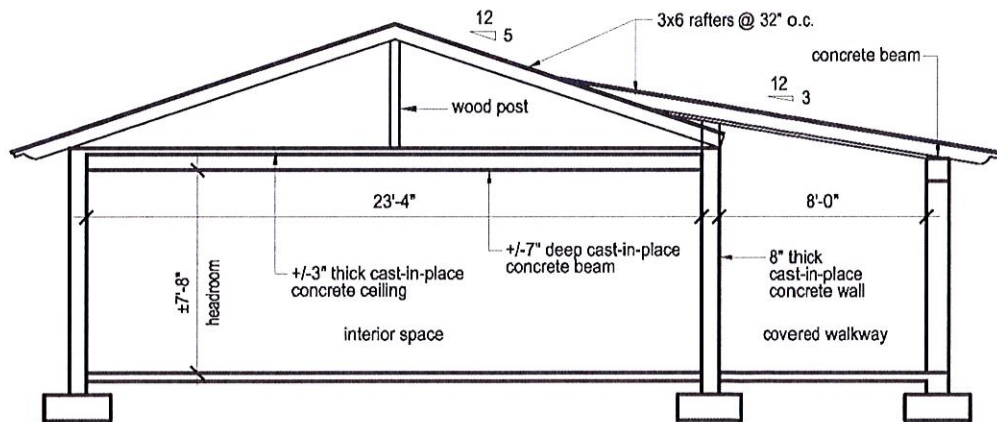
as-found floor plan
not to scale



CITY OF PHOENIX

MAY 07 2020

**Planning & Development
Department**



typical section thru building

SCALE: 3/16" = 1'-0"

 cast-in-place concrete

CITY OF PHOENIX

MAY 07 2020

**Planning & Development
Department**



STATIONPOINTSTUDIO.COM

Crippled Children's Hospital

1825 E. Garfield St.

The Crippled Children's Hospital, located at 1825 E. Garfield, was a significant structure in the history of Phoenix, providing an excellent example of the type of program and institutional development brought about by the New Deal. Built in 1941 as a Work Projects Administration (WPA) project, the hospital is located on a five-acre tract, encompassing a full city block between 18th, 19th, Garfield and McKinley streets. For over 30 years, the hospital was the heart and home of the state's crippled children's services as established under the Social Security Act of 1935. Here, thousands of children who, through injury or illness needed medical and other services, were given the care they needed to help them recover and achieve a productive life.

Background

Throughout the United States, the early decades of the 20th century were characterized by wide-spread poverty and economic insecurity. Many families lived at subsistence level with little or no savings amid growing wealth inequality. Labor unrest, high unemployment, and ongoing, world-wide threats to the social, financial and political order limited opportunities for marginalized families to improve their lot. Lack of medical and other care for children with crippling injuries and diseases often meant they were consigned to lives of isolation and poverty. This was especially urgent in rural areas and elsewhere into the early 1950s while infantile paralysis (polio) was still epidemic in this country.

In 1935, President Franklin D. Roosevelt called for legislation to "prevent or at least reduce the effects of the major hazards threatening family life and individual welfare." The resulting historic Social Security Act of 1935 included provisions for maternal and child health services, with targeted services for crippled children under Title V, Part 2. This landmark legislation was the first program to provide medical care supported by federal grants-in-aid to the states, with the first allocation of federal dollars appropriated in 1936. At the state level, Title V programs were administered by the crippled children's division of the Arizona State Board/Department of Social Security & Welfare.

Prior to federal funding, services for crippled children were greatly dependent upon private resources and local initiative. Dr. Ralph Palmer, president of the Phoenix Rotary Club, is credited for organizing the Arizona Society for Crippled Children in late 1929. This organization was well-supported in the community and by May 1930 reported a membership of 400. In addition to helping to generate funds, volunteers, and community and political backing, the Society also produced – through the efforts of Miss Ruth Wendell, field secretary, and Miss Helen Bishop, recording secretary—a comprehensive state-wide survey of child welfare problems. This survey was aligned with the federal objective to find the children. Essentially, the federal government was saying "do not wait for these children who need care to be brought to you; find them – wherever they may be—and bring them in." As reported in the *Arizona Republic*, there were approximately 1,700 to 2,000 crippled children in Arizona as of September 1937.

Securing a Hospital

With initial allocations of Title V funds, children in Phoenix and the northern areas of the state received medical care through Good Samaritan hospital and convalescent care in foster homes provided by graduate nurses. During the day, the children were transported to local hospitals for treatments. In March 1938, a private residence at Central & Glendale was rented by the state to provide children with convalescent services and treatment in a home-like atmosphere. By the time the new hospital was put into service, an average of 25 to 30 children were being cared for in this facility.

By 1940, the state finally obtained a WPA allotment to construct a hospital for crippled children. This was after a newsworthy but futile attempt in 1937 by Senator Carl Hayden to secure legislation for a federal land grant to the state that would have financed the construction and maintenance of the hospital.

The five-acre hospital site was donated by Mr. & Mrs. Christopher G. Simpson, a prominent wealthy couple from Chicago and Arcadia who had been regular visitors to the Valley since 1930. According to numerous mentions in the *Arizona Republic* over nearly two decades, the Simpsons kept a busy social calendar while in Phoenix, attending parties and other events along with prominent Phoenixians such as the Goldwaters, Tovreas and Bartletts. In 1938, they purchased the Arcadia home of Henry Coerver, a leading figure in Arizona banking who was president of the First National Bank of Arizona when he died in 1947.

How the Simpsons came to own the land and why they donated it are not known, but their generosity appears to have been most important to the success of the project and was frequently cited in news items about the new hospital. In announcing the donation of the building site to the state, Mr. Harry Hill, commissioner of the State Social Security & Welfare Board, commented, "The gratefulness of the state should be expressed to the donors of this land which was offered six months ago and made it possible for the board to finance the project." He also commented that their donation was "a testimony of their appreciation for what Arizona climate has done for them."

As with all WPA projects, the construction of the hospital was a federal-local partnership with the actual construction done by WPA workforce. Total cost of roughly \$116,000 was shared, with \$63,085 coming from the federal government and \$53,493 from the state. Phoenix city government also contributed. In the December 8, 1940, article, it was stated "that the city has agreed to improve the entire site and will cooperate in every way in putting the convalescent home on an operating basis as early as possible." The city's support for the hospital may have been motivated in part because it was located next to the city's Frank Luke, Jr., slum clearance project. One of three housing initiatives for low-income families then under construction by the Phoenix Housing Authority, the new Frank Luke, Jr., Housing Project was dedicated in January 1942, six months before the hospital opened.

Architect for the hospital was Orville A. Bell, a prominent and prolific Phoenix architect who had recently completed work as designer and architect for the 1938 wing of the state capitol. A native of Maine, Bell was born in 1904 and graduated from Ohio State University with a bachelor's degree in architectural

engineering in 1927. After arriving in Phoenix, he worked in partnership with V. O. Wallingford, a well-established Phoenix architect. The first building Bell is known to have designed with Wallingford was a two-story Mediterranean style house, a drawing of which was featured in the *Arizona Republican* on February 12, 1929.

Bell continued to design houses, many custom and semi-custom, but is probably best known for his work on commercial and civic structures. He also worked—alone and with other architects—on projects in cities and towns throughout Arizona, including: schools in Williams, Flagstaff, Tempe, Chandler, Kingman, Coolidge, and Eloy; the National Guard Armory in Prescott, and a Baptist church in Flagstaff. Bell's projects in Phoenix include pre-war houses in North Encanto and Encanto-Palmcroft, the Arizona National Guard Building in Woodland Park, the Matthew Henson Housing Project, the El Encanto Apartments on Central Avenue, and several estate homes in the North Central corridor. Many of Bell's public projects, e.g., the addition to the capitol, the schools, the Woodland Park Armory building, and Matthew Henson housing project, involved federal funds, suggesting he would have been comfortable with WPA requirements for the design and construction of the hospital.

A ground-breaking ceremony for the hospital was held on February 5, 1941, although actual construction was delayed until April that year due to lack of WPA workforce. After 15 months of construction, the hospital was ready to be opened and a formal dedication was held in the evening of July 19, 1942. By all appearances, this was a major community event, attended by "some 1,000 persons," with speeches by Governor Sidney P. Osborn; W. J. Jamieson, state administrator of the Work Projects Administration; Harry W. Hill, commissioner, State Department of Social Security & Welfare; and Dr. Edith P. Sappington, U.S. Children's Bureau. Music was provided by the WPA concert orchestra.

The Building

The hospital was designed in the Southwestern Mission style and built as a hollow square 152 feet by 159 feet, with the entrance facing north to Garfield Street. Each section was 22 feet wide, providing a total of 12,311 square feet on the ground floor. All four sections were one-story high except the portion over the entrance where a second floor was built for nurses' quarters. A frame garage and laundry building were located separate from the main structure. The entire layout was designed and built to allow other units to be added as funds became available.

Consistent with Mission style, the building had a 10-foot covered loggia on the inside which created a patio, roughly 80 feet square. The patio provided beautiful outdoor space for patients and staff, complete with lawn, center fountain and several walk ways. Just as importantly, this design ensured outdoor views from two sides of all wards and departments.

In a brief *Arizona Republic* item on April 27, 1941, announcing the start of construction, it was reported that the structure would have "a red tile roof and painted concrete block walls." The article also reported the "building permit issued was for \$100,000 and the structure rated as a Class B hospital." Interestingly, several other news articles published before and after the hospital was opened referred to Class A construction, with floors, walls and ceilings made of reinforced concrete. The actual building

permit, No. 4600, dated April 11, 1941, identifies it as a Class B hospital with an estimated project cost of \$100,000.

From an *Arizona Republic* article on the day of the dedication ceremony --July 19, 1942 -- much is learned about how the building was laid out:

- To the front – offices, reception rooms and the like were on either side of the entrance; in a basement below the entrance was the heating plant; above the entrance was the only two-story section of the building which had a suite for student nurses, including a kitchenette; stairs to the second floor were outside on the patio.
- On the east side – shower rooms, gymnasium, examination rooms and various treatment rooms.
- At the rear – the dining room, kitchen, storage and refrigerator rooms, and cooling plant.
- On the west side - two large wardrooms, each with a capacity of 25 beds.

This same article boasted that “The latest developments for heating and cooling a building of this type have been installed and the electrical work follows the most modern trends for hospitals.” [Note: This article also referred to Class A construction.]

On the inside, the walls were painted a “soft green with coral beige trim, thus departing from the usual hospital white.” Again, there was mention of the patio – “windows are on both sides of the structure, so that the children may look into the patio with the loggia shading them from the glare of the sun.”

Although there is limited detail about the hospital interior, certain elements stand out that may reflect what was then an established (albeit somewhat outdated) ward plan attributed to Florence Nightingale –*the Nightingale ward*. A 19th century English social reformer and the founder of modern nursing, Nightingale had considerable influence on hospital design and management. She believed the environment had a strong effect on patient outcomes and introduced design principles to promote a hygienic, healthful and healing setting for patient care. Defining features of the Nightingale ward include long, narrow blocks/buildings of limited height, buildings oriented east-west, and large windows placed at regular intervals along both sides of the ward to ensure cross-ventilation and lots of sunlight. A typical Nightingale ward would contain 24-34 beds lined up along the sides of the ward, with space between the beds for good air circulation. While hospital architecture continued to evolve with a better understanding of immunity and how disease is spread, Nightingale’s notions about fresh air, good ventilation and good light remained influential. Additionally, although the large, open ward plan was giving way to smaller wards and patient bays by the early 20th century, the open ward model offered an important advantage: it made it easier for nursing staff to care for large numbers of patients, a consideration that may have influenced the decision to put two 25-bed wards in the new hospital.

The Crippled Children’s Hospital was a new, modern facility, thoughtfully designed for the needs of its special patients and much anticipated in the community. Challenges were ongoing, though, and due to a shortage of funds, the hospital had to open without being fully equipped. About a year later—

September 1943--an *Arizona Republic* article credited the role of the hospital in the “heroic fight” being waged against the crippling effects of polio, noting that “the hospital itself is part of this drama, every stick of furniture and equipment in it except the X-ray equipment having been begged from the generous pockets of Phoenixians after the state built the \$100,000 building and found itself without money to furnish it.”

Serving the Community

Children were moved into the new building in July 1942. In his speech at the ground-breaking ceremony, Commissioner Hill stated, “. . . the next institution will not be a hospital. Operations and special treatments will be given in other hospitals at present. The home will be a place to care for children who cannot be placed anywhere else very well while they are convalescing.” Initial capacity was 50 beds; other in-patient facilities included hydrotherapy, X-ray and cast rooms, gymnasium, classroom and wards. Here, young patients, many of whom had lengthy stays, would receive comprehensive medical, social, educational, and even vocational services--a progressive model of integrated services.

In addition, there were clinical facilities for outside patients. And most notably, there were specialized treatments for polio victims using the method developed by Sister Elizabeth Kenny, an Australian back-country nurse. At one point, one of the hospital’s physical therapy nurses was sent to Northwestern University in Illinois to study under Sister Kenney, who had moved to the U.S. by 1943.

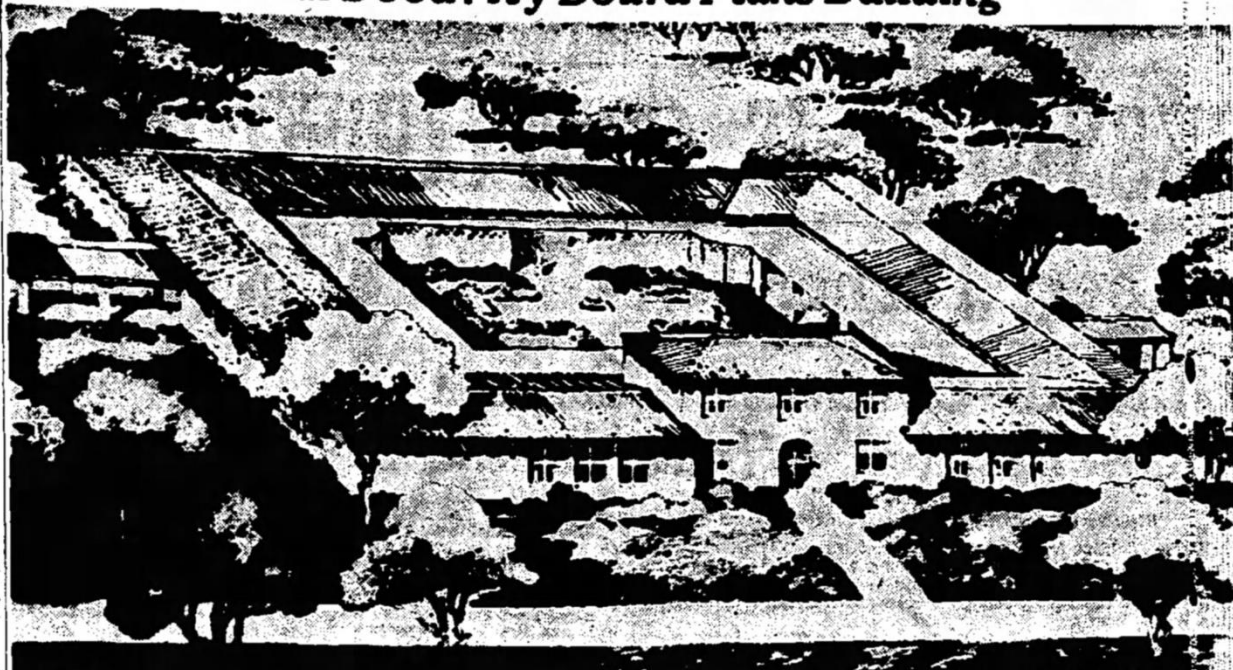
Also housed in the building were the administrative offices of the crippled children’s division of the Arizona Board of Social Security & Welfare, headed by Miss Ruth Wendell until her retirement in 1944. Miss Wendell was also named the first director of the new hospital.

Over the years, the scope of services offered at the hospital broadened: a surgical unit was added in 1959; a new wing was added in 1962, increasing the bed count to 100; and a cleft-palate clinic was added in 1966. In 1961, oversight of the hospital was transferred to the State Board of Crippled Children’s Services, a newly created, independent five-member board appointed by the governor. Most importantly, the demand for out-patient services grew dramatically, resulting in an acute shortage of space and the eventual decision to move to a larger facility. In 1973, the Crippled Children’s Hospital and services were moved to the former facilities of the Arizona State Tuberculosis Sanatorium, a 140-bed facility with ample room to expand outpatient and other services. [NOTE: The sanatorium, located at 200 N. Curry Road in Tempe, was also a WPA project, built in 1936.] Also, at this time the name of the institution was officially changed to the Arizona Children’s Hospital.

Concurrent with the move, the facility at 1825 E. Garfield was transferred to the state Department of Mental Retardation, to be used initially as an adjunct to what was then called the Arizona Children’s Colony in Coolidge.

By the early 1980s, changes in medicine and the business of health care convinced the legislature to transfer the care of patients to another provider and permanently close the children’s hospital as a state facility. In 1985, the state transferred possession of the Tempe facility to Arizona State University.

Social Security Board Plans Building—



DIRE NEED ANSWERED: The necessity of properly caring for crippled children in the state—at least some of them—while they are convalescing from operations to improve their condition, is to be answered by the construction of a home in Phoenix for such cases, it was announced yesterday by the Arizona State

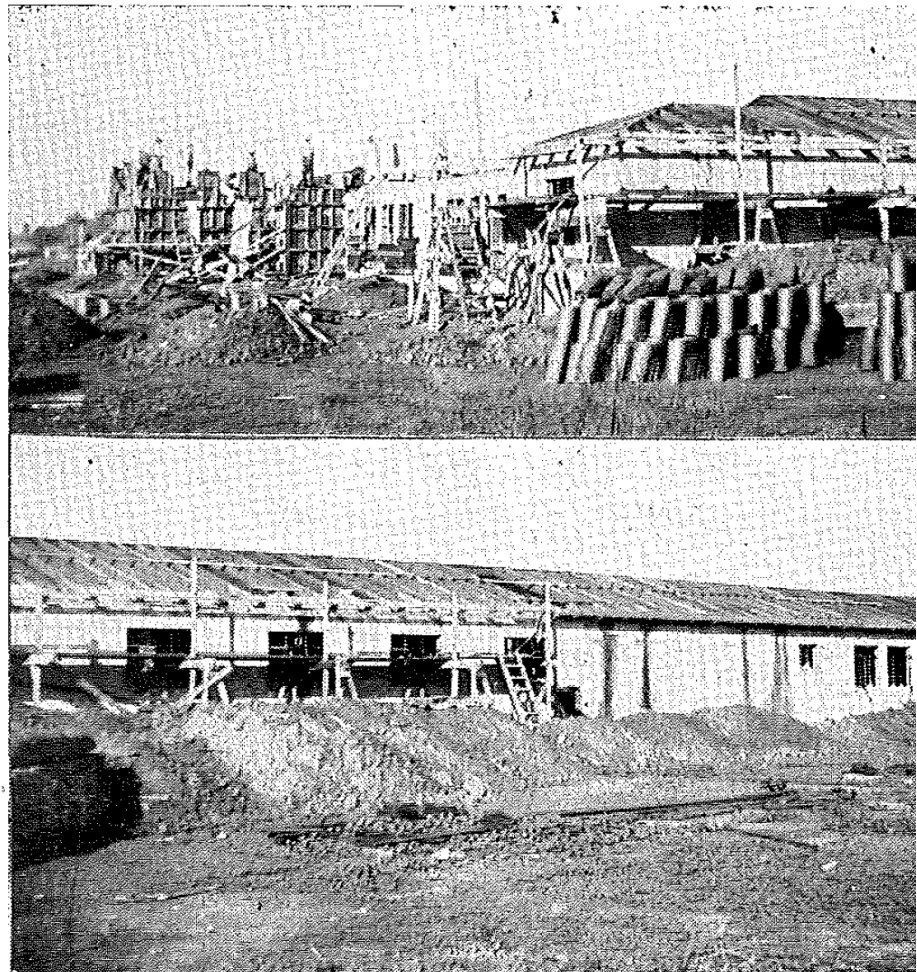
Department of Social Security and Welfare. The building and equipment will cost approximately \$120,000 and the building will be financed partially through a Work Projects Administration allotment. Above is the architect's sketch of the new home. The land, donated by Mr. and Mrs. C. G. Simpson, is located on the eastern edge of the city.

Arizona Republic, December 8, 1940



This new Convalescent Home for Crippled Children is now under construction on Garfield between 18th and 19th street.

Total cost is approximately \$116,578. Expenditures to date total \$35,964.29 of which the WPA has furnished \$23,621.27 and the state board, \$12,343.02.



Arizona Builder & Contractor, December 1941



Arizona Builder & Contractor, April 1942

New Hospital Unit Embodies Pleasing Architectural Lines-



RUTH E. WENDELL

DEDICATION PLANNED: Far more cheerful surroundings than ever before were available from now on will mark the work of those who seek to correct the ailments of children in the new Convalescent Home for Crippled Children at 18th and McKinley streets, which will be turned over to the state by the Work Projects Administration and dedicated in a formal ceremony at 8 o'clock tonight. The new building, which cost approximately \$126,000, has pleasing architectural lines. It surrounds a patio 80 feet square, in the center of which a fountain will play,

while windows from the children's wards will permit them to look across its green lawn. In the second story over the entrance is the suite for the resident nurses. Miss Ruth E. Wendell (left) who has been in charge of the crippled children's work in the state since it was placed on an organized basis in 1935, will be director of the new home. The building in the left rear is a portion of the garage and laundry unit, separate from the hospital. Land for the site was donated by Mr. and Mrs. Chris G. Simpson, Arcadia.—(Republic Staff Photo.)

Arizona Republic, July 19, 1942

Endnotes:

[1] Katherine B. Oettinger, "Title V of the Social Security Act: What It Has Meant to Children," *Social Security Bulletin*, (August 1960): p. 40.

[2] Ibid, 41.

[3] Ibid.

[4] "Structure's Site Given to Arizona," *Arizona Republic*, December 8, 1940.

[5] "New Building Will House 60 Patients," *Arizona Republic*, February 2, 1941.

[6] "Crippled Children's Home Dedicated in Patio Rites," *Arizona Republic*, July 21, 1942.

[7] Dr. Ruth Richardson, "Florence Nightingale and hospital design," *King's Collections: Online Exhibitions*, accessed January 11, 2019,
www.kingscollections.org/exhibitions/specialcollections/nightingale-and-hospital-deisgn.