

**THE
1925 CITY PLAN
FOR
EL PASO, TEXAS**



CITY PLAN COMMISSION

THE
CITY PLAN
OF
EL PASO, TEXAS

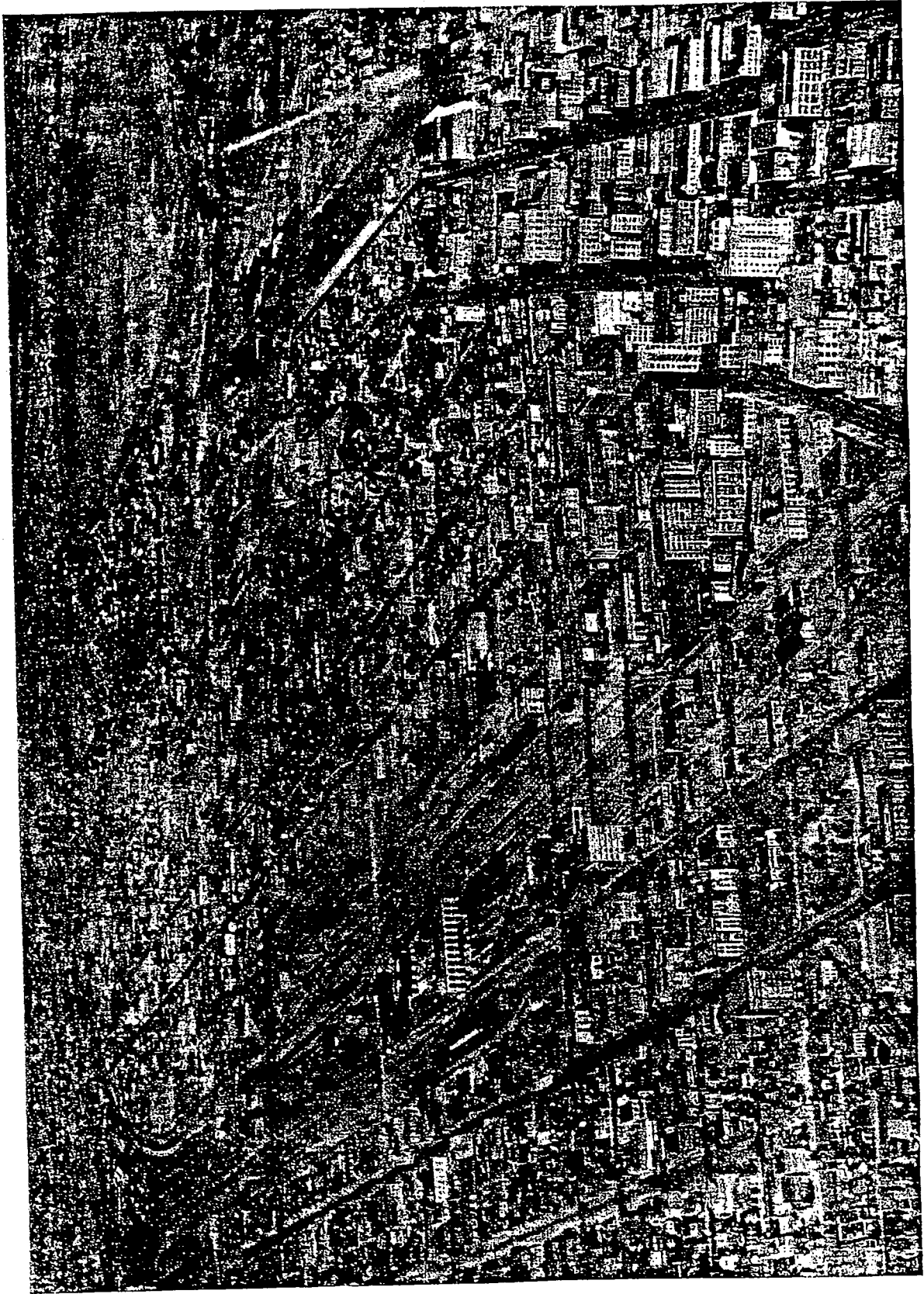
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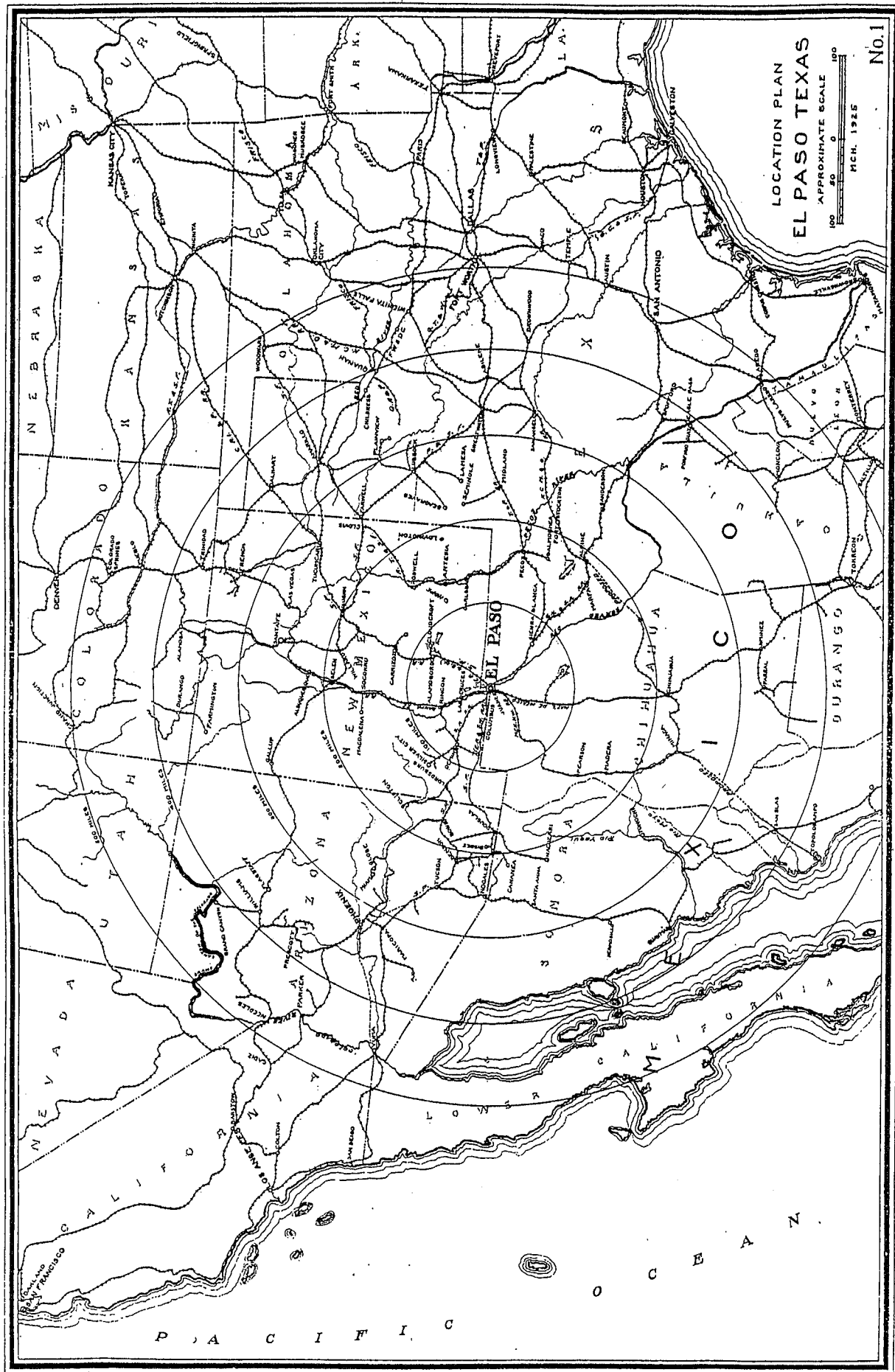
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Aerial view showing principal business district of El Paso and railroad yards (Photograph by First Photo Section, Air Service U. S. Army).

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LOCATION PLAN
EL PASO TEXAS

APPROXIMATE SCALE
100 50 0 50 100
MILES

MCH. 1925

No. 1

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GEORGE E. KESSLER

AND THE CITY PLAN

The facts narrated here are believed to have direct bearing on the value of this Report to the community, since George E. Kessler was the inspiration of most that is written in this book and his spirit remains El Paso's safest guide in the development of plans he outlined.—H. D. S.

GEORGE E. KESSLER'S honest sentiment, wise faith, and quiet fervor stimulated half a hundred cities to new conceptions of civic service, wholesome living, and completeness of design.

For every problem he had an aid to solution. For every doubt he had a greater faith. For every indication of man's failure to live up to his opportunities he had an apt illustration of man's splendid triumph over the evils of waste, of apathy, and of narrow selfishness.

His was a dauntless spirit, and an obstacle to him was only an interesting hazard in the game, never a thing to balk or discourage.

George E. Kessler was born in Germany in 1862. In infancy he came to America with his parents; he received the ordinary public school education but later specialized in college and under private tutors, and in European universities he completed courses of civil engineering, forestry, and botany.

At the age of 20 he was employed as landscape architect in Kansas City, Mo.; ten years later he became landscape architect for the city's park department; for 25 years he was in full charge, though he had already built up a large clientele among other cities as consultant in city planning and landscape work, and he remained consulting engineer for the Kansas City park and boulevard department until the end. Under his direction Kansas City invested \$22,000,000 in this constructive work, and was preparing to add \$10,000,000 more in the immediate future.

He was landscape architect for the St. Louis Exposition of 1904 and afterwards restored the site, now known as Forest Park. His work as consultant on city planning or as landscape architect affected the development of more than 40 important cities, besides numerous colleges, church establishments, cemeteries, state and national reservations and other public developments. During the war he directed the planning of many cantonments, including Camp Travis. At the time of his death he was engaged in one of the largest city planning tasks ever intrusted to an individual—a vast series of enterprises of the Long-Bell lumber interests in the northwest, involving not only the laying out of model industrial and residential towns for an expected population of 200,000, but the developing of world-trade shipping facilities and transportation lines on a titanic scale.

Among the cities upon which he left his impress perpetually, besides Kansas City, Mo., are St. Louis, Cincinnati, Indianapolis, Memphis, Syracuse, Denver, Dallas, and Salt Lake City, for all of which he did great work as consultant. Work of less com-

prehensive nature was done for more than 30 other cities. El Paso has the benefit now of the mature and well considered judgments of a man who stood at the head of his profession.

Upon the urgent invitation of a friend here, Mr. Kessler first visited El Paso about 1907, at his own expense and on his own time, and spent days here, looking into the city's developmental problems. During that visit he made several public addresses, which are remembered even now by those who received the message. Shortly after, a carefully drawn program of things necessary for El Paso to do by way of well ordered development was submitted to him for criticism. He patiently analyzed it and gave it his full approval as a practical and well balanced working project for this city. It is this schedule that forms the basis of the present Report, since it has not been necessary in 18 years to change the key elements, though the circumstances of the city's growth have necessitated additions and elaborations.

Since his first visit, Mr. Kessler kept in touch with El Paso by correspondence, and visited the city from time to time, always bringing fresh and inspiring ideas, which were at once transmitted to the community through newspaper articles. Thus El Paso received the benefit of his counsel freely given.

El Paso was not ready to do as other, clearer visioned cities had done—employ an acknowledged master to conduct a thorough survey and set out a definite and complete program for El Paso's present development and future growth. For many years, El Pasoans urged such a course upon every successive city administration, and upon civic bodies, but without result until 1919, when organized support at last appeared, and it was possible to proceed, as told elsewhere in this Report. Mr. Kessler finally was employed as consulting city plan engineer and landscape architect to the City Plan Commission, and, though he died in the midst of his work here, this Report represents its assembled results, and embodies his studies, his conclusions, and his recommendations; above all, it breathes his spirit. Now, at least, we know that we are on the right path.

George E. Kessler's technical attainments need no word of praise. His fame is securely graven in the fabric of the cities he helped to build and to guide. But it was not given to all to know intimately the fine nobility of his manhood.

Great of heart, his nature throbbed with human sympathy, generous and sincere. His personality and influence were wholesome, his motives pure.

He was kindly, and possessed something more refined and innate than what we call courtesy, admirable as that be—he was chivalrous, and chivalry is a precious thing in a man. He was gentle, even tender. His thought of service reached out first of all to the little children, whom he loved,



GEORGE E. KESSLER
1862-1923

Mr. Kessler, the most eminent landscape architect and city planning engineer of his time in America, was Consultant to the El Paso City Plan Commission while this Report was in preparation. His ardent spirit was its inspiration, and his wise counsel remains our safest guide.

and to mothers, and to the helpless and needy, and to the tired worker, the bearer of burdens.

This deep feeling of responsibility to the innocents, the unprotected, the weary ones, "the uncompensated majority" as he used to call the folk with whose greater happiness he charged himself—affected all his "city planning" work. And what beauty the prosaic work of the world takes on when thus illumined! He spent his heart in it. He worked for the joy of it, through sleepless nights and in the bed of sickness. Rest was a stranger to him. And the world grew more beautiful under his hand.

His mind was acute and analytic. He comprehended problems broadly and down to fundamentals. He isolated the difficulties and fought them down one by one.

His vision was so wide that it seemed he possessed a prophetic sense. In 33 years Kansas City has not found it necessary to depart from the principles of development and expansion he laid down a generation ago, or to revise his maps and plans except to extend them outward and elaborate

them with the needs of increasing population and new civic demands. He was adaptable and ready as needs developed, to help at the critical point.

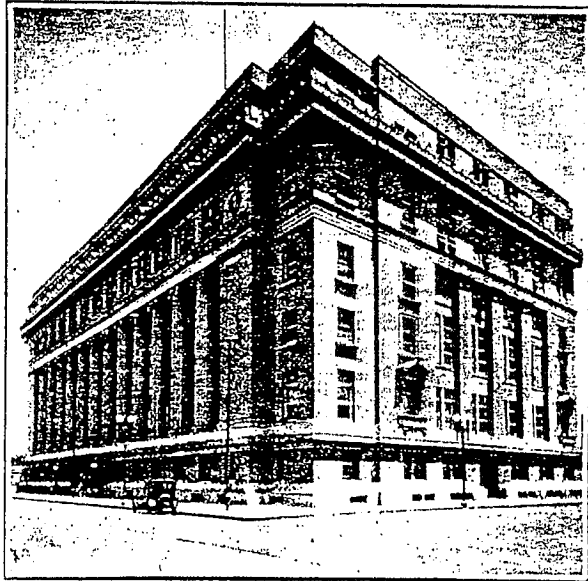
With something of the quick sensibility and delicacy of a poet, he brought to bear upon all his work an esthetic instinct that sensed the true in art from the false, and that could not bear to have beauty corrupted, either through ignorance of what beauty might be, or through putting the right thing in the wrong place. Whether in landscape gardening or in the broader aspects of city building, his touch was that of the artist, and he believed that the fine arts ought to accompany us everywhere in life, to inspire and refresh—for no one is immune to their influence.

All this was combined, in Mr. Kessler's well rounded nature, with an intense and sure practicality. He was no visionary. He saw facts and worked with facts. He took things and men as he found them and enlisted men to make things better. He was firm but not opinionated. In his business relations, meeting big men in big matters, he was tactful and reasonable, persuasive rather than a driver. Even tempered and quiet spoken, he gave the impression often of diffidence or indecisiveness, yet working beneath the unruffled surface was the power plant that got results and left no unfriendliness to rankle.

Mr. Kessler was that rare being, an artist who could teach business to business men, and leave them his grateful debtors.

Withal, he was the most modest of men. It was all but impossible to get him to talk about his work, to tell about what he had done in and for his world.

It is something that El Paso has known him, however slightly. It is much that he knew El Paso and believed in this city of ours and its promise of greatness and strength and beauty. El Paso is the richer for having a share in the memory of his faithful life of great service to mankind.



The \$900,000 Court House and Auditorium would form a part of the proposed Civic Center.

EL PASO FACTS

EL PASO, Texas, is a city of 100,000 population including suburbs (estimate 1925).

The city is connected by bridges over the Rio Grande with Ciudad Juarez, State of Chihuahua, Mexico, a city of 25,000 population.

Within 600 miles of El Paso in any direction there is no other city so populous or so important commercially and industrially as El Paso.

El Paso is the most important city south of Denver, between San Antonio, Texas, and Los Angeles, California.

El Paso's location at the most important gateway to Mexico helps to make the city the natural metropolis of the northern states of Mexico as well as of New Mexico, Arizona and Western Texas.

SPANISH-AMERICAN ELEMENT

This fact of location with reference to Mexico also gives rise to some city building problems peculiar to El Paso.

In the city's life the Spanish-American contribution is colorful, vivacious, and agreeable. El Paso has a unique opportunity to capitalize in numerous ways its exceptionally interesting cosmopolitanism.

HISTORICAL BACKGROUND

El Paso stands at the crossing of several of the oldest highways established by white men on this continent. When the first Spanish explorers came this way in 1598 they found Indian settlements and named the river crossing El Paso del Norte (the ford or pass of the north), a name which for nearly three centuries thereafter attached to the Mexican town south of the Rio Grande opposite the present El Paso in Texas.

White men settled in the region in 1632, the mission church in the present Ciudad Juarez, Mexico, opposite El Paso was founded 1659, missions (some of which still stand) were founded in the El Paso Valley on the north bank of the Rio Grande

in 1682, but the first settlement on the precise site of the present Texas city was in 1827 when Juan Maria Ponce de Leon established a ranch there.

At the close of the war with Mexico, the post office of Franklin was established, and in 1858 the townsite of El Paso, Texas, was surveyed as part of the present townsite. Growth as a trading center, a station on the overland stage routes, and military post was slow but fairly substantial. The population, however, numbered only a few hundred, when, in 1881, the first railroads came and the growth of the modern city began. Today the property values exceed \$150,000,000.

POPULATION AND GROWTH

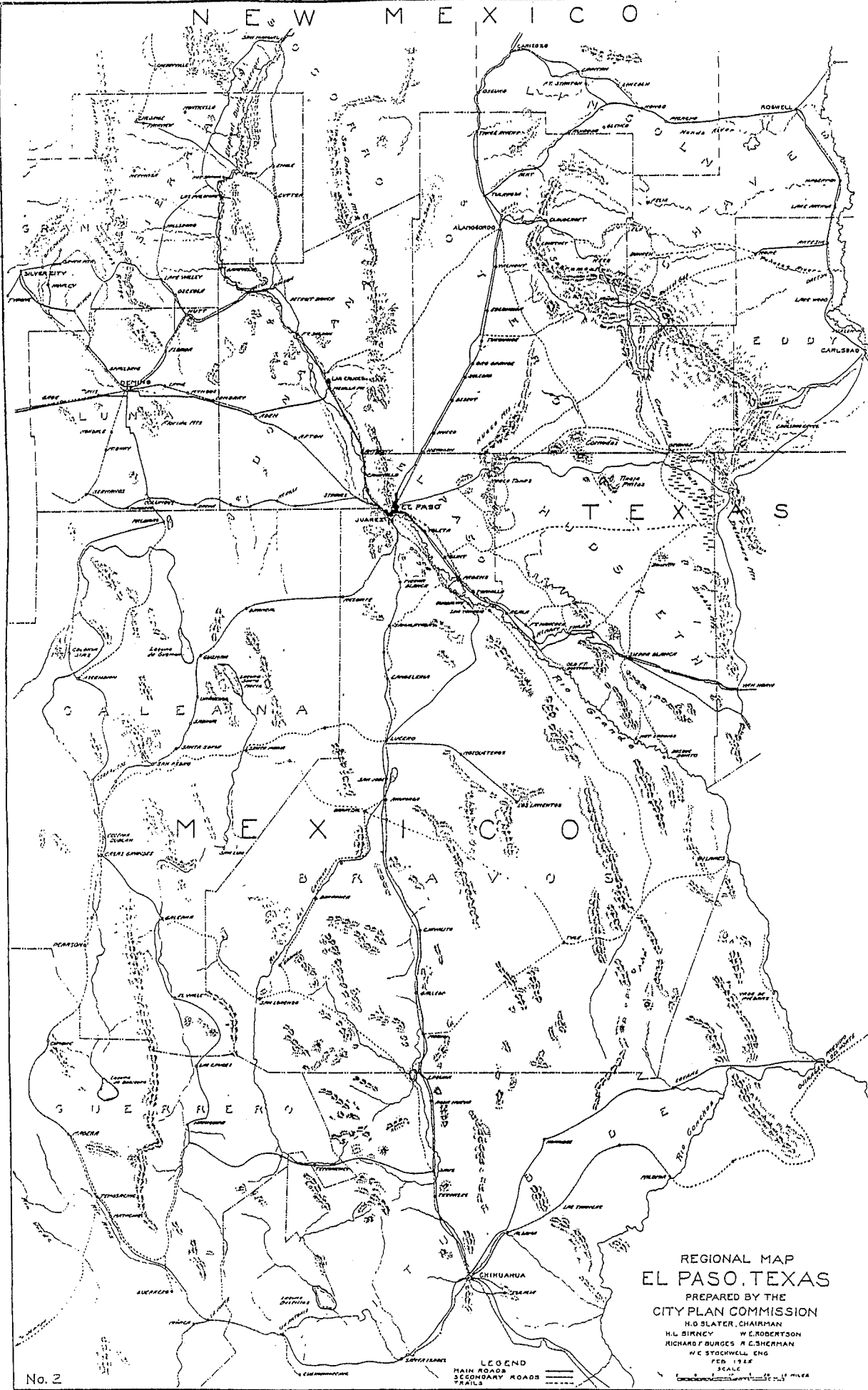
El Paso's population in 1900 was 15,000; by 1910 it had risen to 40,000, and by 1920 to 77,000, excluding the military post adjacent. Present estimate of 100,000 for this young metropolis and its immediate suburbs is conservative.

It is safe to estimate that the population will reach 120,000 by 1930; 200,000 by 1940; 250,000 within 25 years from the date of this report. To put the estimate in another form, the population may confidently be expected to double in 15 years and to treble in 30 years.

GREAT TRAFFIC CENTER

El Paso is the natural concentrating and distributing point for all passenger travel in the Southwest, as well as for all trade and industrial traffic. Homeseekers and prospective investors in the Southwest always come to El Paso first to look around and gain perspective before deciding on a location.

El Paso is a railroad center. Two great transcontinental lines cross the Continental Divide by way of El Paso, two other important continental systems terminate here. Two railways into Mexico start here, and all the overland automobile routes that are open all year necessarily pass through El



No. 2

REGIONAL MAP EL PASO, TEXAS

PREPARED BY THE
CITY PLAN COMMISSION
H. D. SLATER, CHAIRMAN
H. L. BIRNEY W. C. ROBERTSON
RICHARD F. BURGESS R. C. SHERMAN
W. E. STOCKWELL, ENG.
FEB. 1928

LEGEND
MAIN ROADS
SECONDARY ROADS
TRAILS

SCALE
0 10 20 MILES

Paso since the pass by the El Paso route is open 365 days in the year and is free from storms. Concentration of transcontinental traffic is due to the fact that here is the lowest snow free pass across the great mountain uplift between the Isthmus of Tehuantepec and the Arctic Sea (a distance of 4700 miles).

Among El Paso's natural advantages, the city's geographical location; as already set forth, stands first.

FAVORABLE CLIMATE

Next in importance is the climate. El Paso is situated on the Rocky Mountain plateau at an elevation of nearly 4000 feet. Though the city is in the latitude of Savannah, Ga., San Diego, Calif., the Bermuda Islands, Egypt, and Arabia, it is also in a region of extremely low percentage of humidity and very light rainfall; the extreme dryness and medium latitude combined with the comparatively high altitude give El Paso the most delightful all-year climate in the world. El Paso's annual average mean sensible temperature is the same as that of Eastport, Maine, and Vancouver, British Columbia. The winters are crisp but sunny and never distressingly cold, while the summers are delightful, with fresh breezes and cool nights; heat prostration is unknown.

The sun shines nearly every day. In 1921 there was but one cloudy day; in 1922, six cloudy days. It is rare to have over 30 cloudy days in a year.

Rainfall averages only 8 or 9 inches in a year, and most of the annual rainfall comes in July and August showers. El Paso's relative humidity is the lowest of all the weather stations in the United States. All farming is by artificial irrigation with river water stored behind Elephant Butte Dam, largest artificial storage reservoir in the world. In the city there is much verdure, abundant flowers, beautiful lawns, shrubbery, and fine trees, all raised by artificial irrigation. The entire region has an abundant characteristic natural flora varying with the altitude, from semi-tropical to Alpine.

These climatic conditions make El Paso an all-year resort for health seekers and for those desiring relief from extremes of heat and cold and excessive precipitation and humidity in other sections of the country. Practically every home has its outdoor sleeping rooms, and all schools can be "fresh air" schools.

The climate is also favorable for industry, permitting cheaper construction of buildings and less expense for heating. Outdoor work is seldom interrupted at any time during the year, and indoor work is not hindered by any summer depression of vigor, such is the stimulus of this high altitude, dry atmosphere, and perpetual sunshine.

TOPOGRAPHY

El Paso City is situated partly in a narrow river valley and partly on the adjacent "mesa" (table land) and low foothills at the base of a spur of the Rocky Mountains. The Franklin Mountains, whose southern extremity is called locally Mount Franklin, dominate the city and some peaks are so close to the river that the city is forced to take the surface form of a V or a crescent extending around the point of the mountain.

The mountains in and near the city reach an altitude of 2000 to 3400 feet above the city (5700 to 7100 feet above mean sea level).

Mountain ridges even higher rim the Rio Grande on the south (Mexican) bank and strongly mark the scenic and topographical aspect of the region; while the far horizon in every direction is rimmed by mountain ranges. The clear atmosphere and peculiar atmospheric conditions cause the mountains to take on beautiful tints, and the sunrise and sunset views are famous.

The natural topography of more than half of the city's area and of the adjacent tracts available for the city's expansion is very uneven, at once affording attractive opportunities for unusual charm in landscape treatment and presenting difficult engineering and economic problems in laying out the city of the future.

A MOST PROGRESSIVE CITY

In proportion to population and financial resources, no other city in the country has invested so much money as El Paso has in the last 15 years in reclaiming raw land for municipal use and occupancy; this work, while altogether admirable in its general effect and convenience, has cost much more than it would have cost if the city had followed, during the last 20 years, a scientific and consistent plan of growth. Most of the work of development and improvement has been the result of pressing necessity, of uncoordinated private initiative, and of the earnest progressive policy of public utility companies forced to follow the lines of least resistance in serving the population, all assisted by an aggressive and financially openhanded policy of local government carrying out with vigor the will of a highly ambitious population but lacking at times the foresight and careful guidance of experienced city-builders.

Nature and a tremendously energetic citizenship combine to afford El Paso opportunities for unique development, with possibilities unsurpassed by any other community in America. There is no reason why El Paso should not be, and cannot be, a city of striking distinction among cities, a city so attractive for permanent residence and for transient visits as to make a name for itself nationally famous.

NATURAL RESOURCES

Among the natural advantages of El Paso are, of course, to be noted the material resources of the region upon which the city's economic stability, prosperity, and hope of future growth depend.

El Paso commands within her trade district the raw materials for more different lines of manufacturing than any other city in the United States, and occupies a central position with regard to the great sources of raw materials that is bound to make El Paso a manufacturing center of large importance.

In general, mining and timber prevail west and south of El Paso, agriculture and live stock east and north.

In the Rio Grande Valley above and below El Paso is a government irrigation project now nearly completed and to involve (with power development) an investment of \$20,000,000.

West of El Paso in the city's trade district is produced one-third of the world's supply of copper. Northwest and southwest of El Paso are the greatest pine forests on this continent. South of El Paso is Mexico, which has produced one-third of all the silver that has been mined in the world in the last 400 years. El Paso is the center of the range cattle industry. North of El Paso, in New Mexico, are the greatest coal deposits west of the Mississippi. Texas produces one-fourth of the world's cotton and the raising of a fine grade of cotton under irrigation is an important branch of agriculture in the El Paso region.

Possessing within her trade district the raw materials for more different lines of manufacturing than any other city in the United States, El Paso also enjoys the special industrial advantages of cheap labor, pure water, cheap power, cheap transportation, cheap and healthful living, exclusive markets, and mild but stimulating climate.

Already El Paso has extensive and varied industries; any plan looking into the far future must assume the probability that manufacturing plants and wholesale houses will increase steadily.

RECREATIONAL OPPORTUNITIES

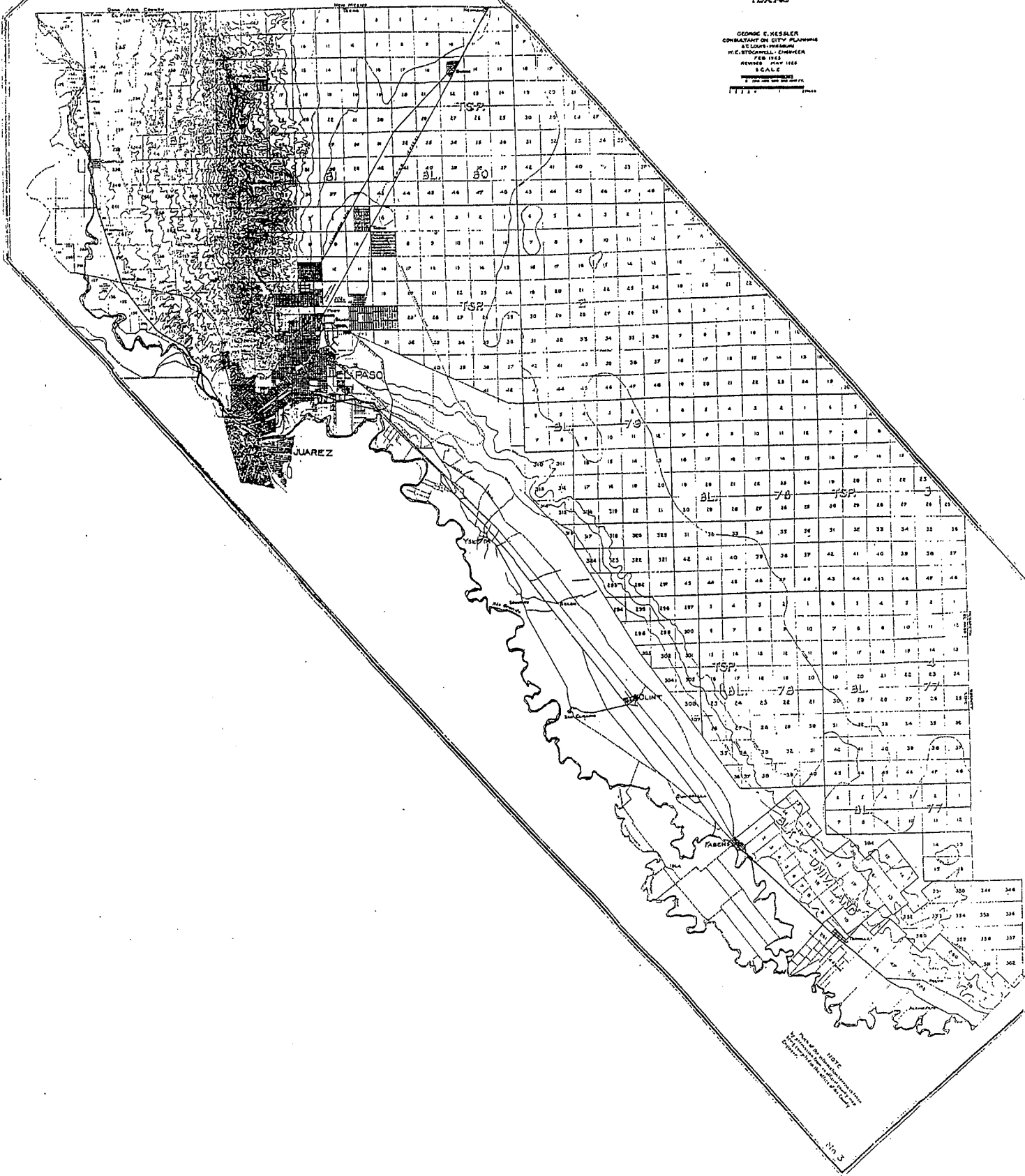
Historic background, geographical location, climate, and topography of the region furnish unusual opportunities for recreation in endless variety. El Paso is a great center for tourist travel by rail and automobile every month in the year. All outdoor sports are possible the year 'round, and there is scarcely a day when golf, tennis, polo, pleasure driving, and hiking are not to be enjoyed, while even the outdoor swimming pools are in use seven months out of the twelve.

Besides trails for hiking and good roads for pleasure riding, the mountains furnish not only delightful summer resorts among



MAP OF THE
RIO GRANDE VALLEY
IN
EL PASO COUNTY
TEXAS

GEORGE C. KESSLER
CONSULTANT IN CITY PLANNING
AT LOUISVILLE, KENTUCKY
H. E. STOCKELL, ENGINEER
FEB. 1925
REVISION - MAY 1925
SCALE
1" = 10 MILES



Copyright, 1925
by George C. Kessler
and H. E. Stockell
Dallas, Texas

primeval forests at elevations up to 11,000 feet above the sea, but are available for winter sports in the snow, and offer good hunting grounds for deer, turkey, and even big game. Game birds and wild fowls are plentiful in season.

Easily accessible from El Paso are areas containing remains of prehistoric civilizations, while right at hand are the fascinating scenes of a foreign land, and plentiful opportunities to observe curious tribal customs and ceremonial Indian dances.

EL PASO AS IT IS TODAY

The most casual visitor to El Paso is struck with the evidences on every side of a type of citizenship cosmopolitan in its tastes and interests, and quick to adopt every modern facility of urban life to promote convenience, health, comfort, beauty, cultural development, and general human welfare.

The business district possesses many lofty and broadly conceived structures of most modern type; the newer public buildings are notable for their architectural distinction and convenience; all residences are of fireproof or semi-fireproof construction (there are not a hundred wooden buildings in the city); numerous dwellings and business blocks would be a credit to the largest and richest cities; there are many modern hotels and apartment houses; there is a fine public library, and the scores of churches are modern and well appointed; there are many fine hospitals and sanatoriums; dozens of social clubs and fraternal lodges have costly and even magnificent buildings; the public school system includes one of the finest high schools in America, and many special fireproof buildings of latest type; the school system is rated among the best and most progressive anywhere; there are extensive and costly private school plants; many fine parks are maintained, and parkways extend for miles through the residence sections; warehouses and factories are constantly improving in appearance and equipment; general aspect of the city is exceptionally bright and clean, happy and pros-

perous. All this gives a general idea, as is intended, of a city that has spent itself without stint in erecting a community remarkable for its charm as well as for its solidity.

AMBITIOUS FOR IMPROVEMENT

Now the City of El Paso through its Chamber of Commerce and other civic bodies and through the municipal government, has emphatically expressed its desire and intention, still further to promote the convenience of the population; to improve public health conditions; to provide more liberally for public recreation; to add to the comforts of urban life; to beautify the city and its surroundings; to develop earnestly all cultural elements in community life; and to give the city of El Paso such distinction among cities that it will acquire new and wider fame.

The aim is first, to care for the present population with maximum efficiency according to modern city ideals; and second, to induce more tourists and home-seekers to visit El Paso, and to make the city so attractive that worthy new-comers, once familiar with El Paso's advantages, will remain permanently, add their energy and their capital to the city's upbuilding, and urge their friends to join them.

This Report is presented to the citizenship of El Paso not as an ephemeral thing, to be glanced at and thrown aside, but rather with the hope that it will prove to be of permanent worth as a compendium of fertile suggestions, and as an aid to the gradual systematic working out of a plan good in all essentials for 50 years to come.

The book presents texts for endless discussions; and constructive criticism will be welcomed by all having to do with preparation of the Report, as well as by public authorities charged with carrying out developmental policies demanded by the people.

Above all, the effort has been to make the whole project reasonable, practicable, timely, and economical with public and private funds. It is for coming generations as much as for the present.

SCHEDULE OF CITY PLANNING PROBLEMS

By H. D. SLATER

THE problems presented by the City of El Paso in 1925 to a professional city plan engineer and landscape architect are two-fold:

- First: To rectify some errors of the past.
- Second: By planning broadly for the great city that El Paso is bound to become in the near future, to avoid costly errors in work yet to be done.

Below is set forth an outline of work needing to be done from now on to meet the problems arising under the first and second heads just above noted.

Much can be done at comparatively little cost to make the present city more convenient, healthful, comfortable, and beautiful, and to give it distinction among cities. Among these possibilities are:

I. FOR IMMEDIATE ACTION

Without great expense or much delay

1. Provide continuous wide curb parking on all streets not main traffic ways, throughout the city and suburbs, such parking to be controlled by the city, cared for by the city, and the cost assessed against abutting property.
2. Proceed with the sanitation of "Chihuahuita" and have a thorough cleaning-up in the sections where human habitations are congested.
3. Instal modern street lighting throughout the business center and along main avenues, parkways and drives.
4. Clear all business streets of projecting and overhanging signs and metal or wood awnings; and as rapidly as possible of overhead wires.
5. Remove obstacles to traffic such as crooked intersections and projecting corners; control street widths and continuations in new or partly developed additions.
6. Require cement sidewalks consistently through every section where building development has begun.
7. Prohibit allowing dirt from unimproved terraces to cover sidewalks.
8. Employ expert superintendency for the parks the city already possesses.
9. Begin systematic improvement of school play spaces throughout the city.
10. Provide for the all-year daily and nightly use of school buildings and school grounds so far as practicable by the people for recreation and social purposes.
11. Grade and render usable, sightly and sanitary, alleys throughout the developed sections of the city and streets in unpaved areas.
12. Improve alley frontages in residence sections.
13. Abandon unnecessary streets and parts of streets and turn the spaces thus saved into public playgrounds and parks.
14. Prohibit bill boards facing public parks and in restricted residence districts.
15. Take care that parks and other public property shall not be misused or defaced by the erection of monuments or other structures without artistic merit.
16. Exercise watchfulness to see that vistas along what are known as dead-end streets are made attractive by suitable architectural or landscape treatment at the termini.

17. Promote planting of flowers, trees, and shrubbery on private premises, throughout the city.
18. Institute public gardens, with complete collections of cacti and all the native flora. Use the native flora freely for new hillside parks.

Such things as those above outlined are mainly administrative matters for the public authorities to handle, but they depend largely on private initiative and ready cooperation among citizens and should be continually promoted and assisted by any progressive city government.

II. THE LARGER PRESENT AND PRESSING PROBLEMS

It is when we enter the domain of general revision of existing plans and community practices, involving the enacting of ordinances, the voting of bonds in large sums, the important diversion of current public revenues; enlisting the active cooperation of railroad companies, public utilities, and state and federal authorities; dealing with a foreign country as next door neighbor; combating long standing prejudices; arousing and uniting public sentiment for novel purposes—it is under such circumstances that it becomes necessary to enlist the services of earnest and energetic citizens in voluntary work on a City Plan Commission; to plan far ahead and insure continuity of policy; and to employ expert

counsel for guidance in the many difficult problems that continually arise.

Further on in this summary it is intended to outline some of the big plans for the distant future—well considered projects and even dreams,—improvements indispensable to a well developed city but appearing impossible of present or early accomplishment.

It is intended at this time to outline under the head of “Larger Present and Pressing Problems” only those projects as to whose importance there is already substantial agreement among citizens and whose successful realization or accomplishment in the near future depends upon working out the details, bringing the united will of the progressive citizenship to bear, and providing funds well within the ability and convenience of the community to supply.

Among such projects demanding the immediate and unremitting attention of the City Plan Commission, the municipal government, and the entire progressive citizenship may be noted the following:

1. Water Supply

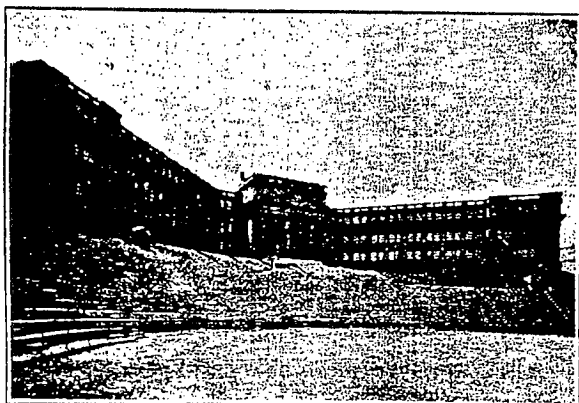
Providing an adequate permanent supply and distribution of pure water at lowest possible cost, having in mind the probable needs, progressively, of this city for the next 10, 25, and 50 years.

2. Railroad Problems

Removing railroads from the heart of the city and abolishing grade crossings; at the very least, abating the nuisance of freight train traffic through the business center; and providing industrial and commercial facilities for a great city.

3. Symmetrical Development

Planning for and actively promoting the systematic symmetrical development of all land areas west of Mount Franklin available for residential or subordinate business purposes, to correspond with development that has already taken place to the east and northeast; there are numerous sound economic reasons why such balancing development west of the mountain should be undertaken without delay and



With its concrete Stadium seating 10,000, the Central High School costing \$500,000 would be a credit to any city.

energetically pushed by cooperation of the city and county governments and by private initiative also in cooperation.

4. The Rim of the Mesa

General improvement of the entire Mesa Rim upon a systematic and artistic plan; right-of-way 100 feet wide along the Rim with 30 feet additional to protect the Rim from encroachment should be acquired immediately to extend from Mesa Ave. or Stanton St., to and around Mount Franklin.

Such additional lands as deemed necessary for unity and completeness should be acquired in the vicinity of the High School both on the Mesa and below the Rim.

Whatever is done with the Mesa and with Scenic Point (overlooking the High School) ought to be planned broadly for permanent dignity and artistic effect.

5. Zoning

"Zoning" the entire city, providing for future orderly development and protection of investments and industries by reasonable restrictions.

6. "Chihuahuita"

The thorough development of "Chihuahuita," the densely populated residence and minor business section inhabited chiefly by Spanish speaking persons and located between the business center and the Rio Grande (international boundary). This entire district instead of being an eyesore, unhealthful and a disgrace to the city, can be and ought to be made a section of exotic charm and special interest to visitors and residents. Community centers and great vocational schools are needed here.

A large market place and permanent outdoor fair should be provided in Chihuahuita, possibly as part of the Bridgehead project suggested below.

7. Traffic Arteries

Existing parks should be connected up and a start should be made upon a real boulevard system for pleasure purposes and more scientific traffic handling.

Certain revisions should be made with-

out further delay in the existing map and system of avenues and streets to provide for great traffic arteries and short cuts.

8. International Highway and Bridge

A boulevard or paseo straight as an arrow to connect the heart of El Paso with the heart of Ciudad Juarez; crossing the river on a monumental free bridge.

The long talked of International Bridge should be a structure meriting international fame; the Bridgehead at either end should be rather broadly developed with parks, buildings, and focusing traffic ways so that exit and entrance at either end of the bridge would be impressive and memorable.

9. The River Front

The entire River Front of the city and of extensive areas above and below the city calls for the immediate construction of protective works to avert enormous losses from flood and seepage. Any work that is undertaken along the river for protective purposes or to drain low lands and avoid the mosquito pest can be and ought to be handled in connection with some broad plan for the thorough development of the River Front from the standpoint of City Planning.

Future use of the River Front depends in large measure on final location of the railroads and on the establishing of industrial zones; however, it is probable that a project can be worked out to develop the River Front along part of its extent for beauty and use as parkway, drive, and play ground.

The cooperation of Ciudad Juarez and the Mexican government might be obtained for a comprehensive scheme of river bank development on both sides including the International Bridge and Bridgehead and eventually providing one or more international "circular drives."

10. Civic Center

A Civic Center for the future should be kept in mind and important public and semi-public buildings hereafter to be erect-

ed should be located with direct reference to some consistent and well thought out plan of city development appropriate to the future metropolis.

11. Recreation Facilities

More adequate recreation facilities for adults and children should be provided throughout the city.

Swimming basins and pools should be provided for all sections.

There is need for more park spaces, large and small.

12. Revised Platting

So far as possible in residential areas not yet developed, the "gridiron" platting should be revised and modified to conform to topography, thus sparing much unnecessary expense both to individual property owners and to the municipality itself in handling problems of grading and the extending of public utilities.

All those things above outlined under heading number II, "Larger Present and Pressing Problems," are not only for immediate consideration and thorough study by the City Plan Commission, but are matters requiring the earnest and generous cooperation of city government and tax payers.

Every one of the projects outlined above is capable of early realization if the problems be systematically attacked and if difficulties be removed by unremitting effort and a spirit of give and take, as fast as they present themselves.

III. BIG PLANS FOR THE MORE DISTANT FUTURE

1. Museum and Art Gallery

Among the city's needs that will become increasingly pressing as time goes on and that ought to be under consideration at this moment are the needs for a great Municipal Museum and an Art Gallery.

A Municipal Museum and Art Gallery to cost from \$500,000 upward ought to be regarded by far seeing El Pasoans as a necessary development of the years.

2. Mountain Playground

It must be assumed that within a few years that portion of Mount Franklin lying practically within the city will be developed and utilized with roads, trails, picnic spots, etc.

The first thing is to render the higher elevations accessible by means of easy trails so that people will become familiar with the pleasure afforded by these mountains for recreation. A beginning already has been made toward this end.

A vision of the future includes the thorough and systematic development and utilization of the entire Franklin range for a distance of 10 miles or more from the point; with safe and easy roads up to and along the ridge; with trails, some planting, a water supply, summer resorts, picnic grounds, cottage sites, and perhaps a hotel and sanatorium; in course of time the Franklin Mountains lying in and near El Paso ought to be developed for recreational purposes from top to bottom and from one end of the range to the other.

3. Reaching Further Out

Construction of more scenic drives and pleasure roadways will continue in future and all these projects can properly be planned now and held in suspense for future realization. Rights-of-way should be acquired when practicable.

At no great distances, El Paso might promote the thorough development and use of other mountain playgrounds, including the Huecos; the Organs (east and west sides); the Sacramentos (including the forested and watered region south of Cloudcroft and much nearer El Paso).

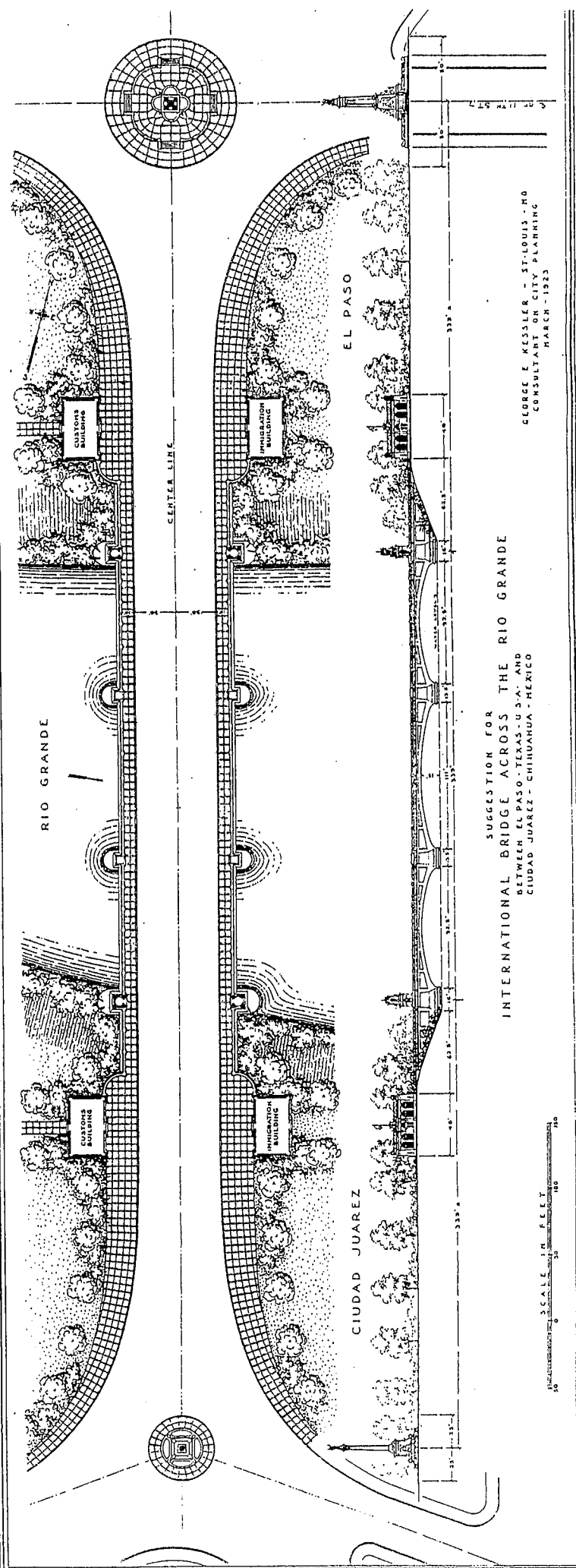
4. Ciudad Juarez—Twin City

The time will come when Ciudad Juarez will be a show city creditable to Mexico and an asset to El Paso as well.

It is to El Paso's interest to cooperate most energetically with the people of Ciudad Juarez and the government of Mexico to promote the legitimate and admirable development of the Mexican city and to encourage the growth of a spirit of true neighborliness at this point on the border.



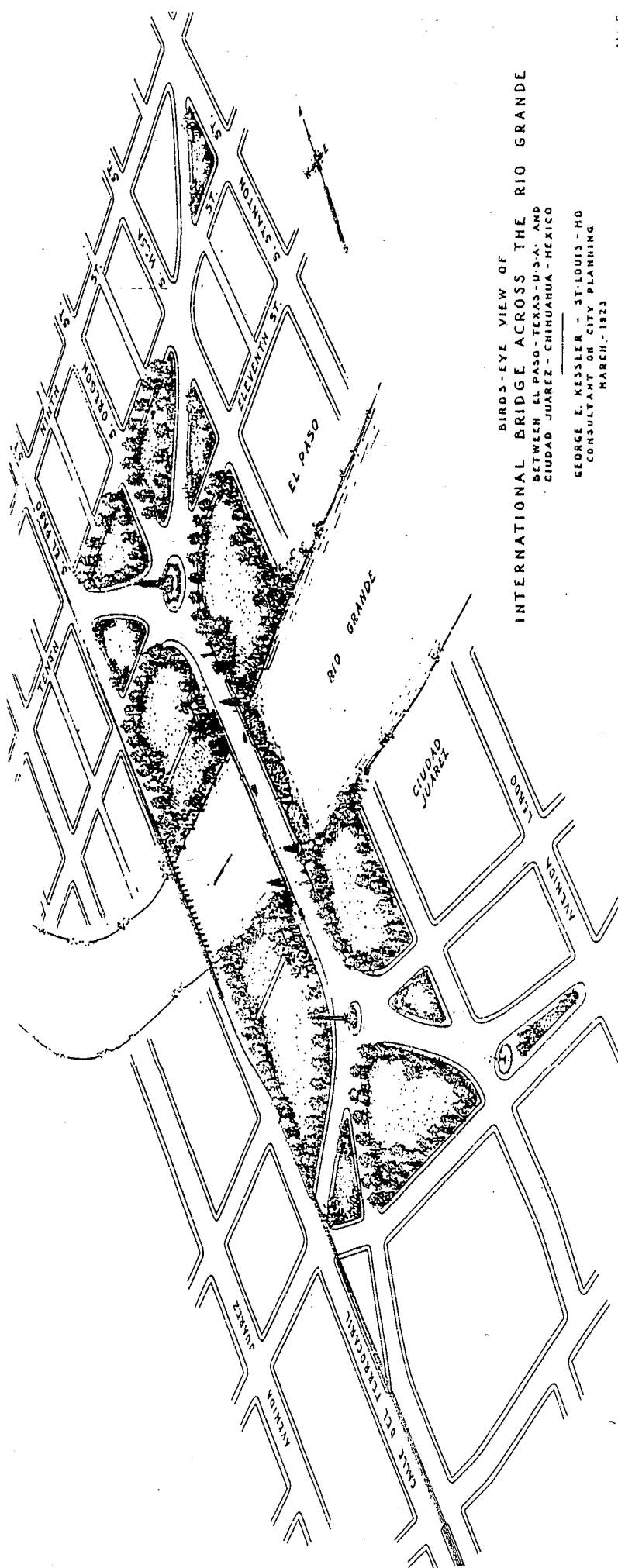
View over El Paso's central section to Ciudad Juárez, Mexico, as seen from Mountain Drive which ascends to an elevation of 500 feet above the city



SUGGESTION FOR
INTERNATIONAL BRIDGE ACROSS THE RIO GRANDE
BETWEEN EL PASO - TEXAS - U.S.A. AND
CIUDAD JUAREZ - CHIHUAHUA - MEXICO

GEORGE E. KESSLER - ST. LOUIS - MO.
CONSULTANT ON CITY PLANNING
MARCH - 1923

SCALE IN FEET
0 50 100 150

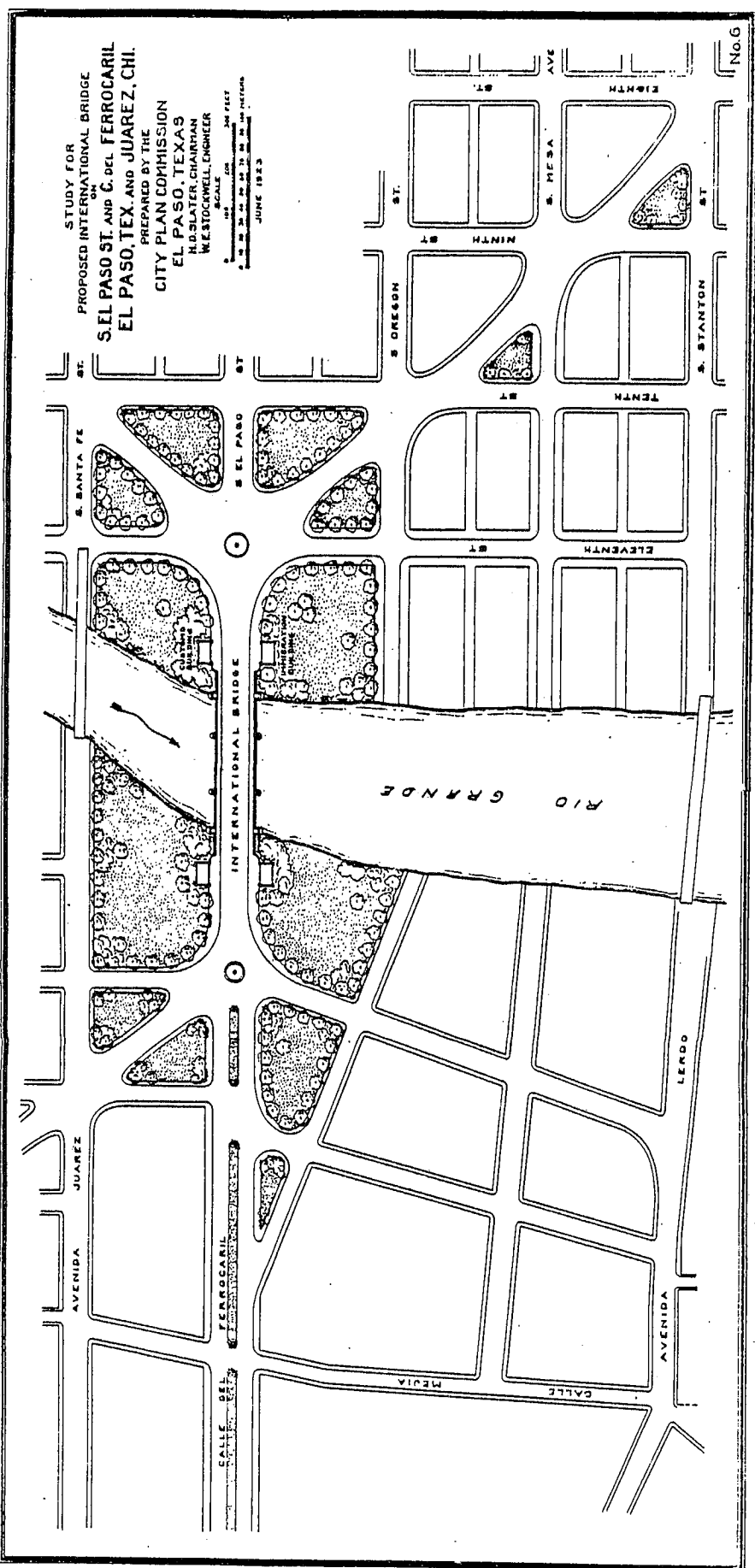


BIRDS-EYE VIEW OF
INTERNATIONAL BRIDGE ACROSS THE RIO GRANDE
BETWEEN EL PASO - TEXAS - U.S.A. AND
CIUDAD JUAREZ - CHIHUAHUA - MEXICO
GEORGE E. KESSLER - ST. LOUIS - MO.
CONSULTANT OF CITY PLANNING
MARCH - 1923

STUDY FOR
PROPOSED INTERNATIONAL BRIDGE
ON
S. EL PASO ST. AND C. DEL FERROCARRIL
EL PASO, TEX. AND JUAREZ, CHI.

PREPARED BY THE
CITY PLAN COMMISSION
EL PASO, TEXAS
H.D. SLATER, CHAIRMAN
WESTOCKWELL, ENGINEER

SCALE
1" = 100' HORIZONTAL
1" = 20' VERTICAL
JUNE 1923



THE CITY PLAN FOR EL PASO, TEXAS

By W. E. STOCKWELL, Engineer

THERE is submitted herewith a Plan for El Paso, designed as a guide for its expansion for the next two or three decades. It is the result of careful study by a former City Planning Committee of the Chamber of Commerce and by the present City Plan Commission, an official body of the City of El Paso, under the direction of George E. Kessler as consultant. Unfortunately the death of Mr. Kessler came just when he was about to write his report, but the maps were practically all completed and approved by him and the text which follows is based largely on the ideas which he had expressed in talking with the members of the Commission and the engineer.

A City Plan is a constantly developing and changing thing, meeting new conditions and keeping always well ahead of improvements in order that there may be avoided the haphazard and piecemeal development of the past. While the Plan can at any time be changed, experience indicates that a well thought-out plan tends to bring about its own consummation by holding up an ideal and a program toward which the community may work, and if any change is suggested it must be judged by its effect upon the whole plan, and the burden of proof of its superiority be upon the ones who propose the change.

El Paso occupies a strategic position in the Southwest. Its growth in the past has been rapid and there is every reason to believe that this growth will continue, but rapid though it is, to those always on the ground it is hardly noticeable from day to day and it requires a determined effort and expert guidance to visualize the city as it may be in 10, 15, or 20 years.

This city of the future will be densely

built up northward to the Baptist Sanatorium and beyond and eastward to the Fort Bliss Spur. West of the Mountain the usable territory in Kern Place and Piedmont will be well occupied and there will be settlement all along the Mesa Road to the Country Club. Down the Valley suburban residences will extend in solid lines along all roads as far as Ysleta. In the city the business district will have expanded northward and eastward and new neighborhood trading centers will have sprung up. Manufacturing will be important and factories and warehouses will occupy much of the territory between the railroads and the river.

Such a city will need more and wider thoroughfares leading into the business center, and more trolleys. The blocking of important crossings by railroads will not be tolerable. There will be great public buildings and there will be parks and parkways. With such a prospect, to plan for the future is efficient and economical, for otherwise much that is done will be inadequate and inappropriate.

ACCOMPLISHMENTS OF CITY PLANNING

The work of City Planning in El Paso, while under discussion for many years, began to take definite shape in 1919 with the establishing of the City Planning Committee of the Chamber of Commerce, of which James L. Marr was chairman. The plan for Memorial Park was developed and work of grading and planting started under this committee. Studies for the comprehensive City Plan were begun and ideas worked out, many of which were later incorporated in the Kessler Plan. G. A. Martin succeeded Mr. Marr as chairman in

1921; and in 1922, on the recommendation of this committee, George E. Kessler was engaged by the city (Charles Davis was then Mayor) as consultant to prepare a complete plan. Mr. Kessler said that the work which had been done was of great value to him and materially shortened his task, and reduced the cost.

Mayor Davis and the City Council with him enthusiastically supported the project; funds were provided; the City Plan Commission was established by ordinance, and the work at last took a formal and official status. The late Mayor R. M. Dudley and his administration, who authorized publication of this Report, warmly supported the work of the City Plan Commission, whose personnel has been continued unchanged. The members are appointed by the Mayor and City Council and serve without pay.

The City Plan is for the future and its benefits will accumulate as the years pass, but in the short period of its life it has left an imprint on the city which has already justified its existence.

Memorial Park has been developed under the planning department and with each year of its growth becomes more valuable. The swimming pool and tennis courts are City Plan projects.

The Copia St. grade separation is distinctly a City Planning accomplishment, for a grade crossing was contemplated at this point and was prevented by Mr. Kessler's influence.

Hidalgo Park in the congested tenement district was purchased on the recommendation of the City Plan Commission, and plans made for the improvement of this and other small parks of the city.

The acquisition of the Mesa Rim for the Rim Road was begun with the purchase of four lots on the southwest corner of Schutz and Campbell Sts. Land for needed enlargement of Memorial Park was also acquired.

Plans for the improvement of school grounds have been made by the Commission at the request of the School Board and

grading plans have been carried out under the direction of the City Plan Engineer at Crockett, Austin, and High Schools.

The highway connection from Kern Place to the Mountain Drive, and the Schutz St. connection with the College of Mines, are both City Planning projects which have been accomplished.

Plans for the further development of Washington Park have been made and partly carried out in the construction of the new entrance from Alameda Ave., the moving of part of the animals to new quarters south of the canal, the construction of tennis courts, and the enlargement of the swimming pool.

Dudley Field, the new athletic field adjoining Washington Park, with its concrete and steel grandstand, was a project of the City Plan Commission, which was chiefly instrumental in preventing the misuse of Washington Park for this purpose.

Studies for a site for an International Exposition have been made and are in the hands of the exposition committee.

The railroad problem is always under consideration by the Commission and studies of many possible solutions have been made.

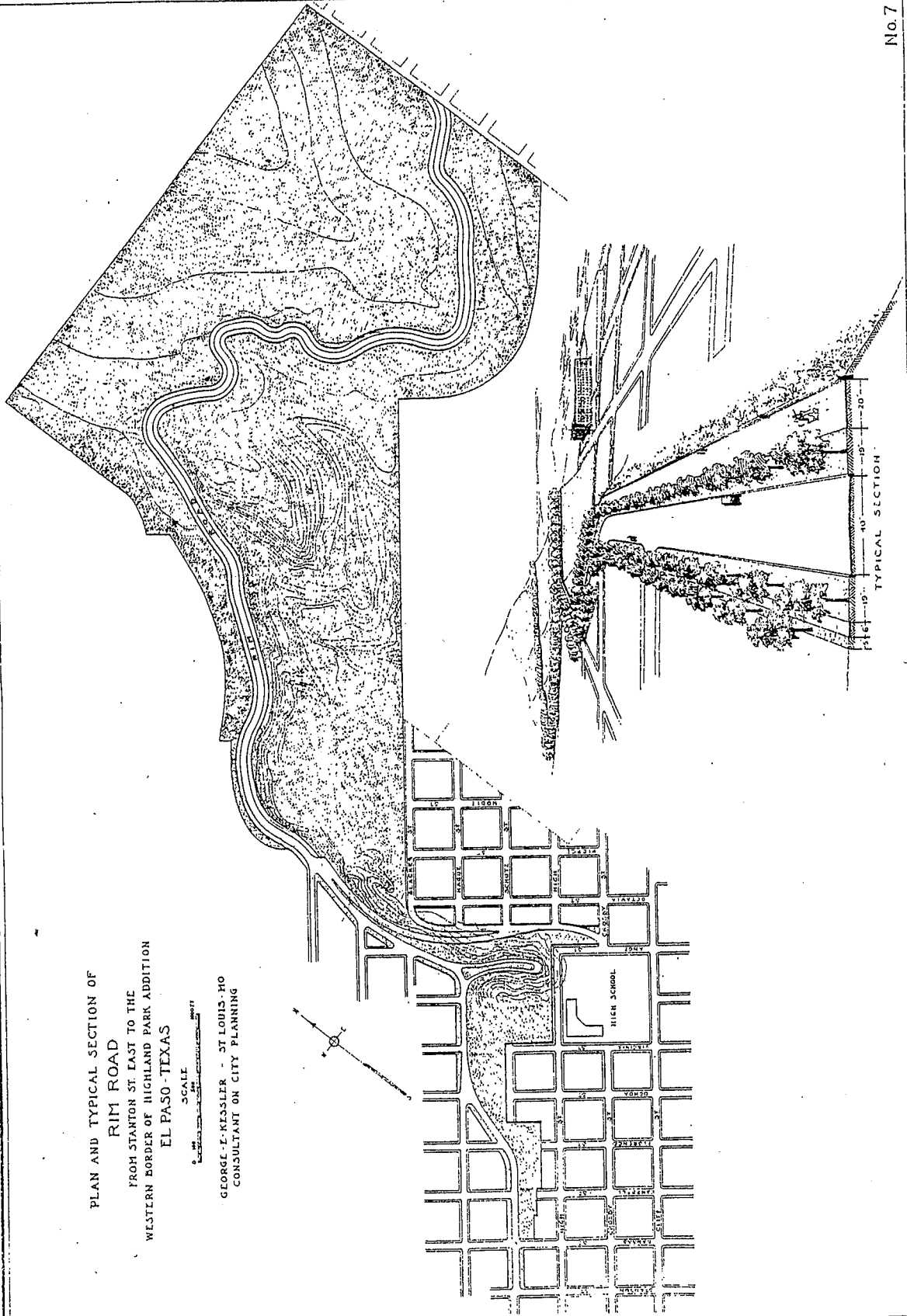
A plan for the highway system of the Valley between El Paso and Ysleta has been made for the County Commissioners and is being used as a guide for new developments.

The opening of Kansas St. at the Court House, and the widening of Alameda, now under way, were Kessler recommendations, and five projects in the County road building program, as elsewhere noted, were shown on the City Plan map.

These major improvements of the past three years, if not all originated, were materially influenced by the Planning work and the sentiment for public improvement which it has fostered. It is a creditable record, due not only to the work of the Plan Commission, but to the public officials of the City and County who have co-operated heartily in the carrying out of the plan.

PLAN AND TYPICAL SECTION OF
RIM ROAD
FROM STANTON ST. EAST TO THE
WESTERN BORDER OF HIGHLAND PARK ADDITION
EL PASO - TEXAS

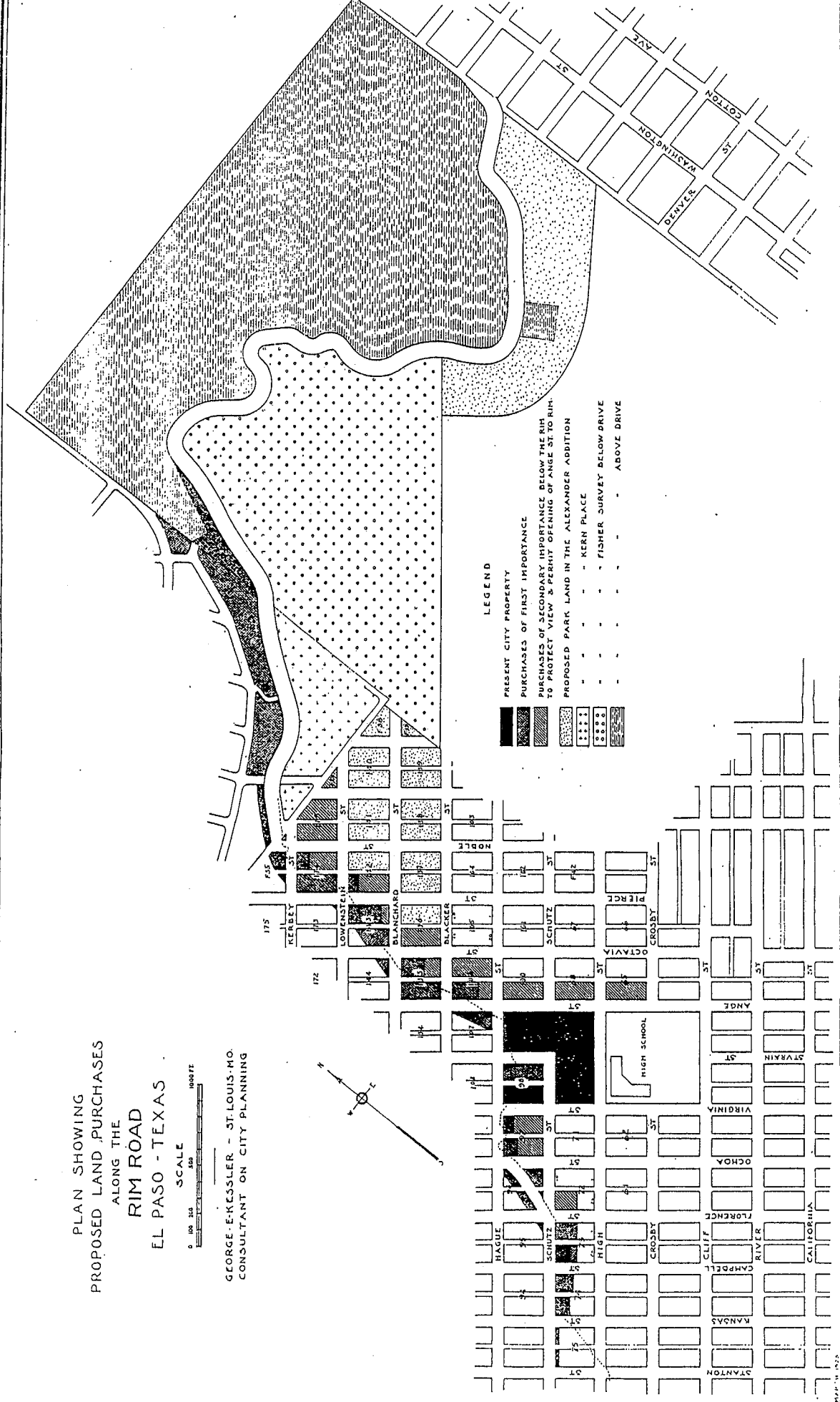
SCALE
GEORGE E. KESSLER - ST. LOUIS, MO.
CONSULTANT ON CITY PLANNING



PLAN SHOWING
PROPOSED LAND PURCHASES
ALONG THE
RIM ROAD
EL PASO - TEXAS

SCALE
0 100 200 400 800 1600 FEET

GEORGE E. KESSLER - ST. LOUIS, MO.
CONSULTANT ON CITY PLANNING



PART I

The Highway System

THE highway system is the skeleton on which the city is built, and the Highway Map is the fundamental of the City Plan. A little study of this map will show that El Paso has planning problems of peculiar difficulty because of topography, but it has also opportunities for features of especial interest if the problems are attacked boldly and solved rightly.

The beginnings of the city and the present business district, center about Pioneer Plaza and San Jacinto Plaza. From this center the expansion of the city is restricted on the north by Mount Franklin, on the west and south by the Smelter Mountains and the river, and on the east by the so-called Cordoba Island, which is Mexican territory; leaving opportunity for growth only northeast through the gap between the point of the Mountain and the international line, and northwest between Mount Franklin and the Smelter Mountains.

The latter direction presents topographic difficulties in the roughness and the rocky character of the ground, so that the greater growth has followed the line of least resistance northeasterly through the gap, then spreading in all directions east of the Mountain and north of the river. At present there is an increasing tendency to the northwestward, the greater nearness of this territory to the business center compensating for the greater ease of development in other directions.

The business center should be the principal focus for the main traffic arteries of the city, and the stability of the center depends upon its accessibility from all directions. Business tends to follow the purchasing power of its customers; and if the established values in the high value district are to be maintained, the highway system should be studied with a view to making it as easy as possible to get into and out of.

In El Paso the situation is complicated by the presence of railroad yards nearly two miles long and three blocks wide extending from the heart of the city eastward through the narrow throat between the Mountain and the international border.

TO UPPER AND LOWER VALLEY

The oldest and most important roads lead up and down the river. To the upper valley West Main, West Missouri and West Rio Grande Sts. may be followed, converging at the viaduct over three railroads and paralleling the Santa Fe R. R. through the Mesilla Valley. This road shares the narrow pass with three railroads, a trolley line, and the river, and must always carry heavy traffic. It is narrow and dangerous in places and should be widened in the near future, as improvements along the road will make this increasingly difficult if the acquisition of the necessary property is long delayed.

At the west end of the Viaduct there is a steep grade which limits the loads which can be hauled into the city from the north. Horses frequently drop from over exertion in attempting this pull and have to be killed. To avoid this grade and to make an alternative route into the lower part of the city there is proposed a road following the river bank to a point west of the Union Station and then crossing the canal and the Santa Fe tracks to South Davis St. This would necessitate a grade crossing at the head of the Santa Fe yards, but these are not very active tracks and such a crossing offers the practical way into the business section on a level grade. This river road might be continued along the river bank to Ninth St.

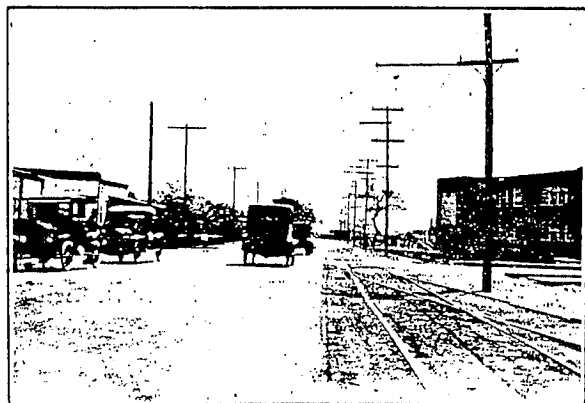
Traffic down the valley can follow Texas, Myrtle, or Magoffin Sts. to Alameda Ave. and there it is concentrated on this one street to Val Verde. Alameda is wide

from Piedras St. to Washington Park, and a narrow portion from that point east is now being widened as part of the City Plan. From Val Verde, at the city line, the County is building a wide thoroughfare along the line of the interurban railway to Ascarate.

Pera St. is planned (see Map of Washington Park) as a thoroughfare to relieve Alameda, and for this purpose the jog at Washington Park should be eliminated. It is recommended that the two half-blocks between Pera St. and the Park be purchased and the street planned as shown by the drawing.

For traffic north of the tracks destined for the lower Valley there should be developed a thoroughfare following East Missouri, Madera, and Manzana Sts. to the Womble Road.

This involves the opening of East Missouri St. from Cotton Ave. across the railroad and eastward to Piedras, the extension of Madera St. westward from Piedras St. to an intersection with East Missouri, the opening of a new street south of Concordia Cemetery and changes at Boone Ave. to connect with Manzana St. (see Page 27), a new street from Manzana to Stephenson St. in Brentwood Heights, the widening of Stephenson St. and its extension to the Womble Road. The development of this thoroughfare is not imperative for the immediate future, but the necessary rights-of-way should be acquired as soon as is practical.



Alameda Ave. today. The County is widening this important thoroughfare to 80 feet.

ALAMOGORDO ROAD

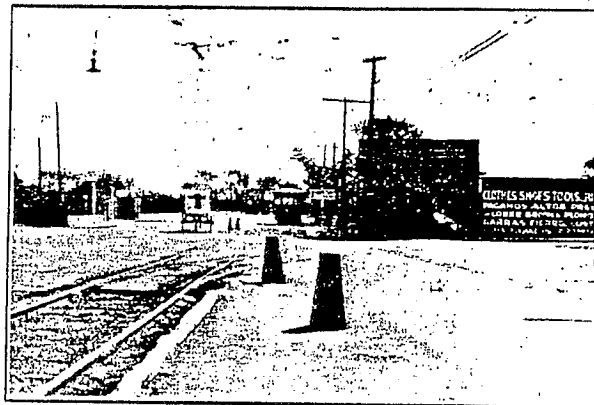
From the business center to the Alamogordo Road, traffic can follow Montana or any of the parallel streets to Piedras and thence Pershing Drive to Dyer St. which leads directly to the Alamogordo Road. When the Altura Boulevard crossing is made under the railroad and Lackland and Maple Sts. are developed it will be possible by a slight detour to avoid the grade crossing at Dyer St. It is recommended that traffic be directed wherever possible away from grade crossings, and Lackland St. is designated as a main thoroughfare for this purpose.

MESA ROAD

A thoroughfare destined in time to become very important is that from the International Bridge to the Mesa Road. Traffic between these points would follow Oregon or one of the parallel streets to the business center, thence Mesa Ave. and the new Mesa Road now under construction to the present Doniphan (Upper Valley) Road and the Country Club.

NEW EAST SIDE HIGHWAYS

There is shown on the map (No. 17 in the pocket) a system of thoroughfares east of the present city limits as a guide for the future development of this section. Without such a plan there is great danger that this region will be developed piecemeal and such a confusion result as there is now in the platted portions in the eastern part of the city.



Alameda Ave. today. The widening under way will take all of the little store in foreground.

With such a system of wide streets as is here shown, the remainder can safely be left to the individual developer according to his taste, subject to the approval of the City Council, but it is strongly recommended that this plan be substantially adhered to for the best use of this property, which is destined to become a populous residential district. Circles are shown at some of the intersections. These will be focal points of interest and will permit of a circular system of control which will be a great advantage when this region is built up and the traffic becomes heavy.

The Womble Road has been recently constructed on approximately the line first designated by Mr. Kessler. Unfortunately this road, destined to become an important thoroughfare, has been built with a right-of-way only 70 feet wide. The land to widen it to an adequate width could now be had at acreage prices and this should be done before development along the road makes it more difficult.

HUECO TANKS ROAD

The road north of Fort Bliss, passing the new Municipal Golf Course and the City Water Works, is shown as a thoroughfare leading toward Hueco Tanks. It is believed that the Hueco Tanks should become eventually a park of the City and County, when this road could be improved and extended to the Pecos Valley, opening up to the commerce of El Paso a great undeveloped region and making a highway leading into the plains country of West Texas.

This road would lead to the recently discovered Carlsbad Caves and help to capitalize this great national attraction for the benefit of the city.

INTERNATIONAL BRIDGE ROUTE

The traffic between El Paso and Juarez is now very important and destined to become more so with the development of northern Mexico and more cordial relations between the two republics. At present there are two bridges (one-way traffic only, except for pedestrians), the Stanton

St. bridge being used going south into Mexico and the Santa Fe St. bridge returning. Both bridges belong to the street railroad company and toll is charged for all crossing except street car passengers, whose toll is absorbed in the regular fare.

Toll bridges and roads are an anachronism in these days, when every effort is being made to encourage friendly relations and free intercourse between these cities, separated only by the narrow channel of the Rio Grande, and it is to be expected that the frequent discussion of a free bridge will before many years bear fruit in actual construction.

PROPOSED BRIDGE

Mr. Kessler prepared a general design for a new bridge to be placed somewhere



How the "desert" is reclaimed. Scenes in Austin Terrace, five years development. Upper picture shows at right the unreclaimed "desert." at left the thrifty parkway growth. Lower picture shows in foreground the "desert," in middleground the ideal "city set in a park."

between the present bridges, probably on South El Paso St. or Oregon St. The design shows a reinforced concrete structure of three arch spans with monumental approaches and a Bridge-Head park at each end. Diagonal streets on each side give easy access from all directions and make the approach equally convenient from each of the streets between and including the present routes. This line carrying traffic both ways would decrease materially the round trip distance between any points in the two cities, and result in a great saving of time and mileage for all motor vehicles, as well as the saving in tolls. Pedestrians in some cases would have a longer travel, as they can go both ways on the present bridges, but the absence of any charge would compensate for the longer walk.

Such a bridge with its parks and approaches would be an unforgettable feature of the community and a fitting memorial to the friendly feeling between the two cities and countries. Every traveler would be impressed by the evidence of the intimate relations between the two banks of the stream and the cause of international amity would be promoted, consciously or unconsciously, in the mind of every traveler over the beautiful structure which Mr. Kessler has pictured.

THOROUGHFARES

St. Vrain—Ange Street

These streets constitute an important thoroughfare for north and south commu-

nication as St. Vrain is the last street crossing the T. & P. tracks until Cotton Ave. is reached, and Ange leads to the High School and is planned to connect with the Rim Road on top of the Mesa, as well as with the proposed park east of the High School.

Brown Street

Brown St. will become important as it is the natural entrance into a large undeveloped but usable area in the Collins and Fisher Surveys. The south end should be extended to connect with Cotton Ave. It is planned to extend Brown St. northward to Kern Place, tunneling or deep-cutting under Rim Road at the Mesa's edge.

Cotton Avenue

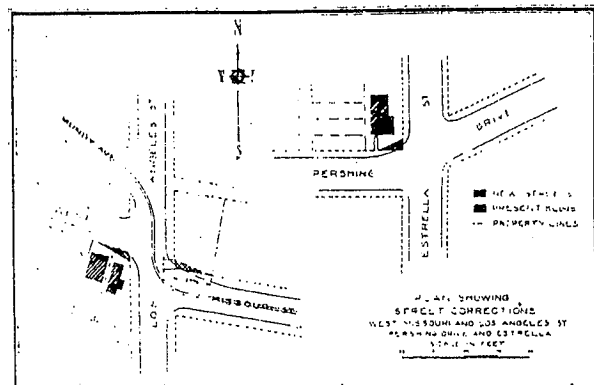
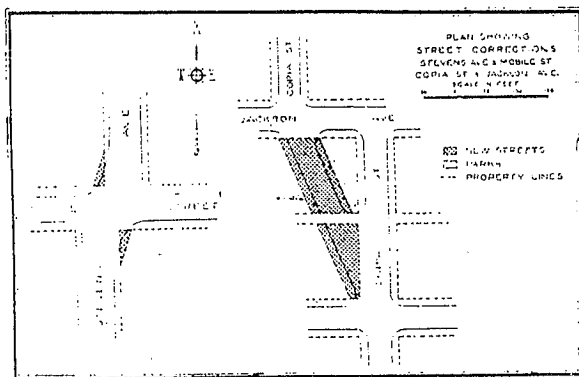
Cotton Ave. extending from the river to Highland Park, is destined to become an important thoroughfare and nothing should be allowed to prevent its eventual opening in a straight line across the yards of the T. & P. railroad.

Piedras Street

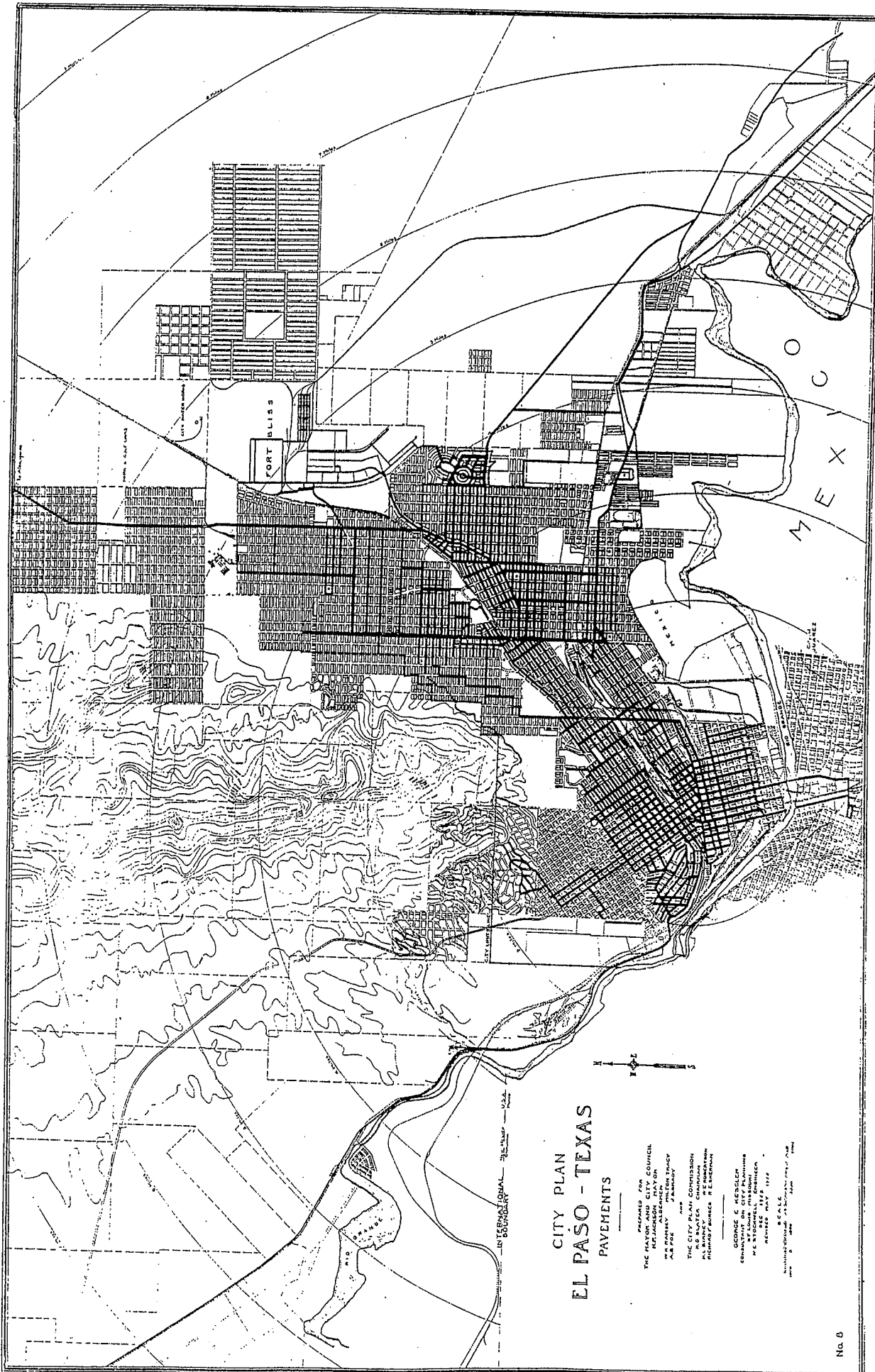
This is a very important thoroughfare now open from the international boundary to the proposed McKelligon Canyon road. Two grade crossings should eventually be eliminated. Ultimately a bridge at the foot of this street will afford a new avenue of access to Ciudad Juarez.

Copia Street

Copia St. from the international boundary to the Baptist Sanatorium is destined to become an important thorough-



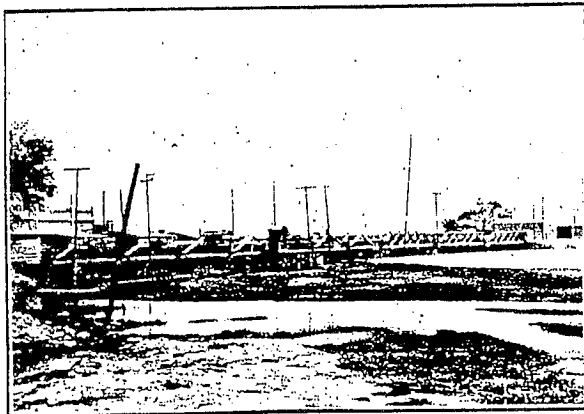
Minor street corrections are worth while. These would cost little at present and would be very valuable in the future.



fare. At its south end it connects with the proposed Riverside Drive and it passes through the Alta Vista business district, under the E. P. & S. W. tracks by an underpass recently constructed, through Memorial Park where an athletic field is planned, past the proposed Morningside Park, and by a diagonal road through the Beaumont Hospital grounds to the Baptist Sanatorium. Part of this street in Altura Park is 100 feet wide. This width should be made uniform from Memorial Park to Fort Boulevard, as this portion carries a trolley which may later be doubled-tracked and heavy traffic may be expected here. The portion now occupied by the drainage ditch can be covered over when the need arises.

Marr Street

Marr St. should be opened through Evergreen Cemetery to a connection with the County Road and Tobin Place, which should be widened and extended southward to a connection with the Riverside Drive. There will be need for a north and south crossing in this vicinity and this offers the best opportunity for a thoroughfare between Washington Park and Val Verde. At present an opening through the cemetery at this point would interfere with no graves, but very soon there will be interments which will make it difficult if not impossible, and the city will have a permanent obstacle five blocks long in the midst of a thickly populated section.



Present Santa Fe St. bridge. Compare this with the beautiful International Bridge which Mr. Kessler has pictured.

SECONDARY THOROUGHFARES

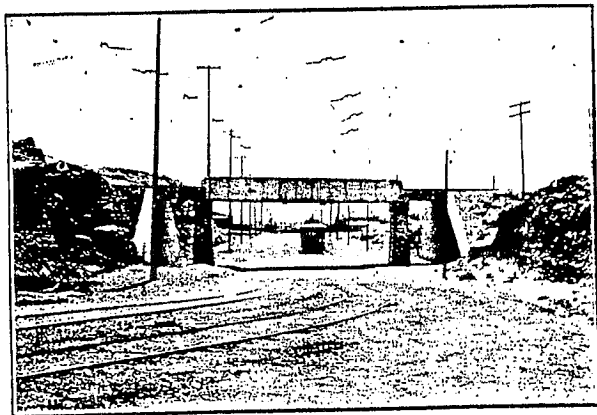
A system of secondary thoroughfares is indicated on the Highway Map (No. 17). Special comment on each of these is unnecessary, but their importance should be remembered in planning pavements and other improvements.

MINOR STREETS

A fault in El Paso, as in many other cities, is in too wide street pavements on purely residential streets. Unnecessary pavement is hot, unsightly, and expensive, and the space might much better be devoted to trees and grass. The main and secondary thoroughfares shown are sufficient to carry the through traffic, and the other streets may safely be planned in the residential districts for local needs only, making cheaper construction and a safer, quieter and pleasanter street on which to live.

BOULEVARDS AND PARKWAYS

The marvelous increase in the use of the automobile is revolutionizing the pleasure seeking habits of the people. Nearly every family has a car, and riding for pleasure is the principal outdoor sport of the day. This condition is likely to continue and to increase and the great demand is for some place to go. Our paved roads are crowded every Sunday and holiday with people riding aimlessly up and down.



Under-crossing at Copia St. When the pavement is completed this will become an important thoroughfare.

the road furnishing only a smooth surface on which to travel but offering no particular objective at the end.

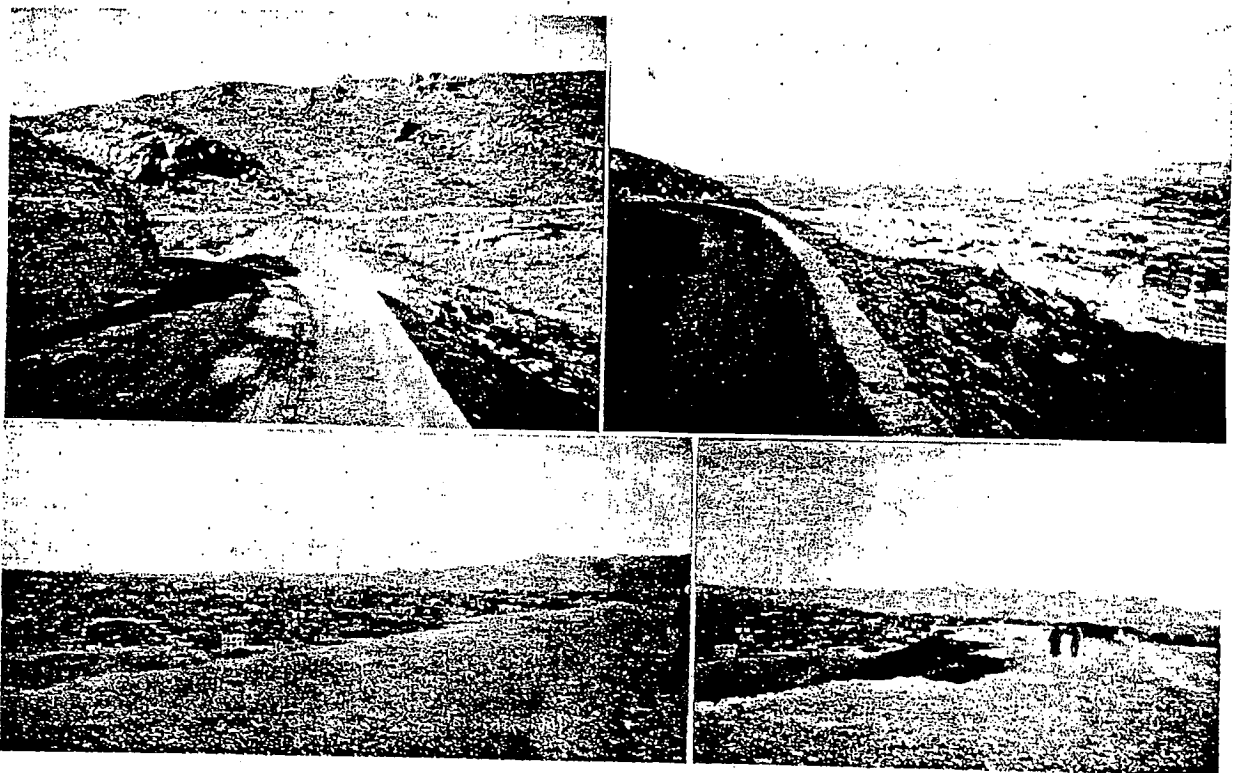
If the city is to attract and to hold a portion of the people constantly moving westward seeking a pleasant climate and environment, it must provide the things they want, among which are pleasant and interesting drives. The objectives may be a park, a picnic place, a wonderful view of mountain, valley and river.

To meet this demand there has been planned a system of boulevards and parkways connecting the parks and the points of interest in the city and vicinity.

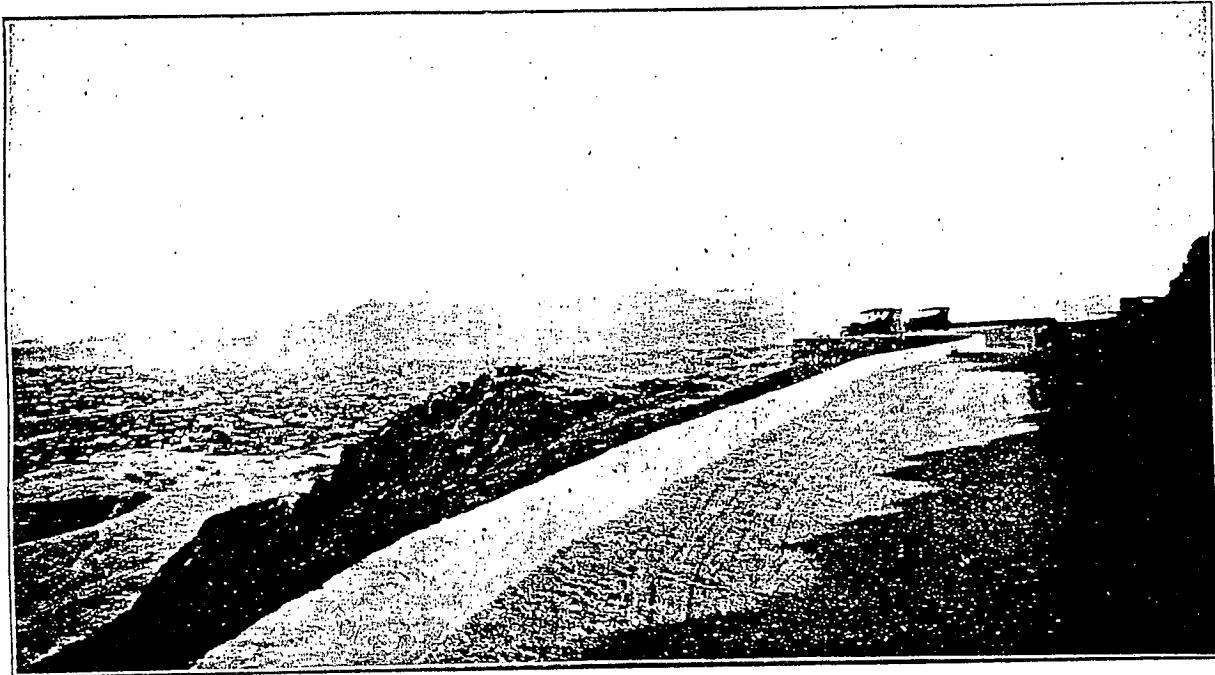
RIM ROAD AND MOUNTAIN DRIVE

The central feature of the Boulevard system is the Rim Road. Here nature has furnished a topographic condition providing a wonderful opportunity for a parkway overlooking the center of the city, almost without parallel in the country. A typical section (Map No. 7) to be used from

Stanton St. to the mountain, shows a 20 foot promenade on the edge protected by a parapet wall, then 19 feet of parking with trees and grass, then a 40 foot driveway, then 15 feet of parking and a 6 foot sidewalk. The Scenic Point above the High School offers a site for magnificent monumental treatment when the time for it comes. Nothing of a permanent nature should be done here until funds are available for something worthy of the place and of the city. In the meantime protection should be provided at the turn on the end at the top, which now presents a dangerous situation. Such protection might take the form of some substantial seats in a semi-circle overlooking the city. On the mountain there is little to be done on the drive but to maintain the road surface and encourage the growth of native vegetation where it is possible. The view must be protected at all points against private structures of any kind.



Lower two views are from Rim Road along the edge of the West Mesa, looking over El Paso toward Mexico. Upper left picture is a view on Robinson Boulevard, and upper right picture is a view from Mountain Drive looking east. Rim Road is a project yet to be realized, though it has been talked of for 25 years. It is necessary without further delay to acquire the necessary rights-of-way to control the Rim and its matchless views.



The City from Scenic Point on Mountain Drive, at this point about 500 feet above the valley. The point of rock to the left of the automobiles remains in private ownership and should be acquired at once for the city, to control the view and use.

THE INNER CIRCLE

The Inner Circle of boulevards begins at Mesa Ave. and Schutz St. and follows the Rim Road and the Mountain Drive to Altura Boulevard at Newman Park. Thence it follows Altura to Myles St. and to Memorial Park. Leaving Memorial Park by Grant Ave. it follows Rio Grande St. and Mesa Ave. to the place of beginning.

THE OUTER CIRCLE

The Outer Boulevard Circle diverges from the Inner Circle at Myles St. and follows Altura Boulevard to a proposed crossing under the railroad, and thence by Dover St. and Hastings St. to Austin Terrace. From Austin Terrace it follows Trowbridge St. extended, to the road connecting Collingsworth with the park east of Fort Bliss, thence southward to the Riverside Drive, thence along this drive to Washington Park.

McKELLIGON CANYON DRIVE

Diverging from the Mountain Drive on the east side of the Mountain there is proposed a road along the contours of the land

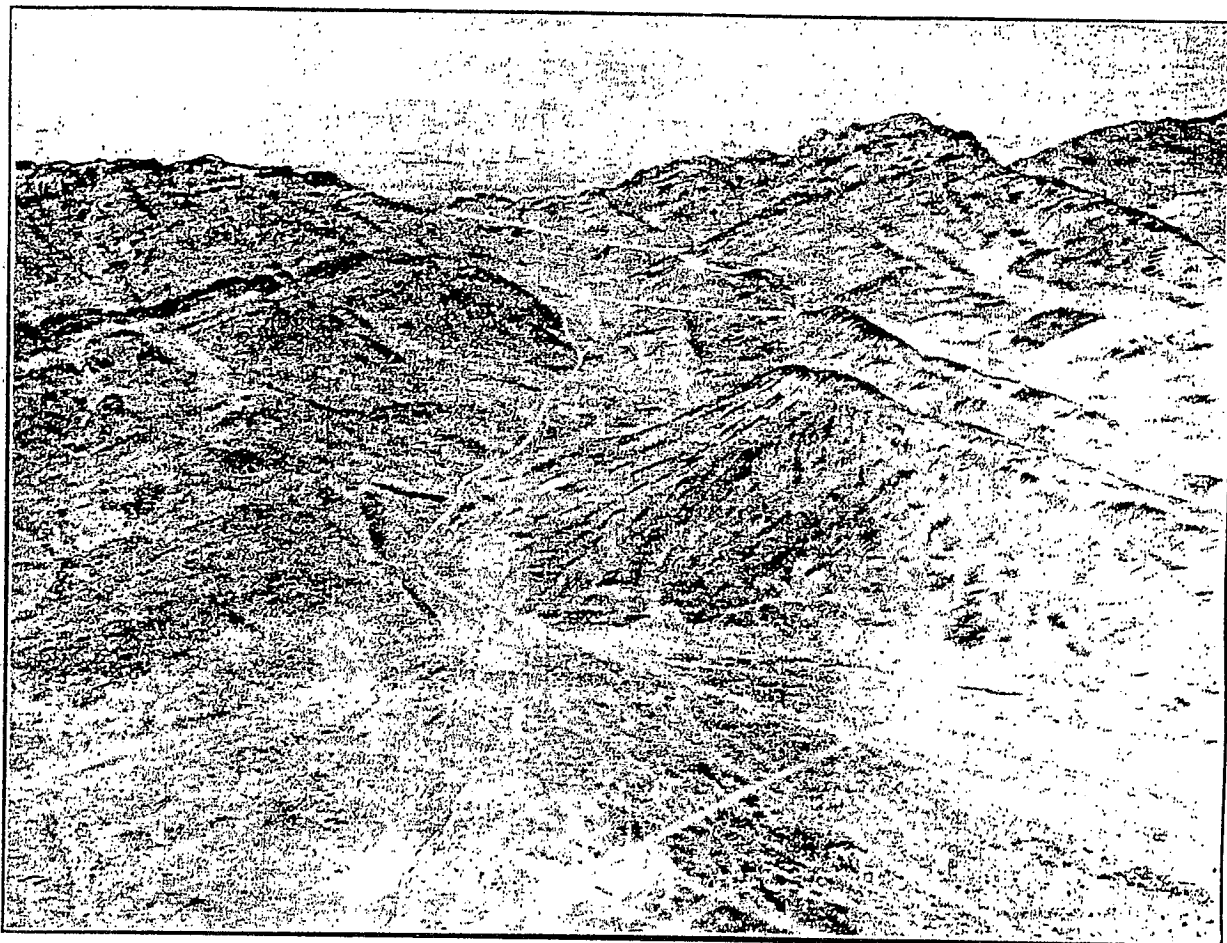
to McKelligon Canyon, thence up the floor of the canyon to near the head, and thence doubling back and following the best location that can be found for a suitable grade, climbing to the pass above the canyon and down on the west side of the Mountain to a junction with Mesa Road. This drive, almost within the limits of the city, offers fine mountain scenery, many favorable picnic and camping sites, wonderful views from the pass, and access to the higher points of the mountain.

A preliminary survey for this road has been made and the approximate line is indicated on the map.

The picture, page 26, shows the head of the canyon and conveys some idea of the scenic value of this route, which with its maximum grade of 5% has also a traffic value as a connection between the Fort Bliss district and the Upper Valley.

CHARLES DAVIS PARK DRIVE

A crossing of the big arroyo in the western part of Alexander Addition has been constructed on Schutz St. This is a step in the construction of a drive from Mesa Ave. at Schutz St., a continuation of



McKelligon Canyon from the air, showing proposed extension of Mountain Drive over the Pass at an elevation of 2000 feet above the valley. This affords an unusual opportunity for something distinctive (Photograph by First Photo Section, Air Service, U. S. Army).

the Rim Road to the College of Mines, thence up the canyon back of the College into Charles Davis Park and out by way of Baltimore St. to Mesa Ave. This drive can be easily completed and would open up the Park with its picturesque canyon and proposed lake.

ROBINSON BOULEVARD

Robinson Boulevard on the edge of what is known as the Second Mesa offers a way to Mountain Drive from Kern Place, avoiding the unpleasant sights and smells which now exist on the first Mesa and offering an alternative route to the Mountain. Completion of this road adds greatly to the traffic facilities of this part of the city.

TROWBRIDGE BOULEVARD

This is a connection from Austin Ter-

race to Memorial Park by way of Douglas and Copia Sts.

CROCKETT BOULEVARD

This boulevard is proposed from Washington Park to Hastings St. by way of Crockett St. A new crossing would have to be opened over the G. H. & S. A. R. R. tracks and changes made in the vicinity of Concordia Cemetery as shown by the detail plan (page 27). This is the only through street possible between Stevens St. and Marr St., others being blocked by Concordia Cemetery on one side and Evergreen Cemetery on the other.

CONCEPCION BOULEVARD

This road opens a thoroughfare from the south end of Fort Bliss to the river and a boulevard connection from the Trow-

bridge St. extension to the River Drive. Parts already platted should be widened to a minimum of 70 feet.

THE DOWN TOWN DISTRICT

Congestion is already apparent in the down town district, especially on San Antonio St. where the articulation of the connecting streets is bad. At the Mesa Ave. corner, the Feder building has been allowed to encroach on one of the busiest corners in the highest value district of the city.

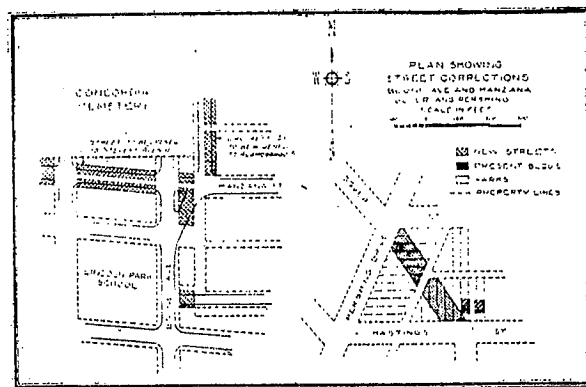
It would be desirable to acquire and remove this building but the cost would be prohibitive at any time in the near future. It might be practicable to acquire an easement to run the sidewalk through an arcade in part of the store on the ground floor and move the curb close to the building line. Neighboring property would be greatly benefited and the city should have the power to make assessments for benefit in this and similar cases.

At Stanton St. and Myrtle Ave., the northwest corner projects into the line of Myrtle Ave. making a very bad and dangerous intersection. The buildings involved are old and will naturally be replaced in a few years, at which time, with proper assessment for benefits, the north line of Myrtle Ave. should be extended to San Antonio St.

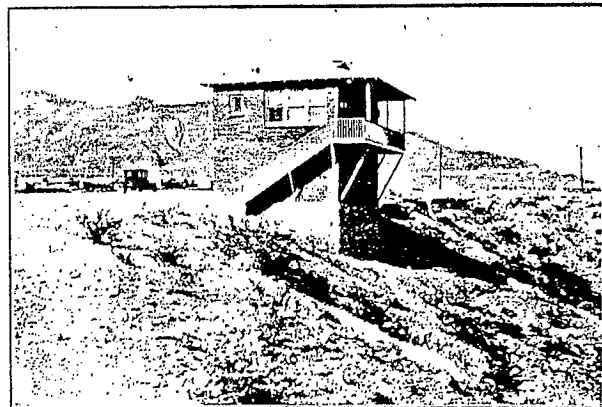
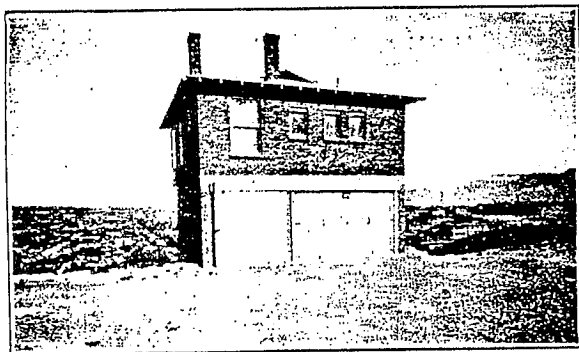
At S. Kansas and San Antonio St. the city and county purchased the property

necessary to open S. Kansas St. to its full width. Some voluntary contributions were received from benefited property owners, and the obstruction was removed.

North Kansas St. between Myrtle Ave. and Mills St. has only about half of its normal width. With S. Kansas St. opened and the City Hall eventually removed, this will become a prominent street and should be widened. North Campbell St. offsets from S. Campbell at San Antonio St. and in connection with a jog in San Antonio St. this causes a narrowing and a bad intersection at this point which should be corrected. Should this block be acquired for a site for a new City Hall and Civic Center the rectification of the intersection will be easy.



These street changes will be important when the thoroughfare and parkway system is completed.



Garage recently built on the West Mesa Rim on the right-of-way of the proposed Rim Road overlooking the city. Rim Road is planned to be the central feature of the entire Parkway System, and it must not be defaced by structures shutting off the view. Without prompt action the whole Rim may look like this, and a unique and distinctive feature worth millions of dollars will have been sacrificed forever for want of a few thousands at this critical time. For another view, see p. 64.

FIVE POINTS DISTRICT

Five Points is the most important of the secondary business districts and seems likely to retain this preeminence. None of the streets carrying the heavy east and west traffic of this district, especially Montana and Yandell, cross directly over Piedras St. and a very bad traffic situation is created. Expensive improvements make a direct continuation impracticable except in the case of Pershing Drive, but as this street carries the heaviest travel east of Piedras the cutting off of this corner would be well worth while.

At the Montana St. corner a considerable cut could be made without interfering with the Masonic Hospital, but improving the traffic condition at this point very materially.

The acute southwest corner of Yandell Boulevard and Piedras St. has no improvements on it and could easily be cut back, making an improvement of valuable assistance to traffic around this turn.

The triangle bounded by Montana, Piedras, and Cedar Sts., now occupied by a filling station, should eventually be in public ownership for the benefit of the surrounding property. This open space would stabilize the location as the center of the district and be to Five Points what the Plazas are to the down town district.

Douglas St. now dead-ends at the railroad. A connection with Piedras St. along the railroad right of way would furnish a valuable outlet for this street and relieve

Pershing Drive to some extent from the heavy travel which will in time tax its capacity.

North of the tracks at Elm St. and Grant Ave. a small triangle occupies half of the normal width of Portland St. Portland St. leads directly from Highland Park to Memorial Park and Five Points and it would be desirable to open it to its full width at this point. The small remaining triangle should be acquired to preserve an open space east of the large Austin School and to keep it from objectionable uses. This is the only unrestricted space in a neighborhood restricted otherwise to residential purposes only, and its natural destiny is use as a filling station, store or similar business place detrimental to the neighborhood and to the school.

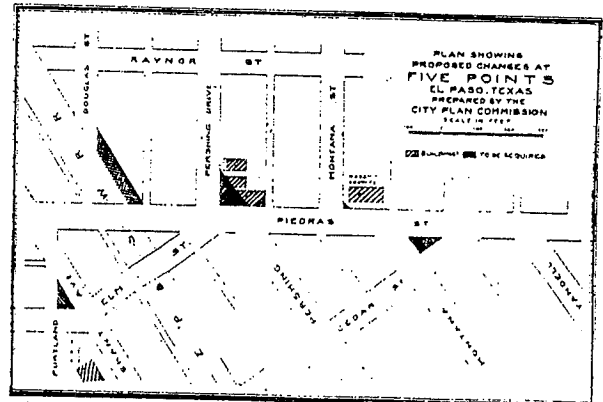
WIDTH OF STREETS

STREETS, like all other structures, should be designed for the purpose for which they are intended. To have one standard street is only justified by the absence of any general plan and by the saving in mental effort of trying to decide what the future requirements of the street will probably be.

Since the width of streets is, with few exceptions, uniform it is fortunate that the generous dimension of 70 feet has been the usual width in El Paso, but this is not enough for a main thoroughfare, especially if it carries trolley tracks, or for an important boulevard. On the other hand it



San Antonio St. needs attention to minor details for dignity and regularity.



Revision of streets in the Five Points District now can be made cheaply, to the future's great gain.

is unnecessarily wide for residence streets in a neighborhood of laboring men's homes where the cost of the land in the streets must be added to the price of the lots. Wide street pavements in such neighborhoods are unnecessary and wide parking spaces will not be maintained. Deep lots add still more to the cost and encourage the multiple or the alley dwelling.

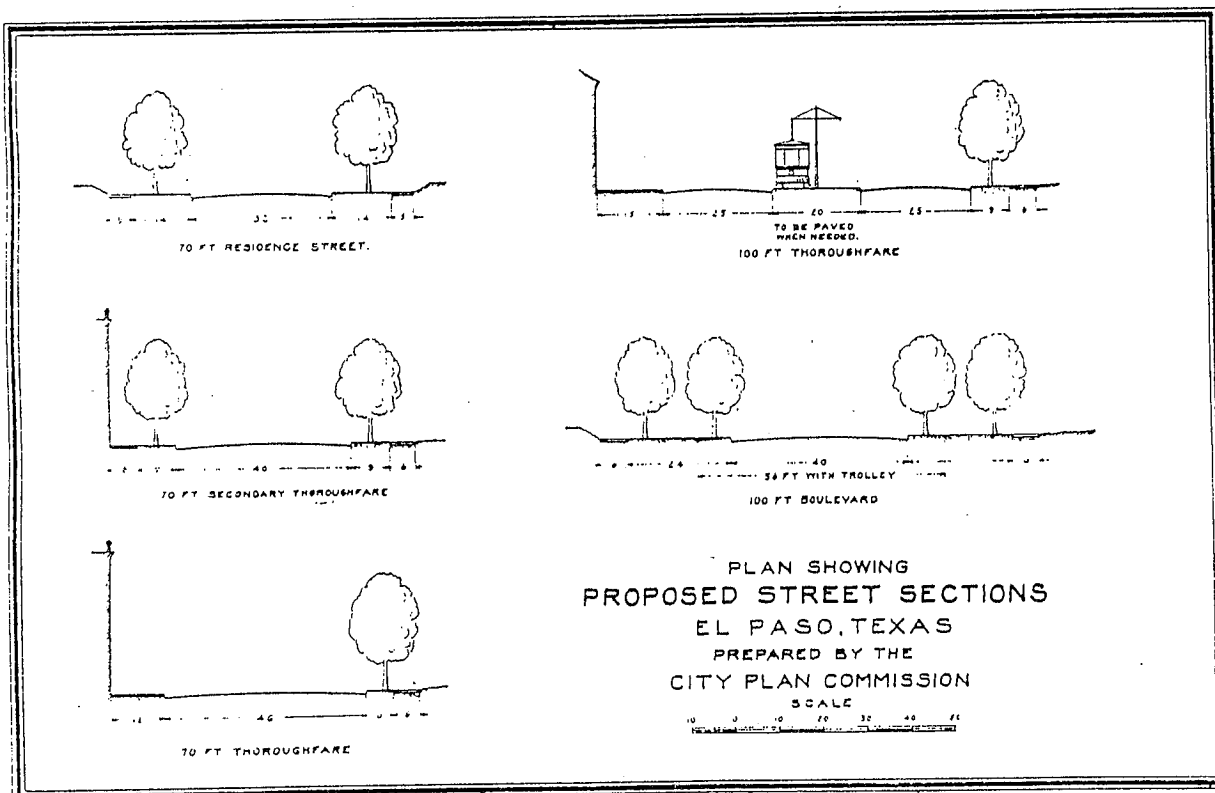
There are shown on page 29 some typical cross sections which are recommended. They differ from present practice principally in providing a greater width between curb and property line. Ten feet is not sufficient. In residence districts it allows too little space for trees and in busy business districts it is too narrow for the foot traffic. Twelve feet should be the minimum and fifteen or more where the width of street permits.

South El Paso St., 82 ft. between property lines, is an example of a business street of fair width. The 16 ft. sidewalks are comfortable for foot traffic and the

pavement is none too wide for present traffic with parallel parking of automobiles.

It is strongly recommended that the City Council by ordinance, or if necessary by initiating a charter amendment, should without delay prescribe for the entire city a standard street paving width of 32 feet, providing, however, exceptions to cover every street already paved, every street designated as part of a highway or thoroughfare, every street carrying or likely to carry trolley lines, and every street likely to become a business street at any future time; and providing also that on petition of at least two-thirds of the owners of abutting property on any street or part of street not less than five blocks long, the standard width of street paving might be increased to meet the wishes of such owners of abutting property.

This would simply mean that all secondary and unimportant streets would be initially paved to the standard width only,



Streets should be planned for their particular needs. Many El Paso residence streets are paved too wide. Grass and trees are more attractive and healthful than unnecessary pavement. The 32 foot street pavement should be the standard for all ordinary residence streets, allowing a 14 foot parkway on either side.

and the remainder of the space designated as parkway space. It would be easy at any time in future to substitute paving for parking, should such become desirable; but on the many streets already paved too wide, there is no remedy. Paving money, both private and public, would thus go much farther, and the city would be more attractive and as well served.

For new main thoroughfares and for boulevards a width of 100 feet between building lines should be provided where possible. The widening of streets in developed territory is difficult but is often worth while and sometimes necessary to maintain the prestige of a street or a district in its business importance. Larger cities are spending millions for this kind of work and El Paso should consider if some of it should not be done now, while it is comparatively easy.

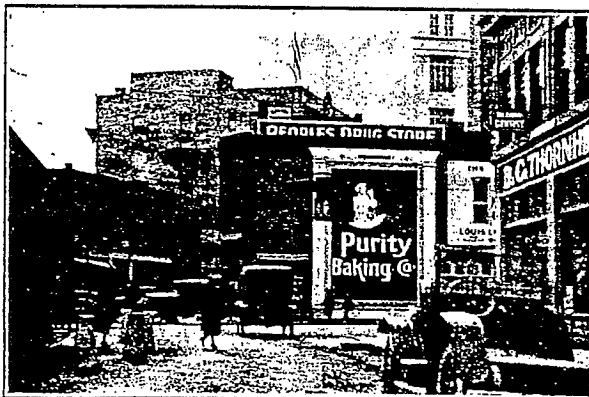
Unfortunately our laws make street widening difficult except by voluntary agreement of a large majority of the owners. One effort to secure such an agreement for the widening of Wyoming St. failed, probably because of a lack of full understanding of the conditions involved. All that is necessary as a first step is an agreement by all owners that no permanent improvements will be placed on the land needed for widening, in this case a strip ten feet wide on each side. When the actual widening takes place the owners must pay an assessment for benefit, suffi-

cient in the aggregate to compensate for the structures remaining at that time, and for damages where the properties are shallow so that a usable depth is not left after the taking and the damage is more than the benefit.

If the time of the widening is left until the need is apparent, all new buildings will have been set back to the new line and the old ones have so far outlived their usefulness that the cost will not be burdensome. Where important buildings remain on the old line when the pavement needs to be widened, sidewalks are sometimes placed in an arcade and the building allowed to remain for a longer period, but the irregular building line is unsightly and this period should be made as short as is practicable. The general benefit will be such that the city can well afford to assume some portion of the cost for the traffic relief which the improvement will bring.

In the meantime the certainty of the widening at some future time will fix the importance of the street and be reflected in increasing values.

Yandell Boulevard and Wyoming St. offer exceptional opportunity in this way. The need is greatest on Yandell Boulevard because of its double track trolley, but Wyoming St. has few buildings on the property line which will not naturally be replaced in a few years. The widening of either of these streets would insure its importance as a thoroughfare, and the owners, on whom the burden of cost would



This corner at the intersection of Stanton, Myrtle, and San Antonio Sts. should be cut off when permanent improvements on the property are planned.



Kansas St. looking south from the railroad tracks, showing the need for widening and the poor setting of the Court House.

principally fall, would in a few years be well repaid in the increased values which would accrue.

Should the solution of the railroad problem result in moving the tracks and yards from Main St. the opportunity should not be lost to make this a great wide thoroughfare from the heart of the business district out toward the great residence district to the eastward.

WIDER STREET INTERSECTIONS

Modern traffic conditions demand a larger turning space at corners. It is recommended that whenever new curbs or pavements are put in, the curbs at intersections be given the maximum radius which will leave sufficient sidewalk space at the corner. This recommendation applies equally to residential and business districts.

DANGEROUS STREET TRAFFIC

The appalling number of deaths and injuries from accidents due to traffic in the streets demands consideration in any program for the betterment of the city. In 1924 seventeen persons were killed and 313 injured in the streets of El Paso; most of these accidents being chargeable to automobiles. In the first five months of 1925 there were 10 deaths and 116 persons injured in traffic accidents.

Efforts to improve this condition divide naturally into three general classes.

1. Governmental control, which includes traffic regulation, legislation, penalties, licensing, etc.

2. Individual effort. Individuals, both drivers and pedestrians must be taught accident prevention.
3. Physical changes to make the streets safer.

The third classification is the one in which the City Planner is especially interested. Congestion is the principal cause of accidents and this may be reduced by providing wider roadways, more thoroughfares, larger radius turns, decentralization, car parking spaces, etc.

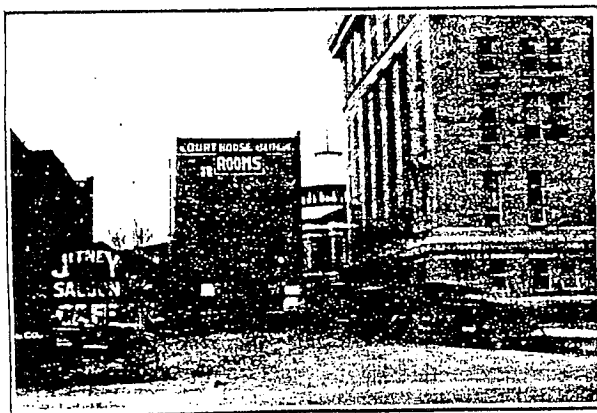
The City Plan, if the recommendations of the Commission are carried out, will help in all of these ways and pay large dividends by promoting the safety, efficiency and convenience of all traffic movements in the city.

More and wider thoroughfares by reducing congestion will add greatly to the safety of the streets.

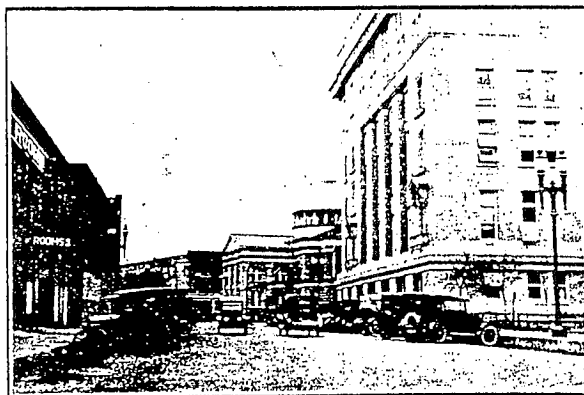
Decentralization can be encouraged by a comprehensive zoning plan which will provide for secondary business centers and limit excessive congestion in the main business district. The removal of the railroad tracks from the heart of the city will permit of a natural expansion of the retail district and tend to counteract any tendency to excessive concentration.

Parks and playgrounds at frequent intervals will keep children from playing in the streets and save many valuable lives, as well as promote health and pleasure. Each school ground should provide facilities for play during all daylight hours.

More car parking space is an impera-



Kansas St. at the Court House before widening.



Same view of Kansas St. after widening.

tive need which will grow steadily greater. Any street widenings in future business districts and on main thoroughfares will be profitable to the abutting property and to the community, for, other things being approximately equal, the shopper will seek the stores where parking facilities are best.

Schools and play grounds should so far as practicable be placed between the principal thoroughfares, and the districts which they serve should be so arranged that railroads and busy streets will form the boundaries and children will not be compelled to cross the dangerous traffic ways.

THE LOWER VALLEY PLAN

The City Plan Commission has prepared a tentative plan for the development of the Valley between El Paso and Ysleta which will serve as a guide for new subdivisions in that region and if followed will establish new thoroughfares and prevent the disconnected and haphazard plan which otherwise would result. The engineer of the Commission has made suggestions for the plan of several new suburban developments and is always ready to cooperate with owners and surveyors in this work.

REGIONAL PLAN

Planning for the future, to be entirely effective, must reach out beyond the present city limits and embrace the whole region of which El Paso is the center. The County Commissioners have requested the City Plan Commission to advise with

them in the planning of the County and have given cordial cooperation in carrying out the City Plan beyond the city limits but in the areas into which the city will naturally expand in its growth. Five projects in the County road building program now under way were included in Mr. Kessler's original plan and when completed will make substantial progress toward carrying it out. These projects are: The Womble Road; Alameda Ave. Widening; The Riverside Drive and Levee; The Mesa Road; The Santa Fe Road.

RAILROAD PROBLEMS

EL PASO is to a large extent a railroad town, being the terminal or division point of three important railroad systems: the Southern Pacific (including the G. H. & S. A. and the El Paso & Southwestern), the Texas & Pacific, and the Santa Fe. In addition the National Railways of Mexico and the Mexico Northwestern have their northern termini at Juarez on the opposite bank of the Rio Grande. Large shops are maintained here by the Southern Pacific and the railroad payrolls contribute much to the prosperity of the city.

With the growth of the city the railroad yards have become entirely surrounded by residences and business, making impossible any large expansion of railroad facilities and interfering with the normal expansion of the business district and the circulation of traffic in the city. Train movements will become increasingly slower and less safe under present conditions.



Reclaimed from the "desert" in a few years. Views in Kern Place on the West Mesa.

The Railroad Map (No. 13) accompanying this report illustrates graphically the situation with the yards of the Southern Pacific system three blocks wide and two miles long extending into the very heart of the central business district. The streets leading northward from the commercial center towards the principal residence sections cross at grade the most active main line tracks. Traffic going eastward, south of the Southern Pacific tracks encounters all of the traffic of the T. & P. R. R., and the switching movements into the lower part of the city from all roads except the Santa Fe. The E. P. & S. W. track of the Southern Pacific system bisects the great residence district in the eastern section.

These conditions call inevitably for relief in the near future. Almost intolerable now, as the city grows these obstructions if continued will influence the development of the business center by restricting access to it, encouraging other developments and possibly bringing about a sudden shifting of values which will result in a great economic loss to the community. Rather there should be a natural expansion of the district with the growth of the city.

Business growth tends to follow the direction of the purchasing public, which is north and east, and expansion in this direction is resisted by the railroad tracks and yards. The property in the western end of the yards will in time, become too valuable to be used for this purpose and it is for the interest of all parties concerned that plans be made for an ultimate solu-

tion of the problem and a beginning made toward their execution by eliminating the grade crossings between Campbell St. and the Union Station.

It is not the purpose of this report to attempt to say what that solution shall be. It is a railroad problem involving practical matters of operation and maintenance, and the companies concerned are supposed to be working on it. There are however certain general conditions for a satisfactory solution from the view point of the city which should be expressed here.

First—Grade crossings should ultimately be eliminated from all intersections with streets designated on the map as main thoroughfares.

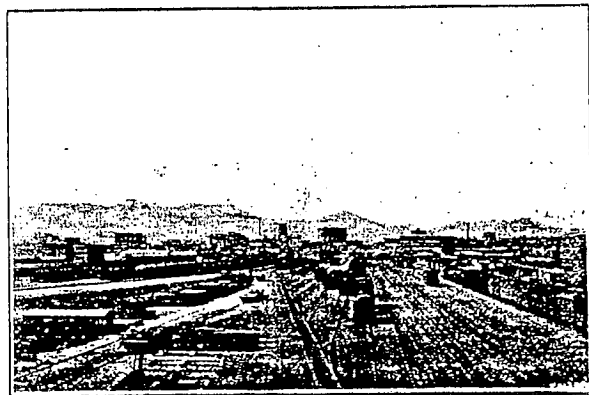
Second—Classification yards and tracks not necessary for local service should be removed from the center of the city.

Topographic conditions limit the industrial districts within the city limits principally to the territory between the line of the Southern Pacific railroad and the river, and plans should permit the extension of switching service to any part of this region where it may be needed. Local freight yards should be planned for the convenience of the business and light manufacturing districts, which are expected to continue mainly in the district between the tracks and the river, with a gradual expansion of the retail district northward and eastward. The east end of the city will in time require local freight yards of its own.

There should be a general plan for



Glimpse in Austin Terrace, reclaimed from the barren "desert" in five years.



Railroad yards looking west from Austin St. Viaduct. This shows how the railroad property projects into the heart of the city.

the whole work in order that immediate measures for relief at the principal crossings may be taken as part of a comprehensive scheme.

The abandonment of the present yards would release for other purposes much very valuable land. This high value is due to the same growth of the city which makes a change imperative. It is in the nature of an unearned increment to the owners, and the proceeds from the sale of land not permanently needed for railway purposes might well be applied toward the execution of a great project for the ultimate benefit of both the railroads and the community.

The recent merger of the E. P. & S. W. R. R. Co. with the Southern Pacific System introduces new factors into the problem which should simplify it because the two principal lines can now be considered as a unit. The plan to reroute the E. P. & S. W. division from Tobin along a line east of Fort Bliss to a connection with the G. H. & S. A. tracks at Alfalfa becomes more practical with unified operation of the two roads. This would permit the establishment of one great classification yard for all Southern Pacific lines on the large tract of land at Alfalfa now owned by the railroad, and would make unnecessary the maintenance of two main line rights-of-way through the center of the city.

Should it be possible by treaty with Mexico to make the river channel the international boundary, an ideal line from the viewpoint of the City Plan would go directly west from Alfalfa to a point on the river south of Copia St. through land now unused, which, with trackage, would be excellently adapted for industrial development. From this point the line would be on or near the river bank to the Union Station.

This line unless elevated would introduce objectionable grade crossings at the bridge heads of all river crossings between El Paso and Juarez. If track elevation should be necessary, a more direct line would be along Second St. on an elevated structure, the grade of which would be on

about the level of the present main line tracks just west of the Union Station. This would avoid the difficulty of getting from the river bank level at the Santa Fe yards to the main line grade, and perhaps permit of a better arrangement at the Union Station, where the tracks could be on the south side of the building and the present structure rearranged. Enlarged facilities could be secured which would increase by many years the life of the station, and the present "through" arrangement be retained, where other plans for using the river route might make it necessary to back into stub-end tracks.

Trackage facilities along the present main line of the Southern Pacific would be retained for the present, as would the use of the present freight houses and shops until the growth of the retail district and the need for increased facilities made it expedient to move to some more suitable location. The Texas & Pacific yards would make an excellent location for all local freight houses, with the Texas & Pacific provided with yard and shop facilities at some point farther east.

To reach present freight terminals of the E. P. & S. W. division of the Southern Pacific, nearly all traffic from and to the commercial district has many dangerous tracks to cross at grade.

New Boulevard on E. P. & S. W. Right-of-Way

Should the present E. P. & S. W. line from the yards to Fort Bliss be abandoned for main line operation, the opportunity should not be lost to make this a great boulevard. In fact this possibility is an important argument for rerouting the railroad; neglect to bring about this development, if it is at all practical, would be recognized by future generations as a stupendous blunder. The boulevard should have few cross streets not now opened, and the grade separation at Copia St. and the one proposed at Altura Boulevard should be retained, making a fast traffic route of incalculable benefit to the great residence section north and east of Five Points.

PART II

Parks, Recreation, Schools

THE progressiveness of a city may be measured largely by its parks and recreational facilities, for these are the expression of the aspirations of the community beyond the purely material and obviously necessary things. But these have more than esthetic value and have been found to pay real, if indirect, dividends which may be translated into cash. The dividends come in attracting new citizens, in keeping the old citizens and reducing the labor turnover, and in the transient and tourist trade.

El Paso has special need for a progressive park and recreational program because nature has denied here the natural attractions of grass and trees found in a humid climate, and because the city is trying to attract the tourist, the health seeker, and the pleasure seeking classes who are free to go where the conditions are made most agreeable. The year around climate in El Paso cannot be surpassed and her great opportunity for rapid growth and prosperity seems to be largely in getting and keeping some of the great migration of people from the North and East seeking the more friendly climate of the Southwest and the Pacific coast. To do this, attractions must be provided equal to those found elsewhere, and if this is done the effort and expense will be well repaid.

The Bureau of the Census in "Financial Statistics of Cities" for 1922, the last year for which full returns are available, gives the following figures for per capita expenditures for recreation, which includes parks:

San Diego	\$3.02
Pasadena	2.45
Colorado Springs	2.23
Denver	2.04
Long Beach	1.65
Salt Lake City	1.38
Los Angeles	1.12
Spokane	1.07
El Paso72

El Paso's position in this list of cities in arid climate shows that the program proposed can be carried on without extravagance and without equaling the expenditures of other cities which have been successful in their appeal to the pleasure seeking classes.

Most of El Paso's present park areas were acquired by gift or in trade, or bought when land prices were relatively very low, and the total land purchase price of all the existing park spaces is estimated to have been \$177,000.

Classes of Recreational Centers

Recreational facilities may be classified into the following types: Community centers, playgrounds, neighborhood parks, and large parks.

COMMUNITY CENTERS

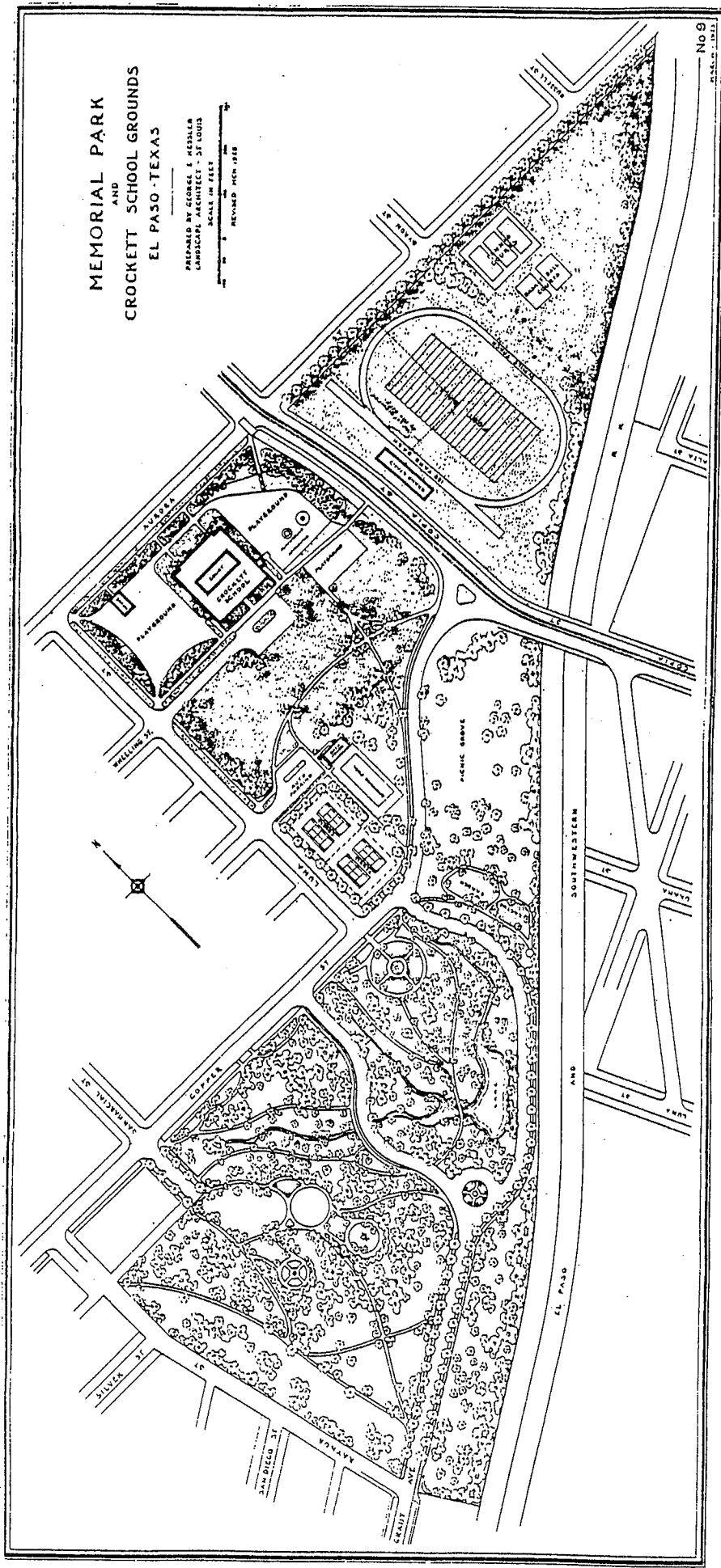
The Community Centers and the playgrounds should be coordinated with the work of the schools to avoid duplication of grounds and equipment and to insure efficiency in operation. To accomplish this, supervision of play ground activities should be extended beyond the school hours and throughout the year. This would mean extra expense which should be arranged between the City Council and the School Board, and which would be well worth while in its effect on the future citizens of the city.

The newer schools have been provided with ample play space but some of the older ones are sadly deficient. An excellent thing has been done in the purchase of the block near the Aoy School, and the intervening block should now be purchased by the School Board or the City for the needs of the large population which must be served there.

Alamo, San Jacinto, Beall, Bailey, and Morehead Schools are badly in need of more space.

MEMORIAL PARK
AND
CROCKETT SCHOOL GROUNDS
EL PASO - TEXAS

PREPARED BY GEORGE E. MCDONALD
LANDSCAPE ARCHITECT - ST. LOUIS
SCALE IN FEET
REVISED MARCH 1928



NEIGHBORHOOD PARKS

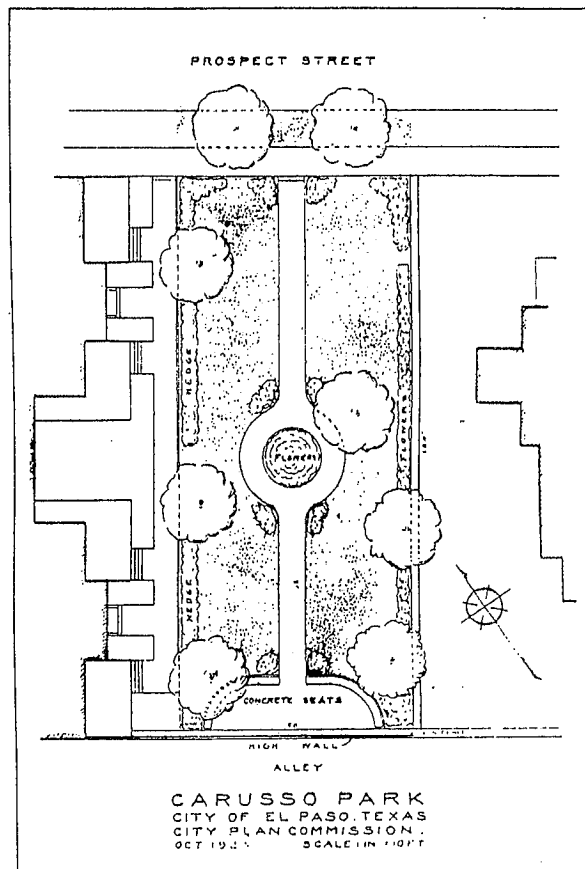
The Neighborhood Park provides an open space and relief from the brick and pavement of the city, where adults and children may enjoy something of the beauty and restfulness of a natural environment. When sufficiently large there may be athletic fields, tennis courts and play grounds.

Washington, Alamo, Mundy, Doniphan, and Austin Parks, San Jacinto Plaza, Cleveland, Carnegie and Houston Squares are the older neighborhood parks. Madelyne Park in Kern Place and Memorial Park are more recent examples, and numerous triangles make their neighborhoods more attractive. Judged by the standards of humid climates, only Washington and Memorial Parks would be considered adequate in size for neighborhood parks, but practical considerations of expense of watering require a modest program.

For the great district north of Memorial Park which is rapidly filling up there is recommended a new park in Morningside Heights of about 12 acres. This is the nearest area (of suitable size) to the district to be served, which could be found, and it should be acquired soon before ex-

pensive improvements and rising values make it difficult.

Another valuable neighborhood park would be the Magoffin Homestead property at Magoffin Ave. and Octavia St. This is in a large residence district entirely without recreational facilities and close to the San Jacinto Junior High School which has no adequate play grounds. While this district is close to the commercial center and business is encroaching on it, it seems certain that it cannot for many years become real business property. A park would help to retain its residence character and prevent it from becoming a blighted district, such as is often found in the older sections in every growing city, where the older inhabitants have moved to more desirable places and business has not yet come. Zoning is the only adequate help in



At the "dead-end" of Randolph street overhanging a high bluff lies a small piece of public property (pictured above), a plan for whose development is shown at right. The "concrete seats" shown at the bottom of the diagram provide a "belvedere" with a beautiful view over the river valley to the mountains of Mexico. The plan should be carried out without delay, as the little park is needed right where it is. Observe in the foreground of the picture, the unkept parkway space where the city has asserted no control.

such situations and it is to be hoped that means may be soon found in Texas for some real zoning regulation.

The smallest of neighborhood parks have their value in providing some open public space and a touch of beauty at frequent intervals throughout the city. An example is Carusso Park at the end of Randolph St. in Sunset Heights, where the topography prevents the extension of the street and the opportunity is presented for a little park from which a fine view is had of the river valley and the Juarez Mountains. Being in an apartment and rooming house district which will become very densely populated, it will have an increasing value and should be preserved and developed. At present it has the appearance of being the front yard of the apartment house adjoining it on the west and is little used by the public. A plan is presented which will make this seem like a public park without injury to the apartment, and encourage its use by the people of the vicinity.

A somewhat similar opportunity is offered where streets cross the Mesa Rim between Stanton St. and Scenic Point. It will never be practical to open these as thoroughfares, and small parks in the street would be beauty spots in the view from the city as well as recreational centers for the neighborhood.

MEMORIAL PARK

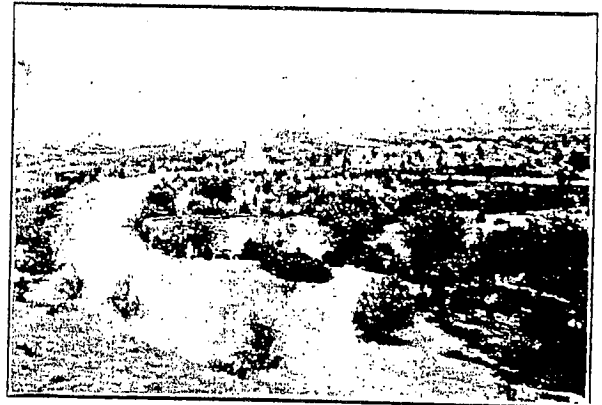
Memorial Park is well designed and planted, and with a few more years of growth for the trees it will be the most beautiful park in the city. Its irregular topography is a great advantage. The total area is 43 acres of which about two-thirds is improved, and the length along the railroad is more than one-half mile.

With the swimming pool and tennis courts recently constructed it is beginning to serve the recreational needs of the neighborhood, and with the completion of the athletic field east of Copia St. it will be the recreational center for a large territory.

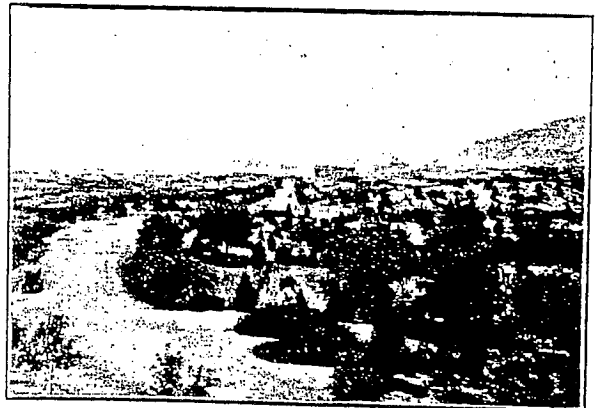
A plan for the complete development of the park was prepared by Mr. Kessler and is shown by Map No. 9 revised to date. Planting on the sections south of the Crockett School and east of Copia St. should be started as soon as funds are available in order that the trees may be growing up for future benefit. A considerable amount of grading will be necessary



Memorial Park with grading work just started.



Same view two years later.



Same view three years after planting.

before planting can be started on parts of this area. A small fraction of land privately owned, projecting deeply into the park area, should be acquired at once to protect the park.

A lighting system should be installed soon in the improved portions of the park for greater safety and better regulation. Lights should be on ornamental standards with wires underground.

The drive continuing Copper St. to Copia St. will be an important connection. The corners should be well rounded as shown by the Plan, for safety and convenience. Otherwise the intersection at Copia St. with high banks on each corner, will be dangerous and unsightly.

Memorial Park is intended eventually to become a suitable memorial to El Pasoans who participated in the World War, especially to those who gave their lives or who performed heroic deeds; and also to distinguished commanders in the World War, and, in general, to commemorate that war by perpetuating the names of campaigns, battles, and sectors where El Pasoans saw war service.

Initial action to this end has been taken by ascribing suitable names to the roadways and paths in the park, to hills and points of interest and to special park areas.

While no further detailed projects have been undertaken beyond the basic design for landscaping and the naming of special features, it is the intention ultimately to work out a comprehensive plan for the carrying out of the original idea of Memorial Park.

Whenever any permanent work is done in the park, it should be planned as part of the complete scheme. Bridges, arches, fountains, pavilions, band stands, and so on, may be given appropriate names. At some future time, a special memorial structure of some kind should be erected, in connection with which there would be a permanent record in bronze of all names which should be memorialized to posterity.

It is particularly desirable that nothing of the kind be undertaken until the city is

ready to spend what is necessary for a real work of art worthy of the city's pride forever.

"Cheap" factory-made statues and monuments or anything inferior artistically would spoil the park and impair its dignity and must be avoided.

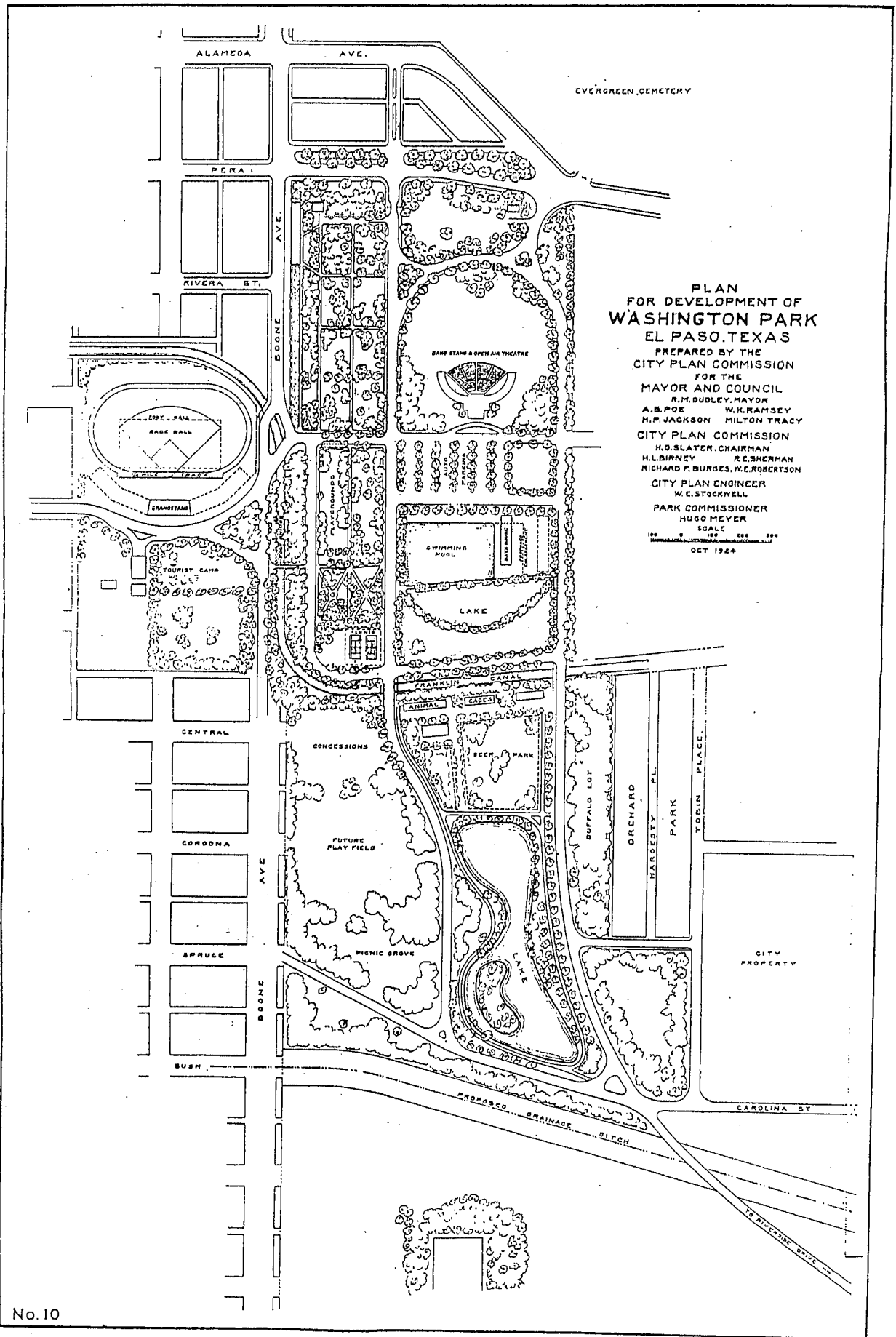
No other memorial of this nature ever will be necessary if El Paso works out the present plan consistently. In location and developmental possibilities Memorial Park is all that could be desired, and it is worth any reasonable investment of public money through the years. Maximum beauty with maximum use should be the aim.

WASHINGTON PARK

Washington Park is the only large park which is in the valley where canal water and valley soil are available. This fact, the present character of development, and easy access by trolley and automobile, make it the natural place to centralize those recreational and amusement features of the park system which will draw large crowds from all parts of the city. The athletic field, the large swimming pool, and the zoo are already established, and concessions for a merry-go-round, ferris wheel and similar amusements have been granted from time to time.



The Pergola—Houston Square.



A plan for the future development of the park has been prepared by the City Plan Commission, see Plate No. 10.

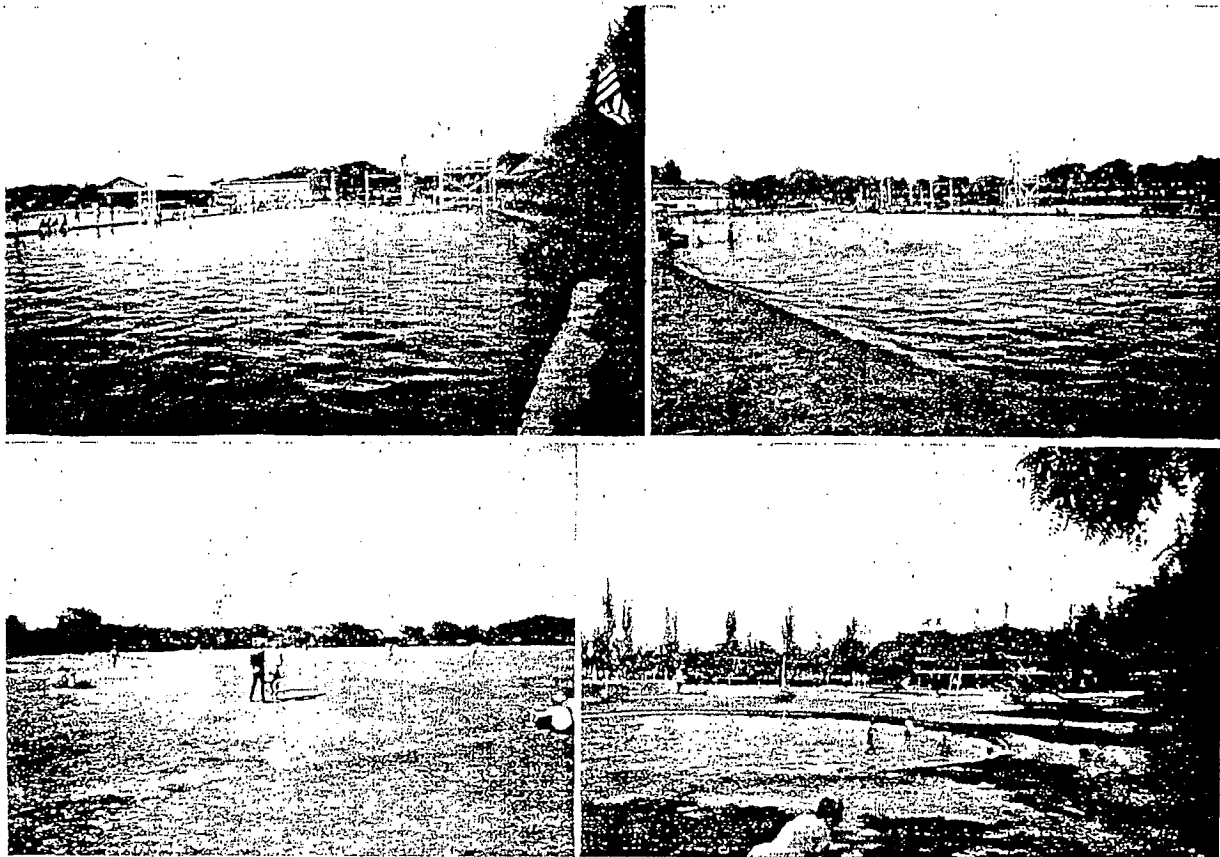
At the north end of the park it is separated from Pera St. by two half-blocks on which are inexpensive improvements with the rear of the lots adjoining the park. It would be desirable to add these to the park in order that the street may become the boundary. This would give an opportunity to straighten Pera St. and make another thoroughfare into the business center by way of Magoffin Ave.

The new entrance at the northeast corner has already been constructed.

South of the park the city owns a large area (extending to the river) which contains the sewage disposal plant and is used for dumping garbage and trash and the disposal of sludge from the sewage plant. The larger animals have already been moved south of the canal where they will

have more space, and other proposed park features are shown by the plan. The material from the excavation for the lake will be needed to widen the present levee and to cover the dump. The dumping makes about five acres of land each year at the higher level, and as this is cleaned up and covered it can be used for play fields and other purposes. A site for the International Exposition is under discussion, using city land south of Dudley Field and the land shown on the plan as future play fields.

As the land south of the canal comes into use the odor from the disposal plant will become more of a nuisance, and some means to control it will be demanded. A thick growth of trees around the plant will help and should be started at once. Ultimately it will probably be necessary to roof over the plant, and either burn the gaseous products or erect a high stack to carry the fumes off.



Washington Park scenes—Upper left, deep pool; upper right, shallow pool; lower left, amateur baseball diamonds; lower right, wading pool and children's playground.

The central field of the present park should be preserved always as an open space with grass in the center and planting around the edges. The plan shows for future development an open air theatre and pavilion for band concerts, plays, dances, etc.

Play ground facilities should be enlarged and the wading pool maintained. One tennis court has been built and space for another is available when it is needed and funds are in hand.

The canal bank should be beautified and a walk built on the north and east bank, with an ornamental fence for protection between the walk and the water.

LARGE PARKS

LARGE parks are needed, where there can be drives and paths, picnic places and recreational facilities requiring too much space for the neighborhood parks. This necessarily means land on the outskirts of the city or land unsuitable for intensive development and therefore of low price. Fortunately land unsuitable for other purposes is often excellent for a park.

CENTRAL PARK

The heart of the proposed park system in the city is in the area between Blacker St. and the Rim Road and that part of the Fisher Survey above Mountain Drive, with enough below it to protect the view.

MOUNT FRANKLIN

Mount Franklin as a whole offers exceptional opportunity for a great mountain play ground, which should be capitalized by the city. The acquisition of the upper part of the Fisher Survey should be but the beginning of mountain development. A road is proposed up McKelligon Canyon to give access to camping places and points of interest which with those portions of the range near the city, should be owned by the public. Trails recently constructed have proved to be popular.

CHARLES DAVIS PARK

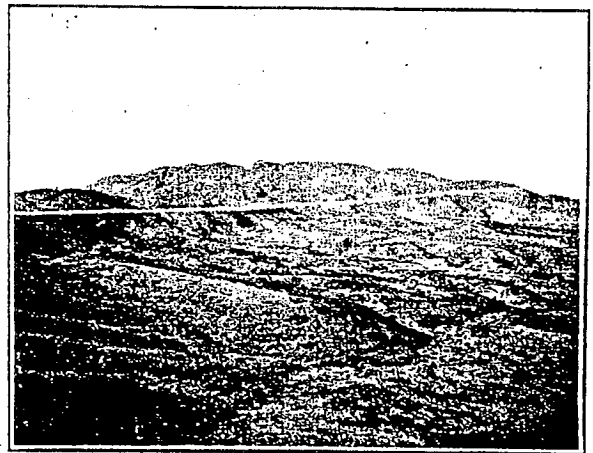
This park near the Texas College of Mines has over 100 acres of rough rocky

land in the Smelter Mountains. While not suitable for parking in the conventional way with trees and grass, it has great possibilities as a unique desert park, featuring the native vegetation and the natural rugged scenery. Development of this area may well wait on more pressing problems.

Plans have been made for a dam in a narrow gorge which will impound a lake of about six acres in area and be a most picturesque thing in a natural basin in the hills. Water must be pumped to fill this lake, which is about the level of the Sunset Heights reservoir. City water could be used at the actual cost of pumping, as the lake could be supplied when water was not needed elsewhere, so no extra pumping capacity or larger mains would be required. A separate pipe line from the Sunset Heights reservoir with a small booster pump would be required.

The north shore of this lake would slope very gradually to the south and would make an ideal bathing beach.

A road is planned from Lowenstein St. up the deep arroyo back of the College of Mines, around the lake and connecting with Baltimore St. and Mesa Ave. This road would make a pleasant drive and become part of the proposed parkway system. To make room for the lake and to provide some accessible level land in the



Rim Road, Mountain Drive, and part of the site for the proposed Central Park east of the High School, showing rough topography under the Rim of the West Mesa. The Mountain here rises 2000 feet above the city, and well built trails lead to its peaks from the crest of Mountain Drive.

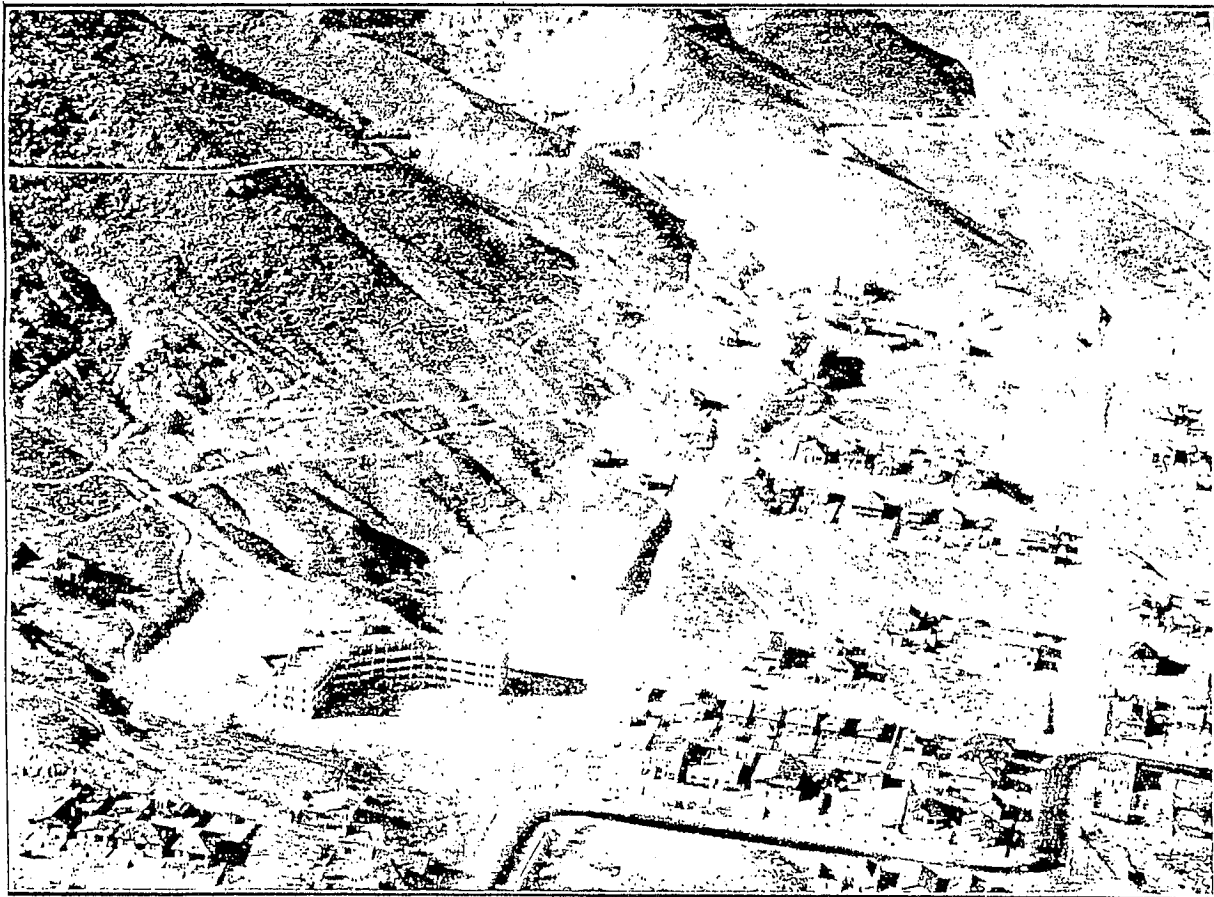
park for recreational purposes, there has been purchased seven acres additional adjoining the College Stadium on the north. It may be expected that the College of Mines property will in time be developed in harmony with the park and this region provide a play space for a section of the city which may be expected to grow more rapidly in the future than in the past.

Foot paths through the mountains and to the high points should be built and the native vegetation protected and encouraged. By building rock barriers across the small arroyos at intervals soil can be collected and moisture retained so that the natural trees and bushes of the region may be made to thrive. There is more beauty and variety of this vegetation than most people imagine, because few get to the spots where it has grown unmolested.

Vandalism

This is a place to mention and to protest the practice of many thoughtless persons who burn and destroy everything on the mountains which can be burned or carried away. This has resulted in the denuding of all of the easily accessible places and gives the country the appearance of being more of a barren desert than it naturally is.

This is especially true of the east side of Mount Franklin where after the summer rains have given vegetation a chance to grow, fires started by pleasure seekers will spread at one time over many acres and in a season will cover much of the mountain. The fact that these fires will spread so widely shows how nature strives to cover the surface and gives an indica-



Upper white line shows part of Mountain Drive as seen from the air (photograph by courtesy of First Photo Section, Air Service U. S. Army). This Drive is one of the outstanding accomplishments in the building of the city, and Rim Road (when realized) will be its crowning glory.

EL PASO PARK SYSTEM

DEVELOPED PARKS:

No.		Acres	Location
1	Madelyne -----	3.42	Kern Place
8	Doniphan -----	2.5	Viaduct
10	Mundy -----	1.5	Mundy Heights
11	Carusso -----	.18	Prospect and Randolph Sts.
12	Overland Square -----	.36	Union Station
13	Cleveland Square -----	1.5	West of Library
13a	Henderson Triangle -----	.18	Facing Scottish Rite Cathedral
14	Carnegie Square -----	1.5	Library occupies center
15	San Jacinto Plaza -----	1.5	"The Plaza"
16	Pioneer Plaza -----	.25	Used for parking autos
17	City Hall Park -----	.5	City Hall occupies part
18	Toltec Triangle -----	.25	Faces City Market
20	Alamo -----	1.5	Park Ave. and Fourth St.
21	Houston Square -----	1.5	Montana and St. Vrain Sts.
22	Newman -----	2.4	East end of Mountain Drive.
23	Memorial -----	43.0	About two-thirds developed
24	Aurora Place -----	.02	Wyoming and Piedras Sts.
25	Austin -----	.75	Hueco and Montana Sts.
26	Cox -----	.5	Hueco and Cobia Sts.
27	Pitman -----	.25	Pershing Drive and Stevens St.
28	Washington -----	33.5	Area includes all of park proper
30	Cumberland Circle -----	.46	Austin Terrace
		<u>97.52</u>	

PARTLY DEVELOPED PARKS:

6	Scenic Point -----	5.5	Back of High School
19	Hidalgo -----	1.5	Seventh and Florence
29	Lincoln -----	6.47	At Montana St. Well of Water Works
32	Municipal Golf Links -----	300.	Water Works land used for municipal golf course.
		<u>313.47</u>	

UNDEVELOPED PARKS:

1	Charles Davis -----	107.	N. W. of College of Mines
2	Alethea -----	1.0	Kern Place
4	Englemann -----	1.5	Kern Place
5	Councilmen's -----	4.	Rocky Hillside, Kern Pl. Reservoir
7	Westcott -----	1.5	Lowenstein and Los Angeles
9	Dewey -----	.33	Lawton Ave. and Crosby St.
31	Roosevelt -----	60.	East of Fort Bliss
		<u>175.33</u>	

TOTAL PARKS:

	Acres
Developed -----	97.52
Partly developed -----	313.47
Undeveloped -----	175.33
	<u>586.32</u>

NOTE:—The numbers refer to the designations on the Highways, Boulevards, Parks and Playgrounds Map. The areas in some cases are approximate, no official figures being available.

tion of what the result might be if this vandalism could be stopped.

Valley Park

There should some day be established in the valley, where good soil and canal water can be had, a large park belonging either to the City or to the County. A site on the river and with trees already growing would be desirable. It should be accessible from the city, preferably by trolley, but the development of the automobile bus makes the trolley connection less essential.

Such a park would be left largely in its natural wild state and be comparatively inexpensive to maintain, but it would furnish picnic places and other recreational facilities, including golf, for which there is a need. Ground for such a park is available in the Upper Valley.

Golf Course

A municipal golf course has been built on land of the Water Works Department west of the E. P. & S. W. R. R., and north of Fort Bliss, which is proving popular. There are 300 acres in this tract. A stone club house has been constructed on a plan which allows for expansion, and several hundred trees have been planted around the house, tees and greens.

With its all-year climate for out of door sports, El Paso has an opportunity to capitalize this advantage by providing facilities for recreation to attract the tourist and prospective settler as well as to serve its permanent population.

Continued improvements upon this municipal golf course are recommended.

Flying Field

The city builders of the past are criticized for not foreseeing and providing better for the traffic conditions of today. If we do not take note of the rapid growth of aviation and make some provisions for it we lay ourselves open to the same criticism. It is planned to use the upper part of the Water Works property west of the tracks for this purpose when the need arises. Part of this area is in use for golf

at present, but the links can easily be rearranged to allow for a flying field, or the field be placed east of the tracks.

CIVIC CENTER

The grouping of public buildings for convenience and beauty is an accepted principle in City Planning. The location of such a group should be convenient to the business center and to transportation and on land not too expensive or highly improved, if such can be found which is otherwise suitable. The territory east of the present City Hall and Court House meets these conditions and has the advantage that the fine new Court House will fit into the scheme.

The present City Hall is entirely inadequate for present needs and should be replaced when the city is ready to build a new one which will serve for future growth and be worthy of the community. A new Federal Building is needed to house the numerous activities of the government. A Municipal Museum and Art Gallery may well be among the achievements of the future if El Paso is to become the metropolis for which she seems destined.

The Court House is an example of a fine



Wyoming St. view, showing ease and cheapness with which it might be widened and transformed into a main thoroughfare and important business street; and showing the effects of transition from residence use to business use when such transition is retarded and business is discouraged by refusal of property owners to cooperate in transforming a street in accordance with changed needs.

public building without proper setting and a repetition of this mistake should be avoided. Demolishing the present City Hall and restoring the park to its original use, opening North Kansas St. to its full width and acquiring for a new City Hall the entire block east of its present location would give the Court House the favorable environment which it lacks for a proper appreciation of its architecture, and make the beginning of a dignified civic group.

CEMETERIES

The cemeteries of El Paso will in time be filled and the city has grown around them so that there is no room for expansion. In anticipation of the need for new locations it would be wise to acquire ground for this purpose which will be adequate for the city of the future as far ahead as we can plan.

There should be an area of not less than 300 or 400 acres, on well drained land, in a sightly location, as accessible as possible from the city, but so located that it will not become an obstacle to the development of the city of the future. The soil

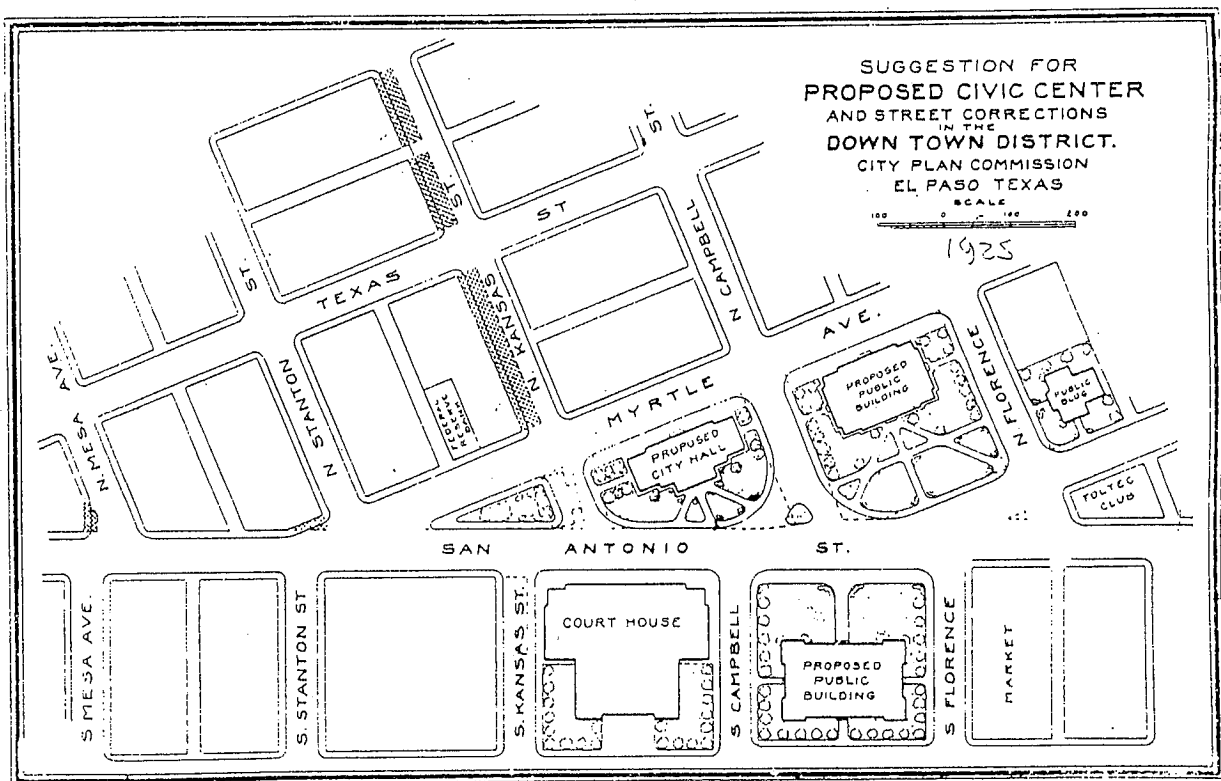
should be free from rock, coarse gravel or hard caliche so that graves can be dug easily, and water should be available. These conditions indicate some point east of the city, probably along the railroad between Fort Bliss and Alfalfa.

As the government has acquired the sewer field east of the track the growth of the city is stopped at this line and a cemetery west of the Fort Bliss-Alfalfa track and north of the line of Clifton or Trowbridge streets would present no obstacle to the expansion of the city. Water would in all probability be found under it for pumping and it could be made accessible by the construction of one of the thoroughfares shown on the map.

To organize and develop new cemeteries ready for use would require several years, and consideration should not be long deferred.

CURB PARKING

AN IDEAL for El Paso's residential sections, instead of blocks of houses separated by too numerous gridironed glar-



A grouping of public buildings in a Civic Center adds to the convenience and impressiveness of each.

ing wide paved streets, would be a "city set in a park." That is to say, a city planned primarily for comfort of living and convenience of movement, rather than a mere "gridiron" street system bordered by houses.

This effect can be achieved in considerable measure, cheaply and quickly, by extending the use of wide parked spaces between curb and sidewalk, narrowing the street pavements proportionately wherever that can be done without interfering with normal traffic on any particular street. Many streets will always carry local traffic only, and on these a street pavement 30 to 36 feet wide is ample for all time to come. Since most El Paso streets are 70 feet between building lines, curb parkways 11 to 14 feet wide are practicable on most residential streets not thoroughfares or not carrying trolley lines.

Advantages

Advantages of wide curb parkways are many.

They increase and stabilize property values.

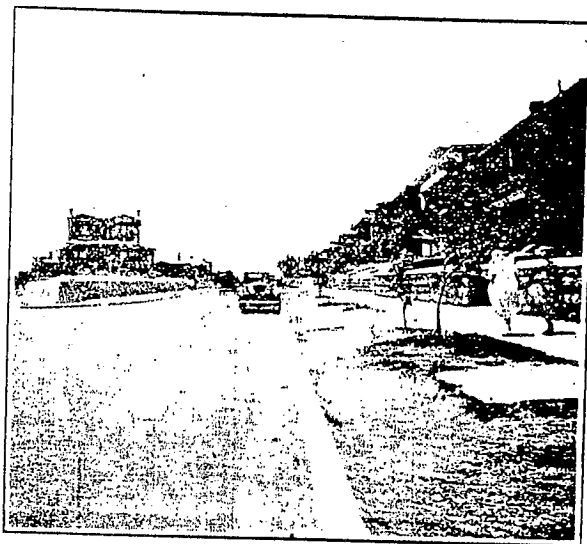
Planted with trees, shrubs, flowers, and grass, they give any street a home-like attractiveness possible to create in no other way.

The planting breaks the high winds, and almost entirely abolishes the nuisance of flying sand and dust in dry seasons.

Curb parkways modulate high temper-

ature and conserve moisture, making it cooler in summer and greatly assisting the health and beauty of all planting within private yards; it always is easier to grow things in this climate when other growth has been established near by. All tree and plant growth is healthful for humans.

Wide curb parkways remove street traffic farther from residences, doing away with noise, dust, fumes, and danger to children playing; there is much less impulse among children to run into the street



Street parking uncared for by private owners and tenants. Raw dirt, no grass, dying and stunted trees and shrubs. The city should have charge of the curb parking in built-up residence sections and assess part of the cost, or all, against abutting property. This street is paved 34 feet wide and is ample.



Unkept and narrow parking. Street paved too wide, narrowed slightly on block above. Contrast this with picture at right.



Wide street parking maintained by the city park department at less than cost. Street paved wide enough and not too wide.

when a grassy strip intervenes between sidewalk and curb.

Establishing wide curb parkways virtually adds that much depth to the comparatively shallow (120 feet) residence lots, and gives the effect of more retirement without any sacrifice of private space.

Wide curb parkways afford pleasant places for small children to play within call of their own homes.

The parkways add greatly to the pleasure of driving, and even more to the pleasure of home-owning and home-life, while they may entirely transform the outward aspect of a city, from comparative bleakness to happy evidences of comfort and civic care.

Curb parkways steadily increase in money asset value as years pass, and abutting owners reap the benefits.

Methods of Maintenance

Experience has shown that continuous curb parkways cannot be properly maintained if left to private initiative and private care. Some home-owners are careless or thriftless. Tenants often will not pay in money or trouble for the upkeep, and landlords are too often neglectful both of their own rental properties and of the civic welfare. Non-resident owners generally do not care.

Only through the official and legal adoption of some method by which the city government through its park administration will establish and maintain these curb parkways, can El Paso gain and enjoy the many and great advantages of beautiful street-margins.

Present Plan

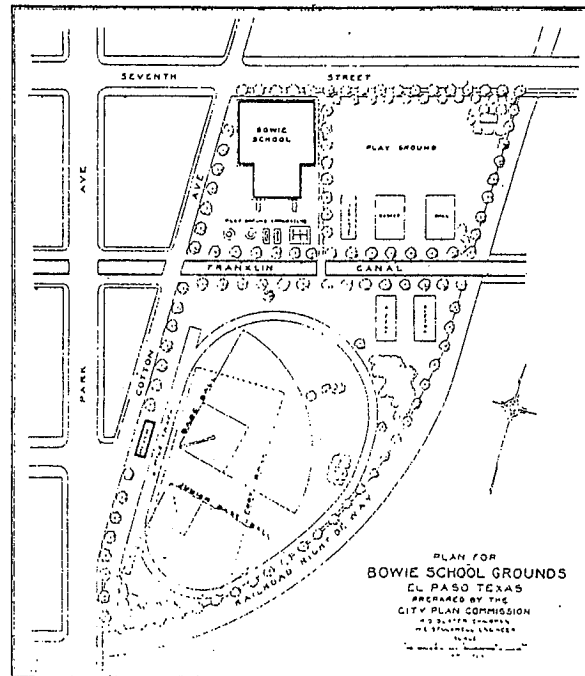
There is a plan now in operation on some streets, which has proved workable but which has not been promoted by any city administration or taken advantage of by many property-owners. Under this plan, property owners on any street or part of a street may voluntarily associate, obtain signatures of all owners to a petition, and collect funds sufficient to pay, at a very low estimate of cost, for the original

installation of parkways. The city will receive and administer the funds, grade and fertilize the parking spaces, instal an independent water-pipe service, and plant the curb parkways to grass, shrubbery and trees, uniformly according to the wish of the owners to benefit. Thereafter, the city assumes the cost of care, upkeep, and replacements, deriving special revenues by the very simple system of slightly raising assessed valuations along the street, enough to produce, with the application of the standard tax rate, money annually to pay for the care.

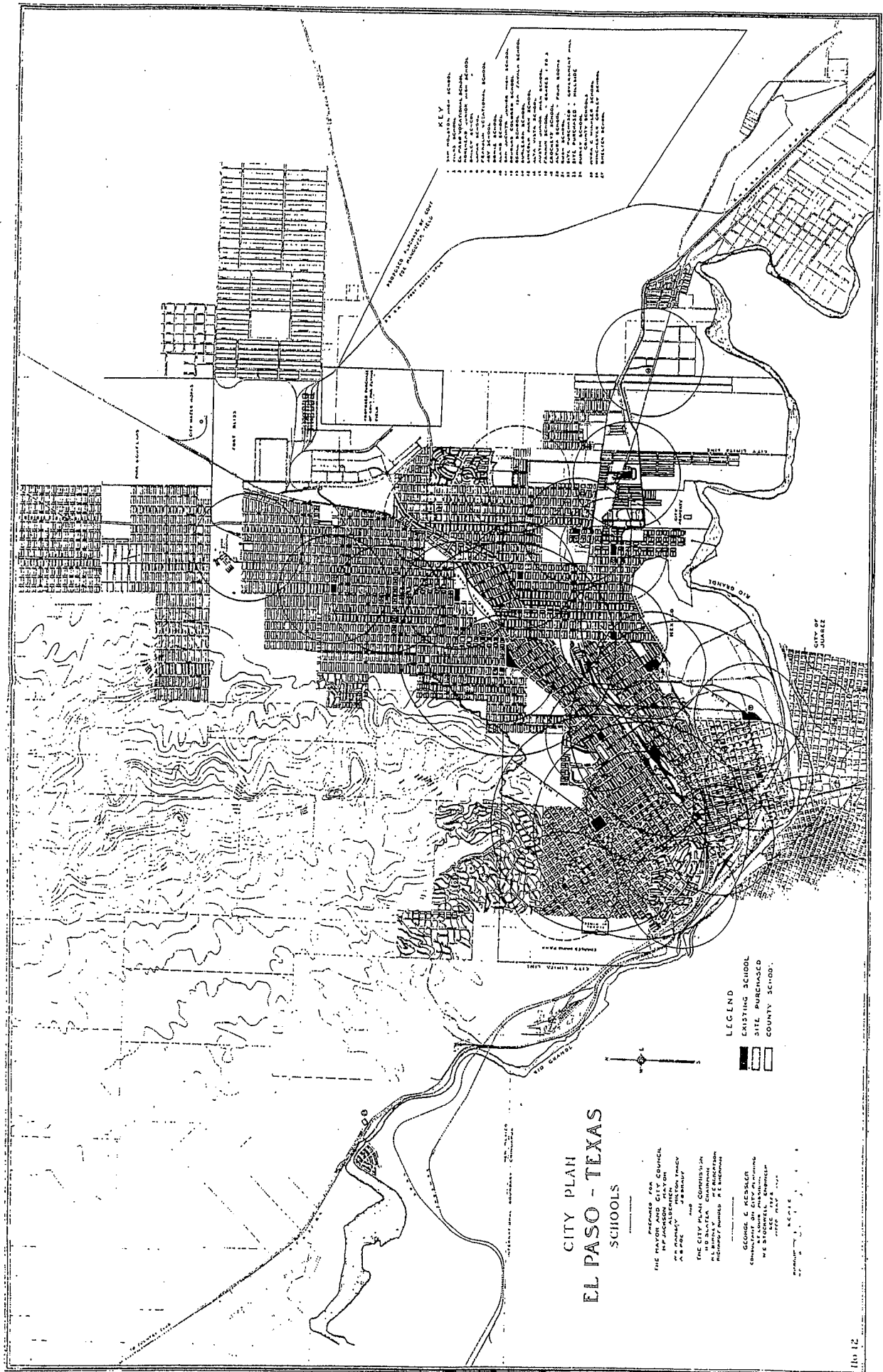
This plan has proved legal and workable, and might effect wonderful improvements if any city administration should see fit to promote it actively, or if property owners would take greater interest and initiate these parkways on more streets.

Public Benefits

As a matter of fact, existence of the wide curb parkways is a general public benefit as well as a private benefit, and it would be proper that part if not all of the first cost of installation and of the cost of maintenance should be borne by the city as a whole out of general park funds de-



Plans have been made for improvement of all of the larger school grounds.



rived from bond issues and taxation.

El Paso will do well to work earnestly to effect the adoption of some such plan of sharing these costs between public funds and private purses. Owners of property on streets already parked have no good reason to oppose such a plan, since they long ago reaped the full benefits of their own expenditure, and the city has been maintaining these parkways for years at less than cost.

SCHOOLS

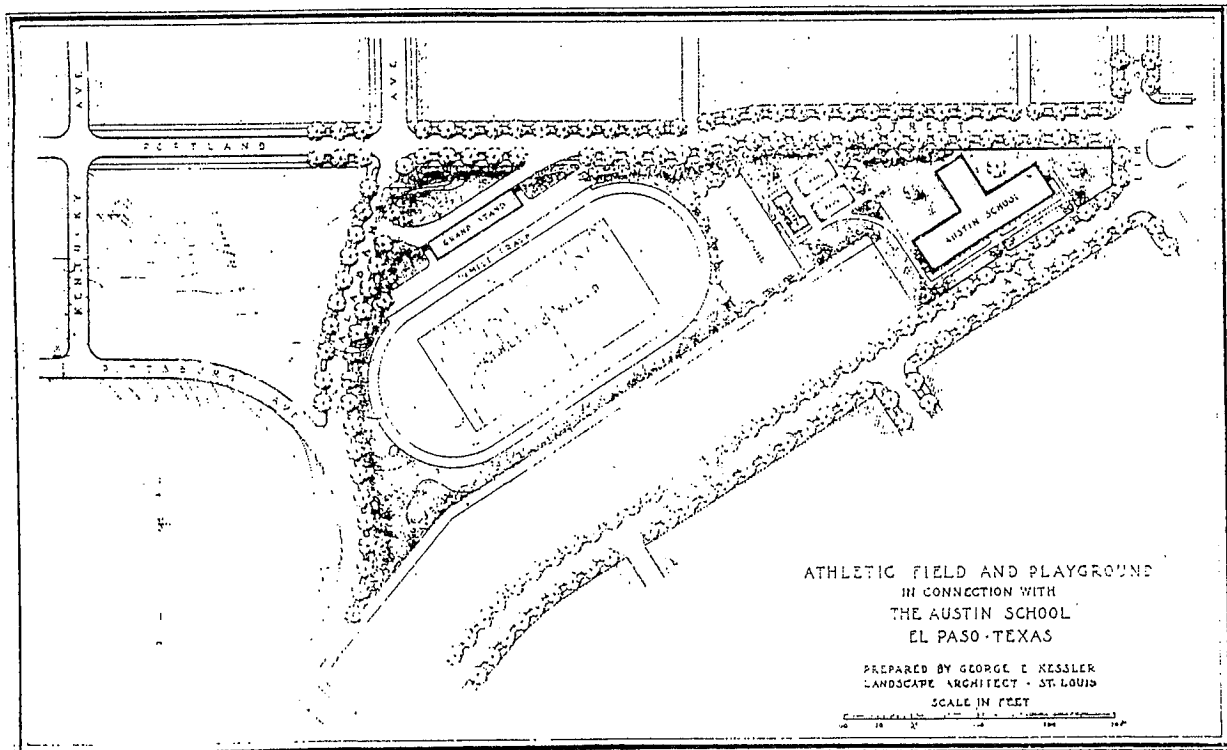
The Map No. 12 shows the present schools and sites which have already been purchased for the future. It is generally assumed that small children should not be required to go more than one-half mile in well built up neighborhoods. Circles with a half mile radius have been drawn with the schools as a center and these show at a glance the areas which are without adequate school service. With a knowledge of the distribution of population it is easy to see some of the points where new schools are indicated. The water distribution map

shows plainly where the built up areas are, for water is the primary demand where houses are built.

In the spring of 1922 a survey of the school system and a complete report were made by the Institute for Public Service, of New York. This report went quite thoroughly into the requirements of the immediate future and called attention to the need for larger play ground space and for a careful study of new locations.

Among the recommendations are a site in the vicinity of Mobile and Piedras Sts., the need for which is apparent from a study of the circles on the school map, and a new school west of Washington Park to care for a small territory there which is without service, and to relieve to some extent the Beall School. This latter need has already been met in the Zavala School now under construction.

Looking further ahead, there is to be expected a large growth northward, where there is a large undeveloped area nearest to the business center, and eastward beyond Government Hill.



This Junior High School in the important Five Points District can be made a center for community activities. The large grounds are adapted to such use.

Intensive development may be expected in time in the territory beyond the High School. This section is rough and poorly platted where it has been platted at all, but its proximity to the city and its picturesque topography make it inevitable that it will eventually come into use and require school facilities.

To the eastward two sites have been acquired, one at Dover and Crockett Sts., and one at Clifton and Madison Sts. With schools at these sites this part of the city will be taken care of for a considerable time.

There is considerable area outside of the circles between the Rusk and the proposed Government Hill schools. This is sparsely settled at present but will need school facilities before long.

None of the old schools have adequate play ground space but ample grounds have been provided for the newer buildings. Enlargement of the grounds of the Aoy, Alamo, and San Jacinto Schools is especially recommended. At Aoy the recent purchase by the city of the second block to the east for a recreational center relieves the situation somewhat, but the grounds are still inadequate and the block between should be acquired for the school.

"CHIHUAHUITA"

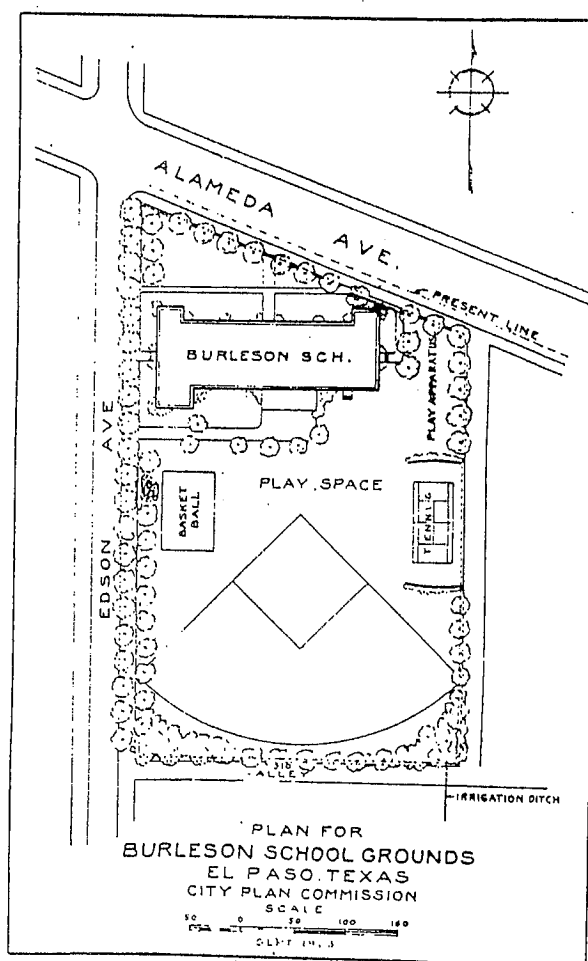
BETWEEN the business center of El Paso and the Rio Grande (international boundary), lies an area of three-fourths of a square mile constituting the most densely populated area in the city. A few of its main streets are lined closely with small but busy retail shops; some industrial establishments are in the area, and railroads occupy some parts of it. But for the most part it is covered with one story or two story tenement houses crowded with human beings. The inhabitants include representatives of nearly every nation on earth, but numerically the population is almost entirely of Spanish-speaking antecedents, mainly Mexican born or of Mexican parentage.

A large proportion of the residents of

Chihuahuita (as the district is locally termed) are not citizens of the United States. Many are transients, families on the way to or from the interior of the United States, peripatetic track workers, beet harvesters, cotton pickers, miners, etc. El Paso city is bound to take care of all this large alien population just as if it "belonged," and school system, governmental agencies, utilities, and all the appurtenances of urban life must be scaled to accommodate all. The "Mexican" population tends to increase and to become more stable as opportunities for regular employment in the vicinity widen.

Special Problems

"Chihuahuita" constitutes a special problem. Similar difficulties are presented in other sections where the people of Span-

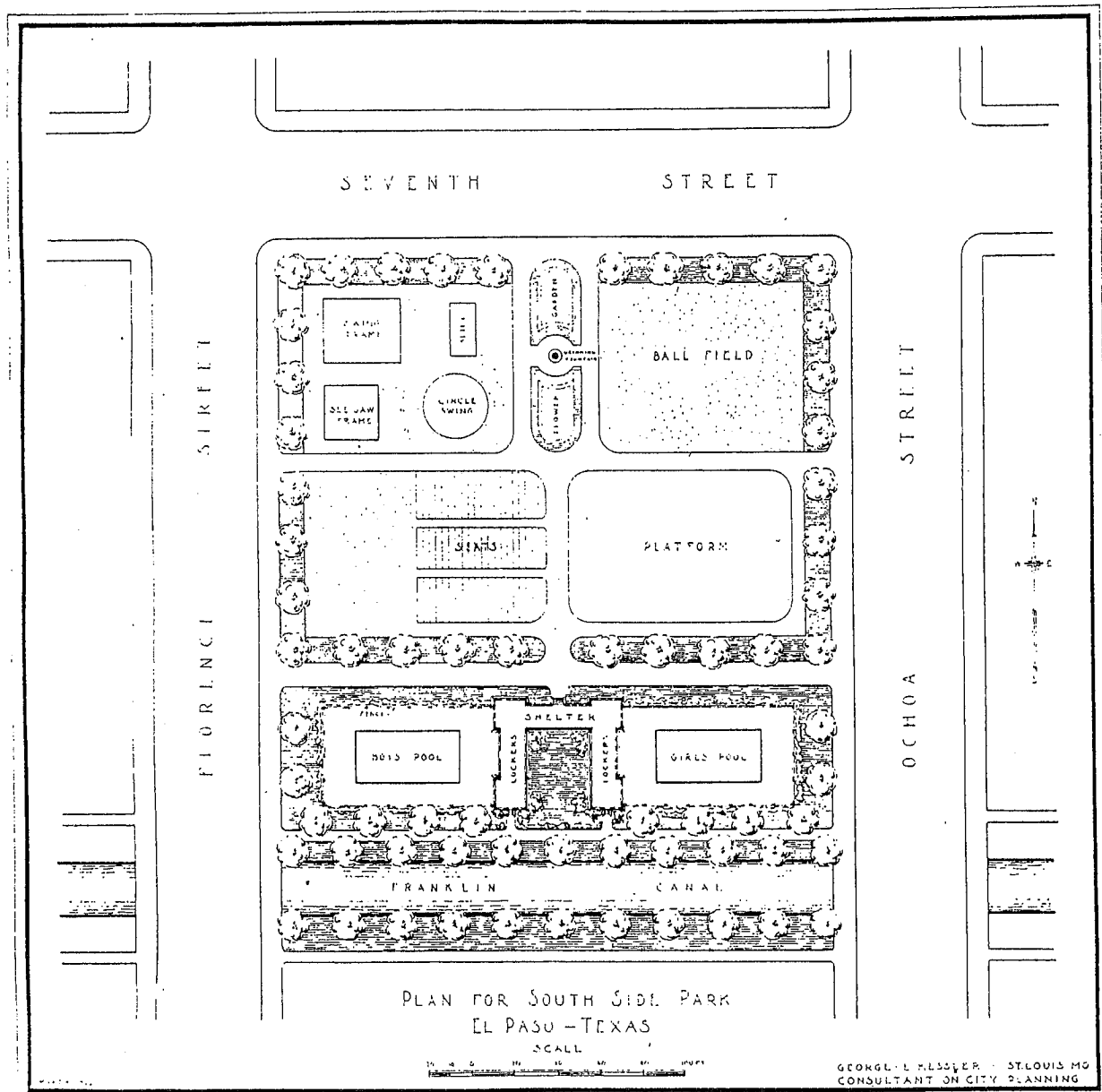


This school is fortunate in having ample ground. The nearness of one corner to the widened street shows failure to plan thoughtfully.

ish-speaking antecedents most do congregate, but "Chihuahuita" is likely to remain the most congested district. Also, this district must be traversed by every visitor to El Paso desiring to cross the international boundary, and civic pride would urge due attention to the living needs of the area so that good impressions might be made on strangers.

Generally speaking, it would seem the

part of wisdom to provide for "Chihuahuita" every modern facility of city life, and at the same time endeavor to conserve the foreign spirit, the exotic charm of unfamiliar customs, and some distinction of aspect. "Chihuahuita" should be a show-place of which El Paso and all its inhabitants could be proud; it should furnish a model that might be followed by towns and cities in the interior of Mexico.



This park in the most congested section of the city has been renamed Hidalgo. All planned improvements should proceed without delay. The shallow pools shown in the plan have been built, but, as shown in the picture on following page, there is no bathhouse or change-house, there are no sanitary conveniences, and no planting has been done. The "platform" of cement is designed for dancing, moving pictures, neighborhood fairs, and community gatherings generally.

Imperative Needs

Health conservation and educational facilities; means of recreation and reasonable comforts; good housing; clean, well drained, and well kept streets and alleys; adequate lighting; convenience of communication; safety, with special care for children; all these are to be taken care of, in Chihuahuita, with particular earnestness. Self interest of the entire American population requires it, if no other consideration.

In the last 15 years, conditions of living in Chihuahuita have been vastly improved, but there is much to be done. The death rate, especially among infants, is excessive. The enormous human power represented by this teeming population is not being developed or utilized to best advantage.

Preserve Foreign Atmosphere

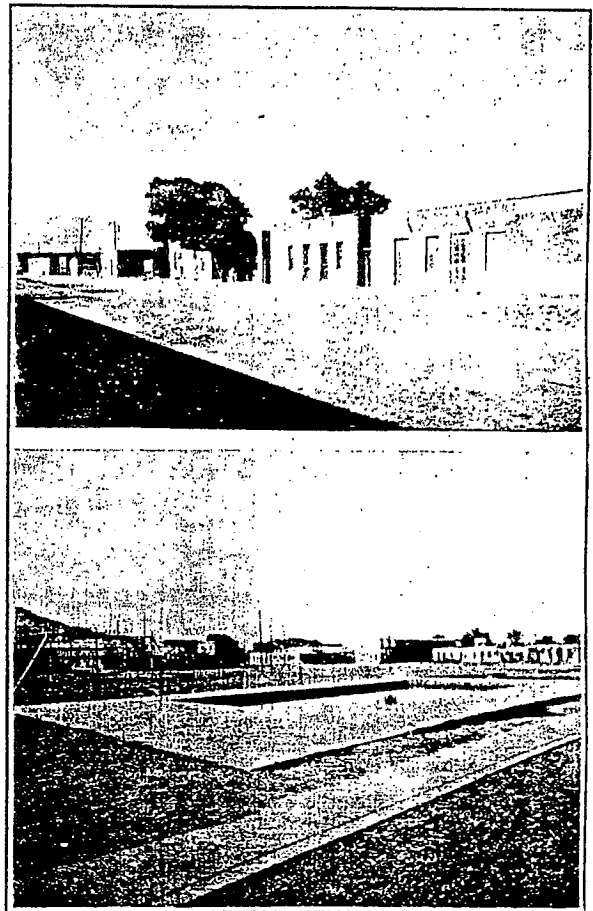
Best results will be obtained if "Americanization" be not so construed as to attempt to do away with all that is fine and admirable in the ways of Old Mexico. The people are ambitious to improve their status. They respond to education and vocational training, and to all social endeavor for amelioration of the usually drab and depressing conditions of a common laborer's life. But they have their own manners and traditions and ideals, and every effort should be made to obtain their cooperation for their own advancement, rather than to try to impose upon them, things they do not like.

All that is good and interesting in Mexican life should be promoted and retained in developing Chihuahuita, and the people should be encouraged to retain their distinguishing types in dress, in recreation, and in social life. The city should provide adequate facilities for the carrying out of all the traditional Mexican formulas of life where such are good; for example, there should be typical Mexican markets, industrial exhibits, places for music and dancing and games, public laundries and baths.

Cooperation Can Be Had

Cooperation can be had if effort be

made. This will take care of the problem of policing the parks and playgrounds. The young Mexican boys and girls themselves, with their Boy Scout and Girl Scout organizations and active school associations, will take care of other children inclined to hoodlumism, if only an effort be made toward promoting such organizations and cooperation. Adults should be organized in the same manner, through the schools, churches, and civic bodies, so as to arouse and foster the maximum interest among these people, in helping to serve their own good purposes and to improve their own status.



Above, a typical view in the "Chihuahuita" district. Below, view of Hidalgo park, whose plan for ultimate development appears on the preceding page. This park should be completed immediately according to the plan. The shallow pool shown in foreground affords swimming depth for children without danger and without need of attendants. This park is only a block from Aoy school, which houses 2200 children but has no playground. The block intervening should be acquired by the city or the school board.

Neglect Is Wasteful

"Chihuahuita" presents its own peculiar problems to the city planner and city builder. But "Chihuahuita" and the population it contains are potential assets of enormous value to El Paso and it is dangerous and wasteful to neglect them in the least degree.

Merely as a reservoir of labor, skilled and unskilled, the districts known as "Mexican districts" are essential in the city's economy. As a foundation stratum of workers the Mexican element in El Paso is far superior to the corresponding stratum in the eastern, northern, and southern cities. The people naturally have facility to learn the technic of many industries with special ease and rapidity. Given right

training and industrial opportunity, they quickly surpass the production records of many other races in like work.

Bold Planning Requisite

As a general improvement plan for Chihuahuita, the proposed International Free Bridge and extensively developed Bridge-Head project, while not primarily intended to benefit this district, would go far to transform the area and enable the entire city to capitalize what it has there and what it has too long neglected.

A great community center to concentrate widely varied interests, educational, health, patriotic, recreational, industrial, social, and commercial, is needed in Chihuahuita.

PART III

Public Utilities

TROLLEYS

EL PASO is well served by trolleys considering the changing conditions in this business due to the great number of private automobiles, the jitney and the automobile bus. There is no evidence that the trolley will be replaced and we must plan for its expansion as the city grows and more service is demanded. The Transportation Map shows present lines in solid red and proposed extensions in broken lines.

STEVENS ST. LINE

This line has been recently built to give service to the Beaumont Hospital and the intervening country. It will naturally be extended to serve Logan Heights and the Baptist Sanatorium when the demand becomes sufficiently strong.

RICHMOND TERRACE LINE EXTENSION

This line is a recent addition on Houston St. to give service to the Richmond

Terrace section. A shuttle car is operated from the end of the line at Cambridge St to the junction with the Fort Bliss line at Copia and Hueco Sts. The company asserts that the line is operated at a loss and the territory served is so small that good service cannot be expected. It is proposed eventually to extend this line under the E. P. & S. W. tracks at Dover St. and northward on Stevens St. to Fort Boulevard, connecting there with the Beaumont Hospital line. This would open up a large territory now backward and should eventually make it a revenue producing line, while affording loop instead of shuttle service.

PIEDRAS ST. EXTENSION

An excellent change has recently been made in the trolley service by discontinuing the Highland Park line at Newman Park and continuing the Manhattan line out Piedras St. The Highland Park line is an example of a bad condition due to the absence of a plan, there being ten right angle turns from Cotton Ave. to Newman

Park. Each turn is considered to be equivalent to a block of straight track, so this line must always be more slow, uncomfortable and dangerous than it would be if the streets could have been better planned in the beginning to follow topographic contours.

The Piedras St. line will naturally be extended northward to serve the Summit Place territory.

GOVERNMENT HILL EXTENSION

This line should some day be extended to the south entrance of Fort Bliss, serving the post and the territory through which it will go.

CLIFTON ST. EXTENSION

Service will in time be required to the eastward, and a line on Hueco St. to the new Loretto College, thence south to Clifton and thence eastward on the extension of Clifton St., would be a logical plan.

MANZANA ST. LINE

The territory between Clifton St. and the G. H. & S. A. tracks will require service and there is proposed a line from Washington Park northward on Boone Ave. to Manzana St. and thence eastward connecting with Stephenson St. in Brentwood Heights. These streets are designated on the Highway Map as a main thoroughfare and should be widened to 100 feet from Boone Ave. eastward.

HIGH SCHOOL LINE

The territory east of the High School will eventually be intensively developed because of its nearness to the business center. Trolley service will be required and the High School line will logically be extended into this district. This will make possible adequate service to the High School, where now the cars run infrequently except at the time when school is opening and closing.

MESA LINE

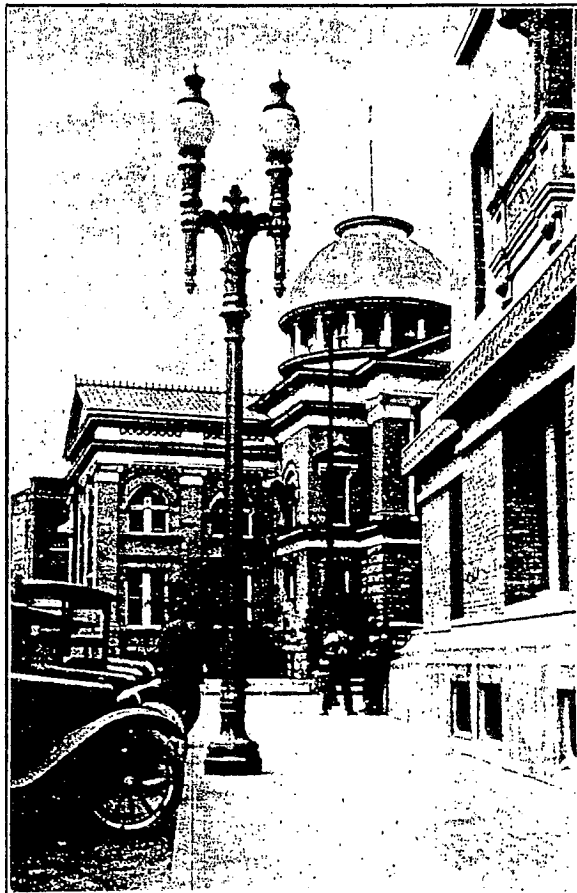
The Mesa line will in time be extended to serve the West Side territory. Unfortunately no good line is presented by the

streets as platted and there should be further study of this situation to see if a new street should not be opened before expensive improvements make it difficult, running generally north and south from near the end of the present line.

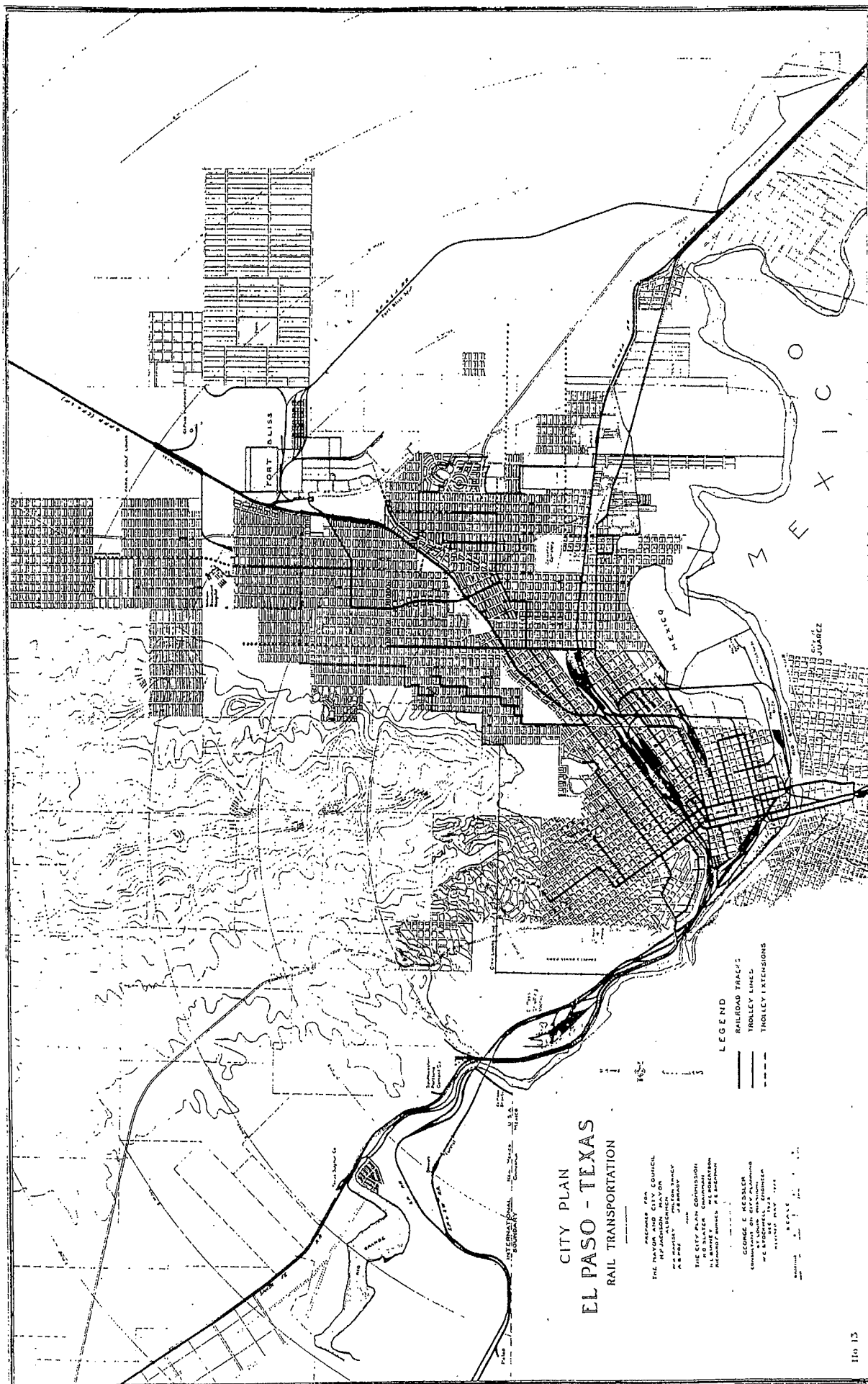
WATER SUPPLY

EL PASO has an ample supply of excellent water, pumped from deep wells east and northeast of the city. The source is a great reservoir of underground water in the sand and gravel strata which underlie the great East Mesa and extend northward.

The supply appears to be sufficient for a long period in the future, but as it is the general experience that underground sources do not suffice indefinitely for the needs of a large city, and El Paso is in a



The beauty of the new lighting standards, especially designed for El Paso, is here unobscured by trolley poles or projecting signs.



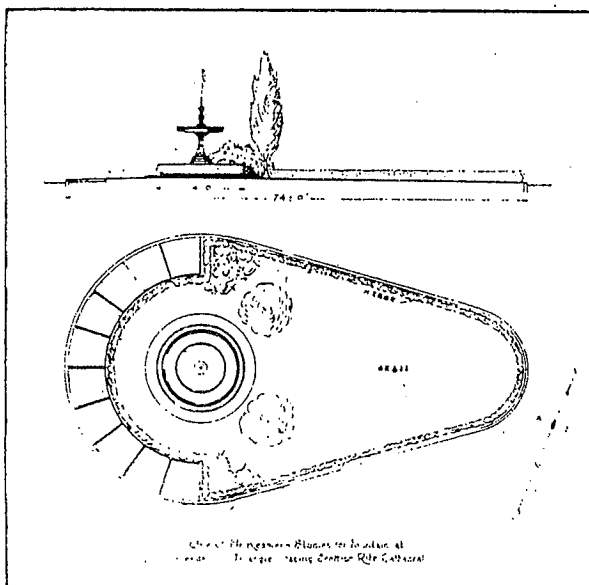
region where water is such a vital factor, it is the part of wisdom to look forward to the possible need of an inexhaustible source.

Fortunately such a source is available in the Rio Grande with the storage of the Elephant Butte Reservoir, and the city would do well to prepare the way for its use when the time may come that it will be required.

PRESENT SUPPLY

The present supply comes from wells adjoining Fort Bliss on the north, where the Water Works owns a section of land, and from more recent wells scattered below the East Mesa; in these the depth of the wells is less, but pumping is from about the same levels. These recent wells furnish from 1,400,000 to 2,000,000 gallons per day each, and the Mesa wells are used only during the summer peak and as a reserve in case of accident to the more modern equipment.

The limits of the water bearing area are as yet undetermined, but it is known to extend under all of the eastern and southeastern parts of the city, and beyond to the most easterly well in Brentwood Heights.



A start has been made on a fund for a fountain or monument at Henderson Triangle facing Cleveland Square and the Scottish Rite Cathedral. Whatever is done here should be worthy of the site and of the city.

That water-bearing conditions are the same over the untested areas beyond to the north and east is not certain. It seems from the scanty records available that the general water level at the Mesa pumping plant is about 40 feet lower than when the plant was established there. The water level is reported to have been stationary for several years, possibly because the pumping area has been greatly spread out. A salty stratum was encountered in one of the wells below the Mesa level, and cased off with difficulty, indicating a possibility of deterioration in quality.

Careful records, kept continuously, of the water levels in all wells, and analyses of the water; and adequate tests in the untried areas to the northward and eastward to determine the probable extent of the available supply, will be of great value, and indeed are necessary to any adequate study of the problem.

RIO GRANDE SUPPLY

The waters of the Rio Grande are being rapidly appropriated and used for irrigation purposes. If the city is some day to require water from this source, as seems very probable, it will be wise to take promptly such steps as may be necessary to acquire the right to use it when needed. If this is neglected until the need for river water becomes imperative the cost will be increased.

When the time arrives to use the river there are two general methods to be considered:

First, pumping directly from the river at some point above the city, and

Second, taking water from the Elephant Butte Reservoir for a gravity supply.

A compromise scheme of taking the water from the Leasburg Diversion Dam and bringing it by gravity about half way to the required height, and then pumping for the remaining elevation would be similar to the High Line Canal scheme of 1919.

PUMPING THE SUPPLY

The pumping method would be much cheaper in first cost, and cheaper in

unit cost, at least until consumption became very much greater than it is at present. River water at El Paso carries much sediment; it is high in mineral salts during the low water flow in the non-irrigating season; and it is subject to pollution from the settled areas above. Thorough treatment by sedimentation, filtration and chlorination would be necessary for a satisfactory supply, but this is done successfully in many cities forced to take their supply from polluted lake and river sources.

Filtration and treatment would not eliminate all of the mineral salts in solution and it would probably be found advisable to take the water from the river at some point above the drainage outlets of the Mesilla Valley, probably at the Mesilla diversion. From Fabens to Elephant Butte (the whole extent of the project), the quality of the water improves with the distance up stream, tests by the Bureau of Reclamation in 1924 and 1925 showing the following results:

ANALYSIS OF RIVER WATER

Total solids in solution in parts per 100,000:

Fabens, Aug. and Sept., 1924-----	94.2
Fabens, Jan., 1925-----	178.8
El Paso, Jan., 1925-----	149.6
Leasburg Dam, Aug. and Sept., 1924	41.4
Leasburg Dam, Jan., 1925-----	74.0
Elephant Butte Reservoir	
Aug. and Sept., 1924-----	40.4

The city water, on Aug. 25, 1920, showed total solids in parts per 100,000 as follows:

Mesa Pumping Plant-----	40.0
Montana St. Well-----	55.7

The quality of the water in the drains tends to improve with time, as the alkali accumulation in the soil is gradually washed out.

GRAVITY SUPPLY

An all gravity supply from the Reservoir would be ideal from a sanitary and sentimental viewpoint, providing at the source water of exceptional softness

and purity, which would require only the simplest treatment to be entirely wholesome and safe. From an economic viewpoint the advantage is not so apparent, for the first cost would be high and the unit cost high until the consumption had increased to several times the present volume. The operating expense would be low, the high cost being due to the capital charges on construction. The unit cost curve would start at a high point and decrease rapidly with increased consumption. The unit cost curve for the pumping method on the contrary would start at a relatively low point but would decrease slowly with the increase in consumption. At some point the two costs would be equal and with greater consumption the gravity supply cost would be less. Where that point would be can only be estimated by a careful engineering analysis with funds for a complete investigation, but it seems safe to say that a gravity supply would not provide cheap water at any time in the near future.

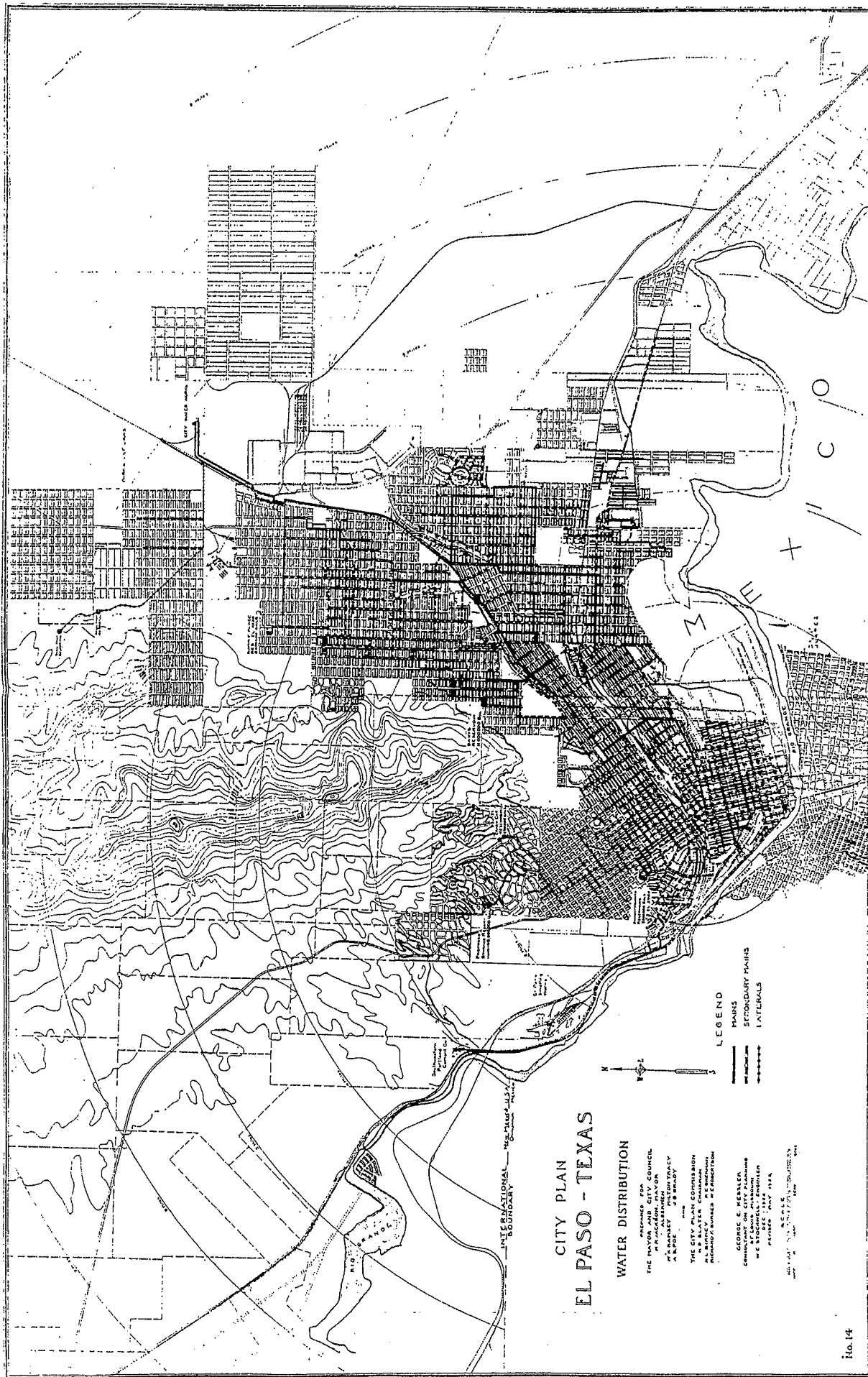
PRESENT COST OF PUMPING LOW

The present cost of pumping from the wells into the mains is less than 5 cents per thousand gallons, the remainder of the cost of 22½ cents to the small user being for distribution and overhead costs which would remain the same whatever the source. For cheap water, economies should first be sought in the larger items which make up the total cost.

While the present supply remains adequate in quantity and satisfactory in quality there seems to be nothing to gain by a change in the source, but the city would be wise to be prepared to maintain a sufficient supply of good water under any circumstances which may arise.

SANITARY SEWERS

THE present sanitary sewerage system of the city is shown on map No. 15. This system has been a growth with the expansion of the city and no comprehensive plan has ever been made for future needs.



The main line is a 24 inch pipe on Second St. draining the business section below the tracks. This enlarges to 30 inches at Cotton Ave. and to 36 inches on Olive St. east of Cotton Ave. after its connection with a 15 inch main from the north side. At Cebada St. it is joined by a main draining East El Paso, Manhattan Heights and adjacent territory, and at Stevens St., it receives the drainage from Government Hill, Fort Bliss and much of the northeastern part of the city.

The slopes in the lower part of the city are necessarily a minimum because of the flatness of the country and the sewage is delivered to a sump near Washington Park, whence it is pumped into the septic tanks near the river.

The large mains in the low lands are nearing their capacity and some provision must soon be made for enlargement. Much of the sewage originates on high ground and runs down only to be pumped up again at large expense.

The elevations in the city are such that it seems feasible to build an intercepting line which would collect the sewage from most of the area north of Montana St. and deliver it through a pressure line into the tanks without pumping. Such a line would relieve the mains in the lower part of the city to such an extent that they would be adequate for a long time, and it would take care of the most rapidly growing sections, and so effect an ever increasing saving in the cost of pumping.

Large expenditures for sewerage may

be anticipated in the future to care for the growing city, and a careful study of future needs by competent engineers would effect great economies in the ultimate cost of sewer extensions.

TOPOGRAPHIC SURVEY NEEDED

A necessary preliminary for such a study would be complete and accurate topographic information on the undeveloped areas of the city where future growth may be expected. Such information will also be necessary for intelligent street planning and should be undertaken at the earliest possible moment.

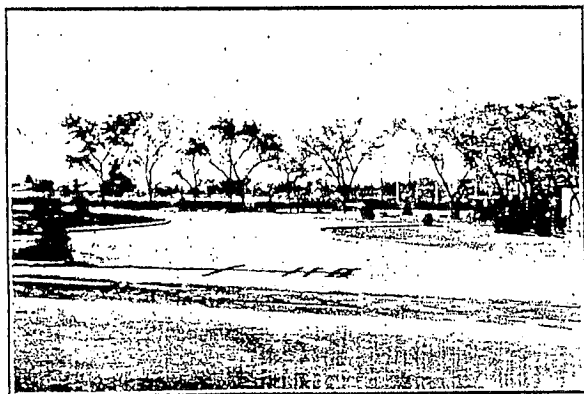
DRAINAGE

WITH its unique topography, having a mountain projecting its point almost to its geographical center, El Paso has interesting drainage problems which deserve a careful study.

The Drainage Map shows several dis-



Washington Park Tennis Courts.



Washington Park. New Entrance.



In new section of Washington Park, south of the canal.

tinct drainage areas within the city, the first one on the west comprising the greater part of Kern Place and draining into the river through the Smelter property, under the slag dump.

The next area includes the remainder of Kern Place and the west half of the Alexander Addition. The main drainage line starts between Crazy Cat Mountain and Mount Franklin and follows the big wash between the first and second mesas and then the deep arroyo in the westerly part of Alexander Addition, emptying into the Franklin Canal at the Viaduct. This drains a considerable area on Mount Franklin and at times carries a great quantity of water for a short period. Large floods may be several years apart but provision must be made for them when the land subject to overflow is built up, or great damage to streets and private property may result. It is recommended that Boston St. be widened and provision made to concentrate this water in a large channel on the south side of the street as far as Campbell St. The natural channel then crosses to New York St., which is followed to the arroyo.

The next area includes most of Sunset Heights and is drained by Oregon St. and the covered ditch from Oregon St. to the Union Station along the G. H. & S. A. R. R. right-of-way. This area is small but important, as without the ditch the water would flow into some of the most important down town streets. This drain has recently been extended easterly to intercept flood water flowing down Mesa, Stanton, and Kansas Sts. and protects the down town district.

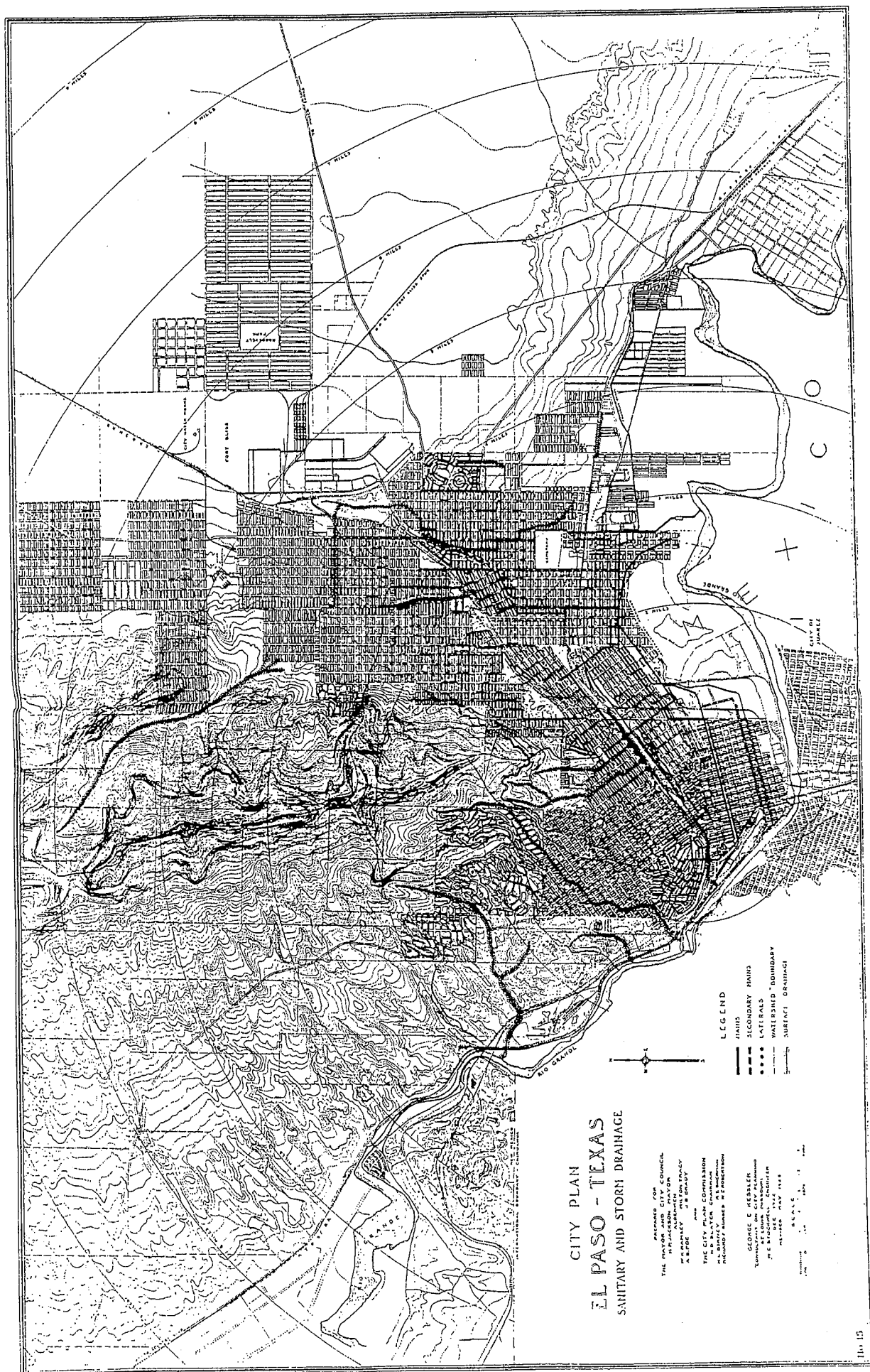
The next area is the basin below the mesa and between Mesa Ave. and Golden Hill. The water drains generally south and east and concentrates at Noble and Newman Sts. and flows to a ditch on the E. P. & S. W. R. R. right-of-way. This ditch leads into the railroad yards east of Cotton Ave. where the water stands until it evaporates or seeps away. With more intensive development of this area there will be a greater proportion of impervious

surface in roofs, walks and pavements and a quicker run-off of the water. Some outlet will become necessary and apparently the water would cross Piedras St. at Manzana and follow Manzana to Cebada. Here it would be joined by the Copia St. drainage and be pumped into the canal.

The south part of this drainage area, below the railroad tracks, drains to Seventh St. and there at two points it flows into sumps from which it is raised by electrically driven centrifugal pumps into the Franklin Canal. This recent installation has remedied a very bad situation in these low lands which will be duplicated at other points unless means are taken to prevent.

The next area is that which includes the southeast part of the Mountain, Highland Park, Manhattan Heights and East El Paso addition, and drains to Cebada St. creating a condition which was discussed in the preceding section. There is a concentration at Elm St. and at Magnolia St. leading into the E. P. & S. W. R. R. yards. The main concentration is at Copia St. where there is an open ditch in the street. This should in time be covered for the street is destined to become an important thoroughfare and the space will be needed. The construction of the Copia St. undercrossing carries the water under the tracks and thence to a dished pavement on Grama St. and finally to Cebada St. At Cebada St. a 36 inch concrete pipe carries the water to the Franklin Canal where it is pumped into the Canal as at Seventh St.

The last large drainage area in the city includes the east side of the Mountain north of about Sacramento St. and is drained by the Government Hill draw. There is a concentration at Mountain Ave. where a dished pavement has recently been laid. Other flood water is distributed over the different streets working generally south and east, standing in low places and the excess getting finally into the Government Hill drain. This drain has masonry sides in places and will in time all demand improvement, and in some places will probably need to be covered. It follows various streets and alleys to the French Addi-



tion, and there follows the natural water course without regard to streets to the low land north and across the tracks from the County Hospital. Here it spreads out and gradually seeps away. As this part of the city builds up this water will become a nuisance and will have to be taken care of.

In general the drainage of the city presents an unusual problem because of the topography and the irregular rainfall. Local storms are generally short but of great intensity over limited areas. Cloud bursts on any particular water shed may be many years apart but are possible at any time. The city has been wise in its use of the dished or inverted pavement in certain streets where the water concentrates, as it is obviously uneconomic to spend great sums for underground storm drains which function so infrequently or to use large areas for separate open channels which are dry except at very long intervals.

In some cases however, as in the Oregon St. drain, it is necessary to have a covered channel, and in Copia St. and Government Hill it will in time become desirable to do so. Other places may demand special channels as the run-off becomes greater and property affected more valuable, but the immediate problem will be to dispose of the water which now settles in the low places and becomes a menace to health and comfort.

A comprehensive flood water drainage plan should be prepared for the whole area of the future city, so that all street improvements and drainage plans may be made to conform with it. This indicates another urgent need for a complete topographic survey.

From the Union Station to beyond the Five Mile Bridge there is no way for surface water to get across or into the Franklin Canal except as it is pumped in from Seventh St. and Cebada St. This means that all water falling on most of the city and part of the south end of Mount Franklin has no place except to settle in the low places.

El Paso has not had a rainy season

or an exceptionally heavy storm for several years, and in the meantime thousands of houses and many miles of pavement have been built to add to the imperviousness of the area and the quickness of the run-off.

Not since 1914 has there been a year when the rainfall has been noticeably above the average of 9.27 inches. In that year there was 17.02 inches and in the month of July 4.91 inches. In 1881 the precipitation was 19.17 inches; 9.18 inches fell in July and in one day, July 9, 1881, the record shows 7.8 inches.

When a big storm does come, as it inevitably will, much damage and inconvenience may be expected unless ways are devised to prevent it.

RIO GRANDE PROBLEM

THE channel of the Rio Grande has been characterized in recent years, since the building of the Elephant Butte Dam, by a gradual silting up and rising of its bed below the international dam at El Paso. This is apparently due to two causes: first, absence of the floods of former years; second, a change in the characteristics of the stream which requires a higher velocity to keep the sediment moving with the current.

The first, while contributing to the problem of today, is of course, a benefit on the whole as the former large floods would render impossible permanent improvements on the great areas now in intensive cultivation and put the whole valley in danger from shifting channels and threat of inundation without constant vigilance and expensive bank protection.

The second cause, different stream characteristics, means that the river is demanding a steeper slope in order that the velocity may become sufficient with the lessened volume in the channel to prevent sedimentation. A steeper slope can be secured only by raising the banks at the upper end or by shortening the channel by means of cut-offs, and this latter seems to be the remedy which must ultimately be applied, for without a change in the funda-

mental conditions which are causing the filling of the channel, protection by levees would be a continuous process of raising them higher and higher. The cut-off method must however be used with a full realization of its effect in disturbing the regimen of the stream below the cuts and plans be made for the necessary regulations throughout the length of the valley.

Levees recently constructed as far as Porcher give a reasonable protection from floods to the American side for the present, but on the Mexican side, and on the American side below Porcher, the first unusual high water may be expected to do much damage. The river level is in many places higher than the land, and drainage and mosquito control will be each year increasingly difficult.

The Highway Map No. 17, shows a proposed Riverside Drive on the bank of the stream which is designed to act also as a levee. The Drive is to be connected with the city street system at the lower end of Copia St., and at Washington Park. This latter connection is already partly constructed as a levee and could be widened to accommodate a roadway on permanent location as far as Collingsworth, thus com-

pleting a considerable portion of the Drive and making the levees more secure because readily accessible at all points for inspection and repair.

PERMANENT PLAN

Plans are in preparation for a permanent regulated channel for the upper end of the El Paso Valley, which should be the beginning of a comprehensive plan for the whole valley to be carried out in installments as the need arises. This plan would fix by international agreement a location of the channel at which it would be maintained, thus stabilizing conditions in the valley so that drainage and other improvements could be made with assurance that they would be permanent and adequate. The shortened channel would cause a greater velocity in the stream and tend to stop the progressive rising which is now taking place within the limits of El Paso and Juarez due to the deposition of sediment, without such radical increase in velocity as to cause great scouring and consequent damage below, or to make regulation difficult because of cutting of the banks.

PART IV

Public Control of Private Property

ZONING

CITIES in growing tend naturally to divide themselves into districts in which the use of property is different: residences here, apartments there, retail business, warehouses, factories, each in its own part of the community. While this is the rule in general there are always non-conformities, and in a growing city there is a rapid shifting of uses which makes real estate operations highly speculative and at times results in great economic loss to the owners in some districts.

A store or a garage may destroy the

desirability of a section for quiet residence, or a factory may change the character and destroy the values in a retail business district. Or residences may depreciate an industrial district by cutting off room for expansion and bringing in inhabitants who may in time complain of the noise and dirt of factories, even though the factories may have been there first.

In every rapidly expanding city there are good residence districts, perhaps the very best, which are in the line of growth of the business section and are abandoned by the original inhabitants to become cheap

rooming and boarding houses and constitute a blighted district. It is inevitable that business should occupy residence property in its expansion and the value be increased thereby, but the abandonment for residence is years in advance of any real need and perhaps due only to uncertainty as to what is about to happen. Business may never get there and the district may remain a jumble of tumble down residences, second class stores and small industries.

The remedy is some measure of public control which will guide the changing use of property and prevent those obviously unsuitable uses which are a detriment to the neighborhood, and to the city as a whole. A realization of this has led to zoning in over 300 communities ranging in size from the largest city in the country down to villages of only a few hundred inhabitants.

SPREAD OF ZONING

These excerpts from a bulletin of the Division of Building and Housing of the U. S. Department of Commerce dated March 12, 1925, indicate the rapid spread of the zoning idea in the country.

"Headed by the cities of New York, Chicago, Boston, Baltimore, Pittsburg, and Los Angeles, a total of 320 municipalities throughout the United States, with a total population of more than 24,000,000, had zoning ordinances in effect on January 1, 1925. The municipalities range in popula-

tion from the City of New York with its millions of inhabitants down to the smallest villages.

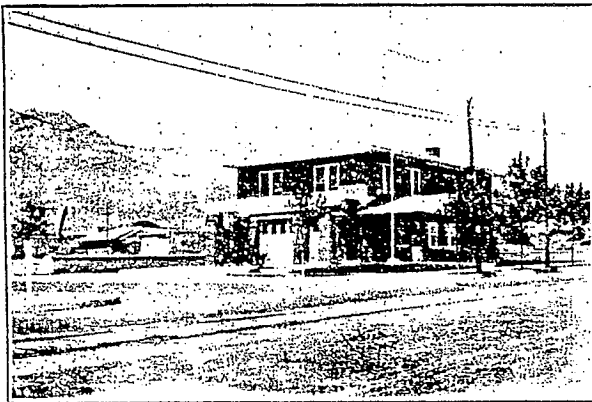
"Sixty-two municipalities zoned during 1924. Of this number 28 have a population of less than 10,000; 21 have more than 10,000 and less than 50,000; and 13 have more than 50,000 inhabitants.

"New Jersey leads in the number of zoned municipalities, having 72; New York has 56; California, 38; Illinois, 36; Massachusetts, 24; Ohio, 21; Wisconsin, 14; Michigan, 9; Indiana, 5; Kansas, Missouri, Pennsylvania, Rhode Island and Virginia, 4 each; Florida, Minnesota, Oklahoma and Washington, 2 each; and Alabama, Arkansas, Colorado, Connecticut, Delaware, District of Columbia, Georgia, Iowa, Maryland, Nebraska, Nevada, North Carolina, North Dakota, Oregon, South Dakota, Tennessee, and Utah, one each."

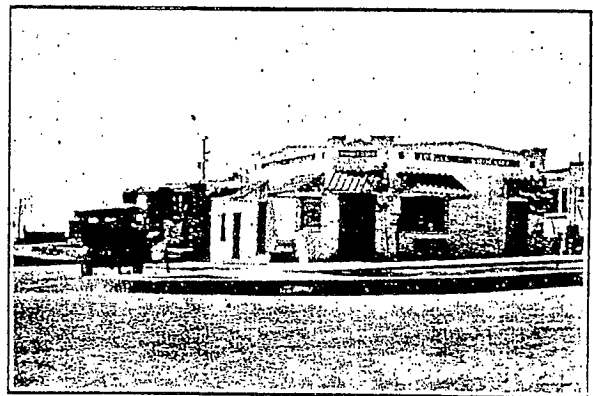
LEGAL STATUS

Zoning is the regulation by law of the use of property in districts or zones, the regulations differing in different districts according to their character and needs. It is done under the police power, for obviously any attempt to adjudicate the benefits or damages from a comprehensive zoning scheme would lead to endless confusion and litigation.

The legal status of zoning is not yet fully established in all states but the trend of both public and judicial opinion is favorable. In Texas there have been adverse



A fire station in a residence section, set back and built in harmony with the neighborhood.



A store in a residence section, set back and of good architecture.

decisions but no decisive test of a comprehensive zoning plan.

The police power may be exercised for any great public need, whenever that need becomes sufficiently urgent. The Supreme Court of the United States has said:

"It (the police power) may be put forth in aid of what is sanctioned by usage, or held by the prevailing morality or strong or preponderant opinion to be greatly and immediately necessary for the public welfare."

And again:

"That power we have defined, as far as it is capable of definition, a number of times. It is not susceptible of circumstantial precision. It extends, we have said, not only to regulations which promote the public health, morals, and safety, but to those which promote the public convenience or the general prosperity."

And again in sustaining the constitutionality of a zoning ordinance in Little Rock, Arkansas:

"So long as the regulation in question is not shown to be clearly unreasonable and arbitrary, and operates uniformly upon all persons similarly situated in the particular district, the district itself not appearing to have been arbitrarily selected, it cannot be judicially declared that there is a deprivation of property without due process of law, or denial of the equal protection of the law within the meaning of the 14th Amendment.

In El Paso the principle of regulation by district is recognized in the establishment of fire districts in which different types of construction are prohibited, and in the power of the Council to regulate the location of certain industries, sanatoriums, etc.

It seems, therefore, that the legality of zoning in Texas depends upon the opinion of the court as to its reasonableness and necessity, and that is a matter on which the mind of the court is governed largely by "the prevailing morality and strong and preponderant opinion." Texas cities will have zoning when the demand for it becomes sufficiently insistent, and it is recommended that El Paso prepare a zoning ordinance as soon as there is thought to be a reasonable prospect that it may be sustained by the courts.

THE ZONING PLAN

There has been prepared a zoning plan (No. 16) dividing the city into three use

districts which a zoning ordinance should follow in a general way, and which may be a guide for individuals in the development of the city. It is based on present conditions and natural tendencies, and a general conformity with it will be for the benefit of the whole community.

The three districts are: Residence, Business, and Industry.

RESIDENCE DISTRICT

In a complete zoning plan where the legal status of zoning is fully established the residence districts are usually divided into Dwelling and Apartment districts, and the dwelling house districts are sometimes further divided into two classes in which the restrictions are different. In this Plan however, it has been thought best to show only the one residence class. In the residence district no new structures should be permitted to be used for other than residence purposes and the usual accessories.

The custom in Mexican residence sections of having a multitude of small stores must be recognized, but it is uneconomic and should not be encouraged. The large number of non-conforming properties shown on the plan in these sections would be allowed to remain and would be sufficient for any real need.

BUSINESS DISTRICT

In the business districts the usual uses of the central business district and local neighborhood business centers would be permitted, including storage and light manufacturing. Any buildings or use permitted in the residence districts would also be permitted in the business districts.

Local business centers are provided for at approximately half-mile intervals and wherever any considerable number of stores are already established.

INDUSTRIAL DISTRICT

In the industrial districts any uses of the residence or business districts are also permitted, so that these sections are unrestricted except as certain industries which give off offensive odors, noises or fumes

are placed in a special district, designated on the map as Heavy Industrial Districts, which however do not include such nuisances as should be debarred entirely from the city limits.

The advantage of an industrial district situated along the river front to be permanently excluded from the city and thereby exempted from municipal taxes is worthy of serious consideration.

AREA REGULATION

Area regulations are designed to limit congestion and provide certain minimum requirements of light and air. The percentage of lot which may be occupied by buildings is specified for each area district, and the minimum amount of open space in front, side and rear yards.

In connection with an area allowance per family and the regulation of the height of buildings a certain control over living conditions is arrived at without discrimination or hardship on owners who are willing to furnish the minimum demand for a decent environment. The principle of area control is already recognized in El Paso—that no apartment or tenement house shall occupy more than 90% of a corner lot or 70% of other lots.

HOUSING

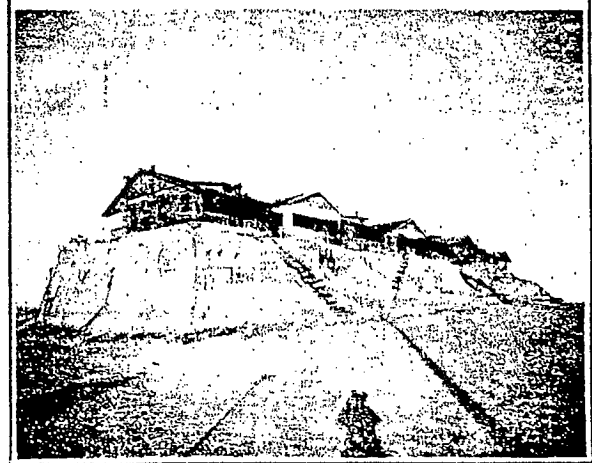
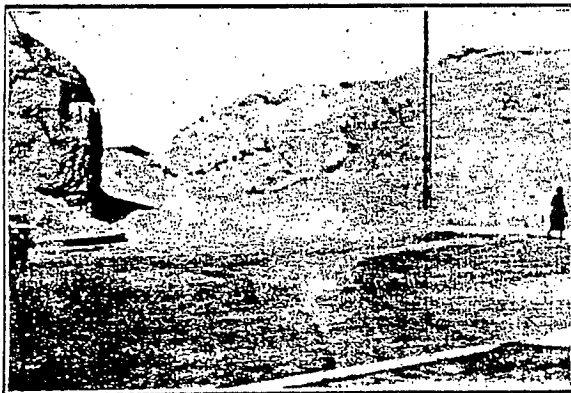
Public control of building is exercised in three ways, each occupying a separate field but overlapping to some extent.

The Building Code has to do with the

structural safety of buildings, and its need and legal status are unquestioned.

The Housing Code regulates the sanitary conditions of living as affected by the building and has to do with plumbing and drainage, water supply, privacy, light and ventilation and similar questions. The Housing Code applies equally in all parts of the city and while its legality is unquestioned it is usually applied only to the grosser evils as found in the tenement and "slum" districts. Public sentiment is reluctant to concern itself greatly with the right of a man to do as he will with his own property or to live as he chooses, and what housing regulations we have are designed to protect the poor and the ignorant against the greed of the landlord.

Zoning, on the other hand, is for the protection of all property owners against the unsuitable use of property in their neighborhoods. It applies differently in different districts and is especially for the



Rectangular platting of streets in rough ground has produced these costly, unsightly, ridiculous, and lamentable results in many parts of the city. Disregard of topography imposes heavy and unnecessary charges upon public funds and private owners.

benefit of the better classes of property. It is an extension of the idea of public control beyond the usual restrictions and therefore its legal status is not yet fully established.

The El Paso housing ordinances apply only to tenements which are defined as houses in which three or more families live independently. Housing conditions in the lower part of the city are bad and should be studied with a view to a gradual raising of the standards among the Mexican people with due regard to their customs and economic conditions. The housing laws should be made to apply to all dwellings hereafter erected.

LAND SUBDIVISION

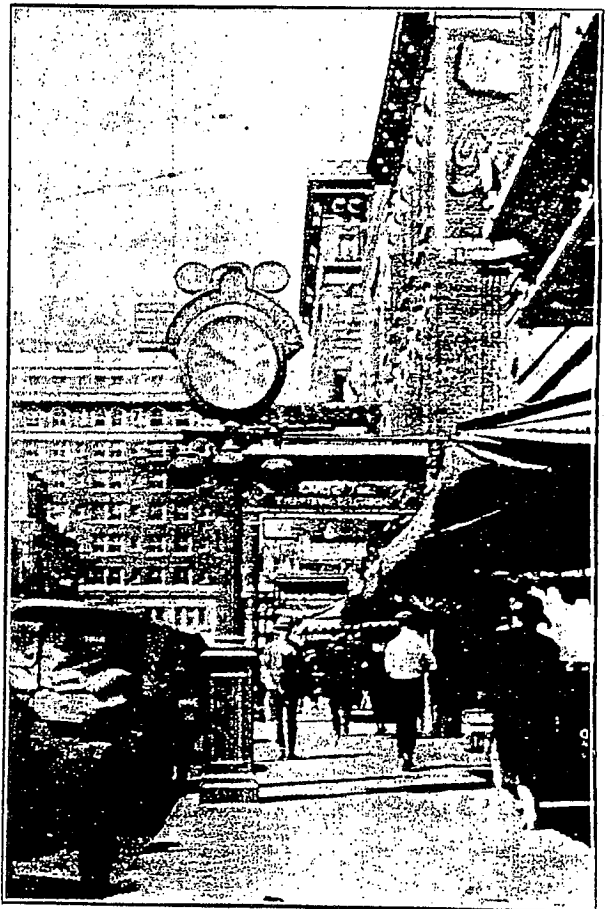
The subdivision of land is of vital interest to the general public and its control is one of the fundamentals of the City Plan. Streets are usually platted outside of

the city limits and far in advance of actual needs for residence purposes. Little attention is paid to topography or to proper articulation with streets which have gone before or which are to come after. The result is that bad conditions are perpetuated or are later changed only at great expense and the community is put to great economic loss by unnecessary difficulties, in grading streets and lots.

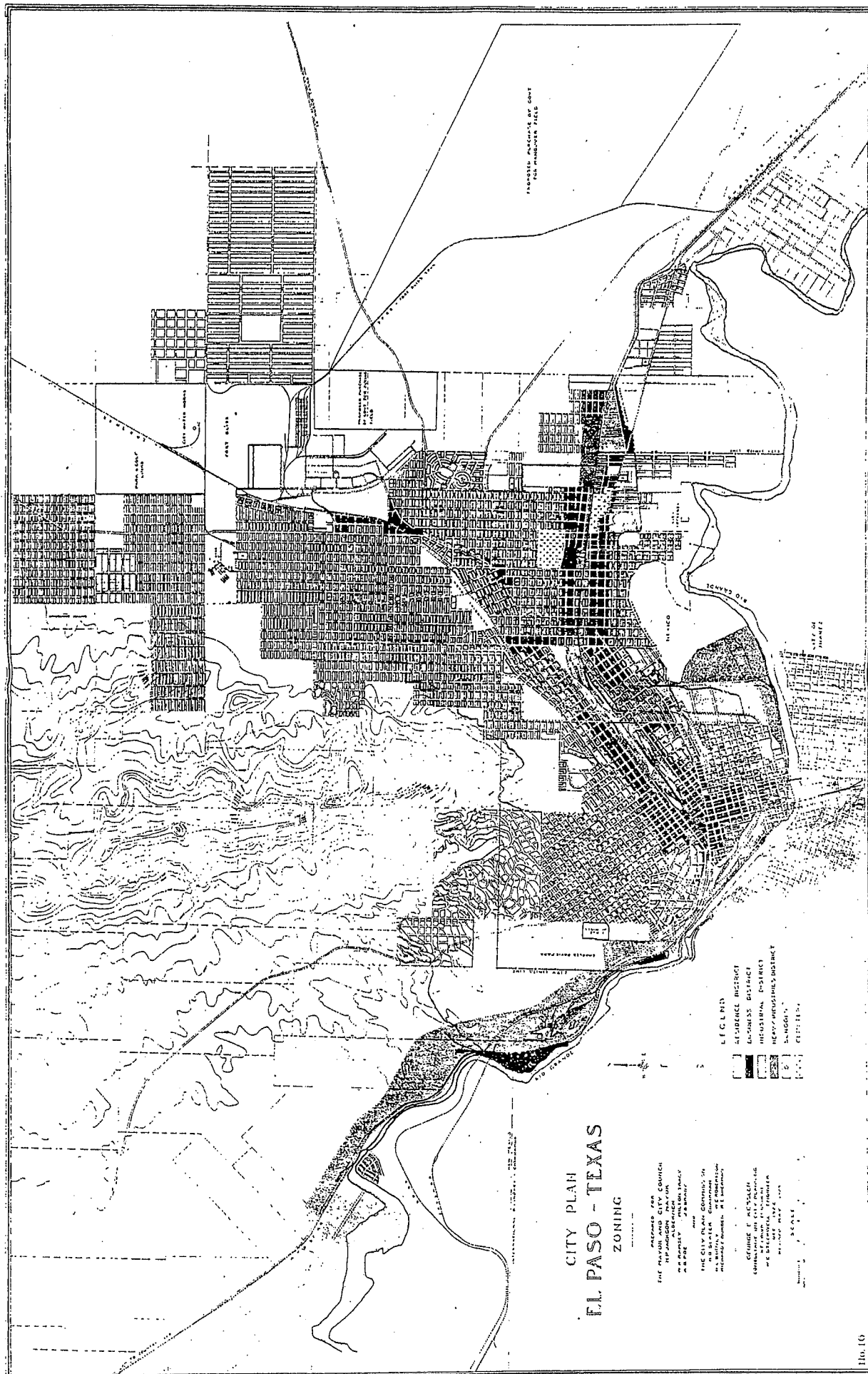
El Paso has some very conspicuous examples of this in parts of the Alexander Addition where a checker board platting has been laid down without regard to some very difficult topography; in the eastern part of the city where the street articulation is bad; and in one subdivision on the Mountain where land entirely unsuitable for use was platted and the lots



The new lights are entirely hidden by projecting signs in parts of the downtown district.



A jumble of projecting signs destroys the dignity of a street and they obscure one another. The City Plan Commission has recommended a maximum projection of three feet.



sold to unsuspecting out-of-town purchasers by unscrupulous promoters.

The City Plan Commission ordinance requires that all plats submitted within the city limits be referred to the Commission for recommendations. There should be legislation requiring similar submission of all plats within the metropolitan district, and in the meantime it would be well if proposed plans could be voluntarily referred to the Commission for advice in order that they may conform to the general plan, whether within city limits or not.

With a City Plan providing for an adequate main thoroughfare system and enabling an intelligent forecast of the future use to which property is to be put, it is possible to design new subdivisions for the use intended, instead of adhering blindly to the established standards. For working men's homes narrower streets and shallower lots reduce the cost and encourage separate homes instead of tenements and alley houses. Where the soil is good and cheap water available there should be large lots for gardens and trees. In high class neighborhoods wider lots and no alleys may be considered. Winding streets and park-like surroundings are desired by some and add beauty and interest to the city.

REPLATTING

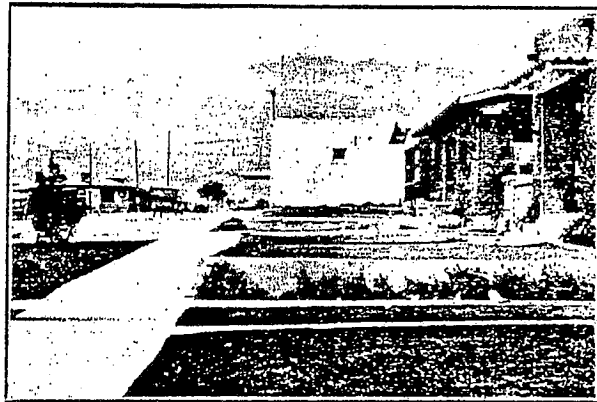
In some districts where the original platting was bad and extensive improvements have not been made, a replatting would be very much to the advantage of both the owners and the city, allowing development in backward sections by making less costly the grading of the streets and lots, and closing unnecessary streets. The City Plan Commission will assist in such cases where the property owners will cooperate.

The southwest and the northeast corners of Alexander Addition and land in the vicinity are in special need of replatting and much development there cannot be expected for many years unless this is done.

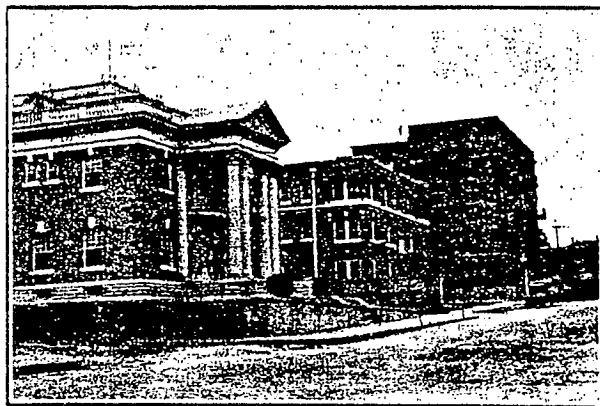
New legislation is needed to give more power to the city in replatting where some few owners may refuse to cooperate on a workable basis.



Without zoning, even a church may take away your light and view.



This store, built without set-back on a residence street, has damaged a whole block. Without zoning it may happen anywhere.



A mixed residence and apartment district. The street would be more attractive if the farther apartment were set back like the middle building.

NEEDED LEGISLATION AND DIFFICULTIES IN THE WAY OF IT

By MAJ. RICHARD F. BURGESS.

For the purpose of carrying out effective City Planning, there is need for municipal and state legislation along several lines, and in view of the decisions of the Texas court of last resort, some amendment to the Constitution will probably be found necessary.

The history of the last 25 years has shown a wide divergence in the trend of judicial decisions as to what may and may not be done in the way of restrictive legislation, to promote the comfort, safety, and beauty of a city. The decisions of the Supreme Court of Texas have been conservative, almost to the point of being reactionary. The decision in the Dallas zoning case is a holding, in effect, that the law may protect a man's nose or his ears from smells or sounds that are an annoyance, but a man's eyes have no rights which his neighbor is bound to respect.

It is idle to quarrel with decisions that are past, but all who realize that there is place for progress, even in the law, should strive together for such constitutional amendment as will enable the State Legislature and municipal councils to enact reasonable legislation along these lines.

It may be true that forbidding a man to utilize a lot in a first class residence district for mercantile purposes takes from him something of the value of that lot, but assuredly the exercise by him of the right so to use it takes from every surrounding owner something of the value of his property.

Surely a reasonable regulation should be sustained which will make "of individual right no general wrong." Legislative enactment should be brought about which will give cities a reasonable power to regulate the platting of subdivisions outside corporate limits of the city, but which, in the very purpose and process of their sub-

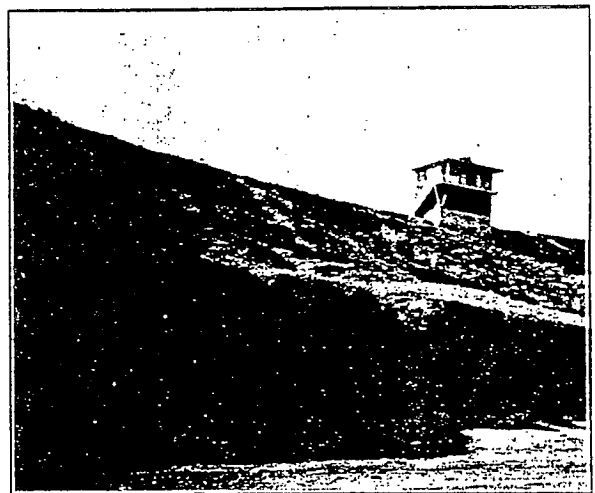
division, are destined for a part of the city of tomorrow.

It is equally important that municipal corporations should have the power to establish reasonable rules concerning the building line beyond which structures in certain streets and areas shall not approach the property line. Under existing conditions, any citizen devoid of the saving grace of ordinary taste, and deficient in the social virtue of respect for the rights of others, may mar the beauty of an entire neighborhood.

The practice of assessing property in proportion to special benefits resulting to it from local improvements, should be improved and extended.

The City should be given a large discretion in completing the replatting of areas not originally laid out with respect to the contours of the land or the lines of established thoroughfares.

The homestead exemption law of Texas was a wise and beneficent contribution of a young civilization. Without destroying its usefulness, the Constitution might be amended so as to place assessment liens for paving and other necessary improvements upon the same plane as the lien for taxes.



Another view of the Mesa Rim atrocity shown on p. 27—a garage built on the right-of-way of the proposed Rim Road which is the key to the entire Boulevard System.

Schedule of
**BOULEVARDS AND THOROUGHFARES
 AND CHANGES RECOMMENDED**

BOULEVARDS

MOUNTAIN DRIVE AND INNER CIRCLE: Beginning at Mesa Ave. and Rio Grande St., thence to Schutz St., thence along Rim Road and Mountain Drive to Altura Boulevard, thence to Myles St., thence to Memorial Park, thence by Grant Ave. and Rio Grande St. to place of beginning.

Changes to be Made

At Mesa Ave. and Schutz St. reduce the grade of Schutz for one block eastward.

Acquire property for Rim Road according to detail plan.

At east end of drive connect with Altura Boulevard.

At Myles St. and Aurora St. cut off the corners.

OUTER CIRCLE: Beginning at Altura Boulevard and Myles St., thence along Altura Boulevard as extended under the tracks to Dover St., thence by Dover St. extended, southeastward to Hastings St., thence to Austin Terrace, thence eastward on the extension of Trowbridge St. to Collingsworth Road; thence south by Collingsworth Road to Riverside Drive; thence to Washington Park; thence by any convenient streets to Mesa Ave., thence by Rim Road to the place of beginning.

Changes.

Make under-crossing with the E. P. & S. W. R. R. at Dover St.

Widen Dover St. east of railroad to 70 feet and extend it southeasterly to Hastings St.

Open Concepcion Ave. from Fort Bliss to Riverside Drive.

Widen San Antonio St. between San Marcial and Raynor Sts.

MOUNTAIN DRIVE: Beginning at Mesa Ave. and Schutz St. thence along Rim Road to a point near Newman Park; thence along a new drive to be laid out on the east slope of the mountain to McKelligon Canyon, (until this road is built use Alabama Ave.); thence up McKelligon Canyon and over the mountain to the proposed west side Mountain Drive; thence south by this drive to Rim Road.

Changes

Build McKelligon road over the mountain to the west side.

Survey line and get right of way from Newman Park to McKelligon Canyon.

TROWBRIDGE BOULEVARD: From Memorial Park to Austin Terrace via Copia, Douglas, and Trowbridge Sts.

No changes.

CROCKETT BOULEVARD: Washington Park to Hastings St.

Changes

Open crossing over G. H. & S. A. R. R. at Boone Ave.

Widen street from Alameda Ave. to Manzana St. for new trolley line.

See detailed plan.

Widen to 70 feet from Manzana to Alamogordo St.

ROBINSON BOULEVARD: Beginning at Mesa Ave. and Lowenstein St.; thence by Lowenstein and proposed new road through Charles Davis Park to Mesa and Baltimore Sts.; thence to Robinson Boulevard; thence along Robinson Boulevard and new road to Mountain Drive.

Changes

Open road through Charles Davis Park.

Complete proposed change of line from Chicago St. to Robinson Boulevard.

CONCEPCION BOULEVARD: Open the road from Fort Bliss to Riverside Drive on this line.

Widen parts already platted to 70 ft. minimum width.

COLLINGSWORTH BOULEVARD: Open road on this line from the Riverside Drive to park in Alhambra Addition.

Widen Collingsworth Ave. and make minimum width 70 ft.

Conform line to topography where necessary for good grades and economic location.

RIVERSIDE DRIVE: Beginning at Copia St. and San Antonio St., thence by Copia St. to International boundary; thence along boundary to about Monument 12; thence southerly to river bank; thence along the bank to the county road at Ascarate.

Build this road to function as a dike also, with bank protection where necessary.

THOROUGHFARES

MONTANA ST.—PERSHING DRIVE

Cut off corner Pershing Drive and Piedras St.

Cut off corner Pershing Drive and Estrella.

YANDELL BLVD.—MONTANA ST.
EAST OF PIEDRAS

Too narrow for double track trolley. Widening is suggested.

Cut corner at Masonic Hospital.

Open drain between Houston and Crockett should be covered eventually.

Street should be extended eastward as a thoroughfare conforming to topography where necessary.

WYOMING ST.

Open the block between North El Paso St. and Oregon St.

Consider widening from Oregon St. to Piedras St.

MISSOURI ST.—MADERA ST.

Cut corners at Los Angeles St. See detail plan.

Open street from Cotton Ave. to Piedras St.

Open Madera westward to Missouri St. Cut corner at Concordia Cemetery.

Open Manzana St. to Stephenson St.

Widen Stephenson St. and extend it eastward.

Make width 100 ft. from Crockett eastward for future trolley.

TEXAS ST.—ALAMEDA AVE.

COUNTY ROAD

Sidewalks too narrow. Eventually widen the walks and pave center trolley space flush with street surface.

Widen street from Boone Ave to Val Verde, and move trolley to center of street.

Open wide avenue along the interurban railroad from Val Verde to Sambrano.

MYRTLE AVE.

No changes.

MAGOFFIN AVE.—PERA ST.

Pera St. should be paved.

Straighten Pera north of Washington Park.

UPPER VALLEY ROAD—WEST MAIN STREET

Should be widened from Viaduct bridge to Courchesne bridge.

SOUTH EL PASO—NORTH OREGON ST.

There is a double track trolley from Mills St. to Arizona St.

Improvements not valuable on east side from Mills to Missouri St. and on the west side from Missouri to Rio Grande St. Widening might be practicable.

SOUTH OREGON ST.

Narrow between Texas and Mills St.

Buildings on both sides will naturally be rebuilt soon, permitting widening.

MESA AVENUE

Railroad track in street from 8th to 10th not necessary if track on 6th could be used jointly.

Bad articulation at San Antonio St. Feder Building should be removed. See detail plan of Down Town District.

STANTON ST.

Bad articulation at San Antonio St. See detail plan.

Good connection should be made with Kern Boulevard, at the north end of Stanton St.

KANSAS ST.

Articulation bad at San Antonio St. See detail plan.

Widen street from Myrtle to Mills.

CAMPBELL ST.

Bad articulation at San Antonio St. See detail plan.

ST. VRAIN—ANGE

Bad articulation at Olive St.

Open eventually across railroad yards.

East of High School there should be a new location following the contours to the top of the Mesa.

A street should be opened around the foot of the Mesa into the Fisher Survey.

BROWN ST.

Articulation bad at south end with Cotton Ave.

Street should eventually be opened across railroad yards.

At north end it is the natural entrance into the Collins and Fisher tracts. Should be extended north and east to Denver St. and to the top of the West Mesa as shown by the Highway Plan.

COTTON AVE.

Should be opened across all railroad yards eventually.

At Grandview Ave. correct a jog in the street. See detail plan.

Widen below T. & P. yards.

PIEDRAS ST.

Two grade crossings, one at the G. H. & S. A. and the other at the E. P. & S. W. tracks, should eventually be eliminated.

COPIA ST.

Bad articulation at Hueco St. Corner of park should be cut off.

Drainage ditch in street should be covered eventually.

Widen from Nashville St. to Ft. Boulevard for double track trolley.

At Jackson Ave. articulation should be improved.

At Beaumont Hospital the road should follow the topography to a connection with Byron St. in Logan Heights approximately as shown by map. Byron St. should be opened through the north part of Logan Heights Addition to the Baptist Sanatorium.

MARR ST.

Marr St. at its south end could be extended through Evergreen Cemetery to connect with Tobin Place.

Widen Tobin Place and extend it south to the river.

CHELSEA AVE.

Extend south to the river and northeasterly to the southeast corner of Alhambra Heights.

COLLINGSWORTH ROAD

Extend southward to the river and northward to the park in Alhambra Heights.

Widen through Collingsworth.

FIRST AVENUE

Extend northward to the Fort Bliss spur.

FORT BLISS SPUR ROAD

Open road paralleling the Fort Bliss Spur on the west.

WOMBLE ROAD

New road from east end of Trowbridge St. to North Loop road at the Fort Bliss Spur. Make 100 feet wide.

HADLOCK ADDITION

Dunne Ave., in Orchard Park, extend east to Edson Ave. in Hadlock Addition.

Francis Ave., in Pasadena Addition, extend northward to Edson Ave. in Hadlock Addition, to give access to Burleson School from the south.

BLANCO ST.

In Pasadena Addition, extend westward to Tobin Place.

CAROLINE ST.

In Val Verde Addition, extend eastward and westward making a new thoroughfare from Washington Park to Ascarate. Should have a minimum width of 80 ft.

NEW STREET

At south line of Val Verde; Extend both ways to the river.

ORDINANCE

CREATING THE CITY PLAN COMMISSION

Be it ordained by the City Council of the City of El Paso, Texas:

SECTION I. That there is hereby created for the City of El Paso a City Plan Commission, which shall be composed of five members, who shall be resident citizens of the city, to be appointed by the Mayor of the City of El Paso, with the advice and approval of the Board of Aldermen.

The members of the City Plan Commission shall serve without pay, and shall have the powers and duties conferred upon them by the Charter of the City of El Paso and the ordinances thereof.

The members of the Commission shall serve for a period of two years, and until their successors are appointed and qualify, and shall be subject to removal, under the terms of the City Charter concerning officers appointed by the Mayor; provided, that of the members of the first City Plan Commission to be appointed under the terms of this ordinance, three shall be appointed for a term of two years and two shall be appointed for a term of one year.

No member of the City Plan Commission shall hold any other public office of honor, trust or profit in the government of the City or County of El Paso during his term of office.

The City Plan Commission shall select from among their number a Chairman and a Vice-Chairman, and they shall adopt rules and regulations for the government of their own proceedings, and to carry out the purposes for which such Commission is created, not inconsistent with the Charter and Ordinances of the City of El Paso.

SECTION II. Within the limits of the funds set aside and provided therefor by the City Council, the City Plan Commission shall have the power and authority to employ such agents, representatives and employes as may be necessary to carry out the purposes of the Commission, and to prescribe their duties.

SECTION III. Hereafter it shall be unlawful to locate, erect or construct any public building, memorial, viaduct, park or public work of art of any character, until the plan or proposal shall have been submitted by the City Council, to the City Plan Commission, for its advice and consultation.

SECTION IV. Whenever it is proposed to make any general alteration in the street or highway system of the city or any portion thereof, or to open, close, widen or extend any street, boulevard or highway in the city of El Paso, or in the territory adjacent thereto, or to permit the construction of any street car tracks thereon, or to remove any street car tracks therefrom, such proposal, before it is acted upon, shall be referred to the City Plan Commission for advice and consultation.

And, in like manner, any plan for any general change or alteration relating to public parks or

parking, and to the lighting, beautification or ornamentation of any of the streets, highways or thoroughfares of the city, or any general plan affecting the drainage or sewer systems of the city, or general change in the grades of public thoroughfares, or the replatting of existing subdivisions or the platting of new additions to the City shall be referred to the City Plan Commission for advice and consultation.

SECTION V. It shall be the duty of the City Plan Commission to formulate general plans and designs to promote the welfare, beauty and comfort of the city, to improve and develop means of transportation, ornamentation, drainage, sewerage, and all other means of municipal improvement, and the Commission shall, from time to time, submit to the City Council reports, maps and plans for such purposes, and it shall be the especial duty of the City Plan Commission to consider, formulate and recommend plans for the elimination, in as far as may be practicable, of all grade crossings for all steam railways within the City of El Paso, whether by removal of tracks or by the elevation or depression thereof.

SECTION VI. Whenever any plan, proposal or ordinance relating to matters coming within the duties or jurisdiction of the City Plan Commission, as herein set forth or hereafter adopted, shall have been referred to the City Plan Commission for consultation or advice, the City Plan Commission shall return the same to the City Council with its report and recommendation thereon in writing within thirty (30) days after the same shall have been referred to the City Plan Commission, unless the City Council shall, in referring same, direct that a longer or shorter period shall be allowed for such report, but upon request or recommendation of the City Plan Commission, the time for the making of such report and recommendation may be extended within the discretion of the City Council.

SECTION VII. When any plan, proposal or ordinance shall have been referred by the City Council to the City Plan Commission, the City shall not take action thereon until the expiration of the time allowed for the report and recommendation of the Commission.

SECTION VIII. It shall be the duty of the City Plan Commission to keep itself informed as to the progress of city planning in this and other countries, and to make studies and recommendations for the improvement of the sanitation, recreation, and general welfare of the public, and to improve traffic, transportation, and the general convenience of the public, and they shall submit to the City Council from time to time, plans, reports and recommendations concerning the development of facilities for public recreation, the development and improvement of public parks, boulevards, highways and other grounds, the improve-

ORDINANCE CREATING CITY PLAN COMMISSION

ment of the river front, and the extension and opening of streets and highways.

SECTION IX. It shall be the duty of the City Plan Commission to formulate and submit to the City Council plans for zoning the city, and for regulating the location of business houses, industrial plants, and residential sections.

SECTION X. It shall be the duty of the City Plan Commission to formulate and submit to the City Council reports, plans and recommendations to regulate the height, design and location as to property lines, elevation above street grade, and general structure and design of building operations within the City of El Paso or adjacent thereto, and to formulate and submit to the City Council recommendations to prevent or abolish unsanitary, unhealthful or unwholesome housing conditions.

SECTION XI. The City Plan Commission shall study, investigate and report upon plans for extension of the water supply for the city, and upon new sources of supply.

SECTION XII. On or before the 15th day of

June of each year, the Commission shall make a written report to the Mayor and City council of the work of the Commission during the preceding year. Such report shall summarize all recommendations made by the Commission to the City Council during the year, and all references by the City Council to the Commission of matters for investigation, report or advice, together with the action of the City Council, if any, taken thereon. Such report shall contain the general program of improvements for the city as shall be recommended by the Commission, and may contain estimates of cost and recommendations as to the means of defraying the same.

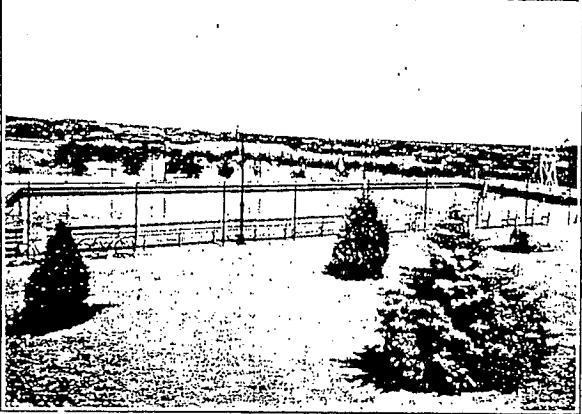
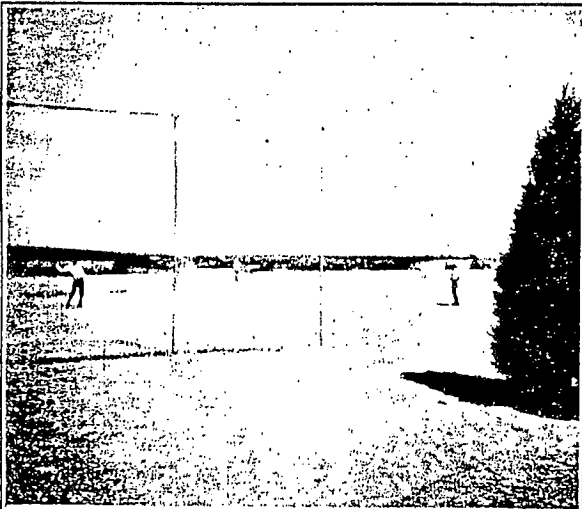
This ordinance shall become effective from and after its passage and approval.

PASSED AND APPROVED this 8th day of March A. D., 1923.

CHARLES DAVIS,
Mayor.

Attest:

N. LAPOWSKI,
City Clerk.



Memorial Park tennis courts (above) and swimming pool (below), beautifully located on high ground overlooking park, city and valley.

*BEAUTY ITSELF DOTH OF ITSELF
PERSUADE
THE EYES OF MEN WITHOUT AN
ORATOR.*

—Shakspeare.

*NOTHING GREAT WAS EVER
ACHIEVED WITHOUT EN-
THUSIASM.*

—Emerson.

*THOUGHT ONCE AWAKENED DOES
NOT AGAIN SLUMBER.*

—Carlyle.

SO MUCH TO DO, SO LITTLE DONE.

—Cecl Rhodes, last words, quoting
Tennyson's "In Memoriam."

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