

**HISTORICAL AND ARCHITECTURAL ASSESSMENT
OF
THE BALBOA PARK MUNICIPAL GOLF COURSE CLUBHOUSE**

Prepared for

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ABSTRACT

This report presents results of an historical and architectural assessment of the Balboa Park Municipal Golf Course Clubhouse. The building is located at the Municipal Golf Course in Balboa Park at 2600 Golf Course Drive. This study was undertaken as part of a Master Plan for the Balboa Park Clubhouse, owned by the city of San Diego. The purpose of the Plan is to summarize the planning process in a report, define a schematic design for the new facilities, and describe the steps required to implement the proposed development. Research for this study was conducted at the San Diego Historical Society, San Diego State University Malcom A. Love Library, San Diego City Library, City of San Diego Department of Parks and Recreation, City of San Diego Planning and Development Review Records Section, and the City of San Diego Clerk's Office. A field examination of the golf course clubhouse was also conducted. Historical research and the field examination resulted in the conclusion that the Balboa Park Municipal Golf Course Clubhouse is a historically significant building. It is probably eligible for nomination to the National Register of Historic Places and the California Register for its association with the early history of golf in San Diego County and the early unemployment relief programs of the Great Depression.

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I. INTRODUCTION

This report presents results of an historical and architectural assessment of the Balboa Park Municipal Golf Course Clubhouse. The building is located at the Municipal Golf Course in Balboa Park at 2600 Golf Course Drive (Figures 1&2). This study was undertaken as part of a Master Plan for the Balboa Park Clubhouse, owned by the city of San Diego. The purpose of the Plan is to summarize the planning process in a report, define a schematic design for the new facilities, and describe the steps required to implement the proposed development. This plan originated from an initiative to "develop a new clubhouse complex as a new building or renovation of the current clubhouse" as recommended within the East Mesa Precise Plan, April 13, 1993, and thereafter adopted by a City resolution. The golf course facilities will include a new or renewed clubhouse, cart storage, patios, parking lot, and other site improvements. Research for this study was conducted at the San Diego Historical Society, San Diego State University Malcom A. Love Library, San Diego City Library, and City of San Diego Clerk's Office. A field examination of the golf course clubhouse was also conducted. Historical research and the field examination resulted in the conclusion that the Balboa Park Municipal Golf Course Clubhouse is an historically important building both for its association with the early history of golf in San Diego County and the early unemployment relief programs of the Great Depression.

II. HISTORICAL BACKGROUND

According to golf historian Norrie West San Diego County has "a truly magnificent heritage" in the game of golf (West 1997:3). The entire spectrum of golf in the county consisting of courses, tournaments, champion-players, and overall history has led more than once to the area being named the "golf capitol" of the country (Horrell 1997). At the end of the 20th century golf is both an important recreational activity and economic force in San Diego. The game has been played in the county for just over 100 years. Although not the first, the Municipal Golf Course at Balboa Park was one of the earliest courses in the county and has played a significant role in providing San Diegans a place to learn, play and promote the sport that has achieved such a strong identity with the region. The clubhouse at the Balboa Park Municipal Golf Course has been an important part of this heritage since its construction in 1934. Built during the early years of the Great Depression as part of City, State, and Federal government unemployment relief programs, the Balboa Park Municipal Golf Course Clubhouse is a historically significant building. It has strong association with the early history of golf in San Diego County and the early unemployment relief programs of the Great Depression.

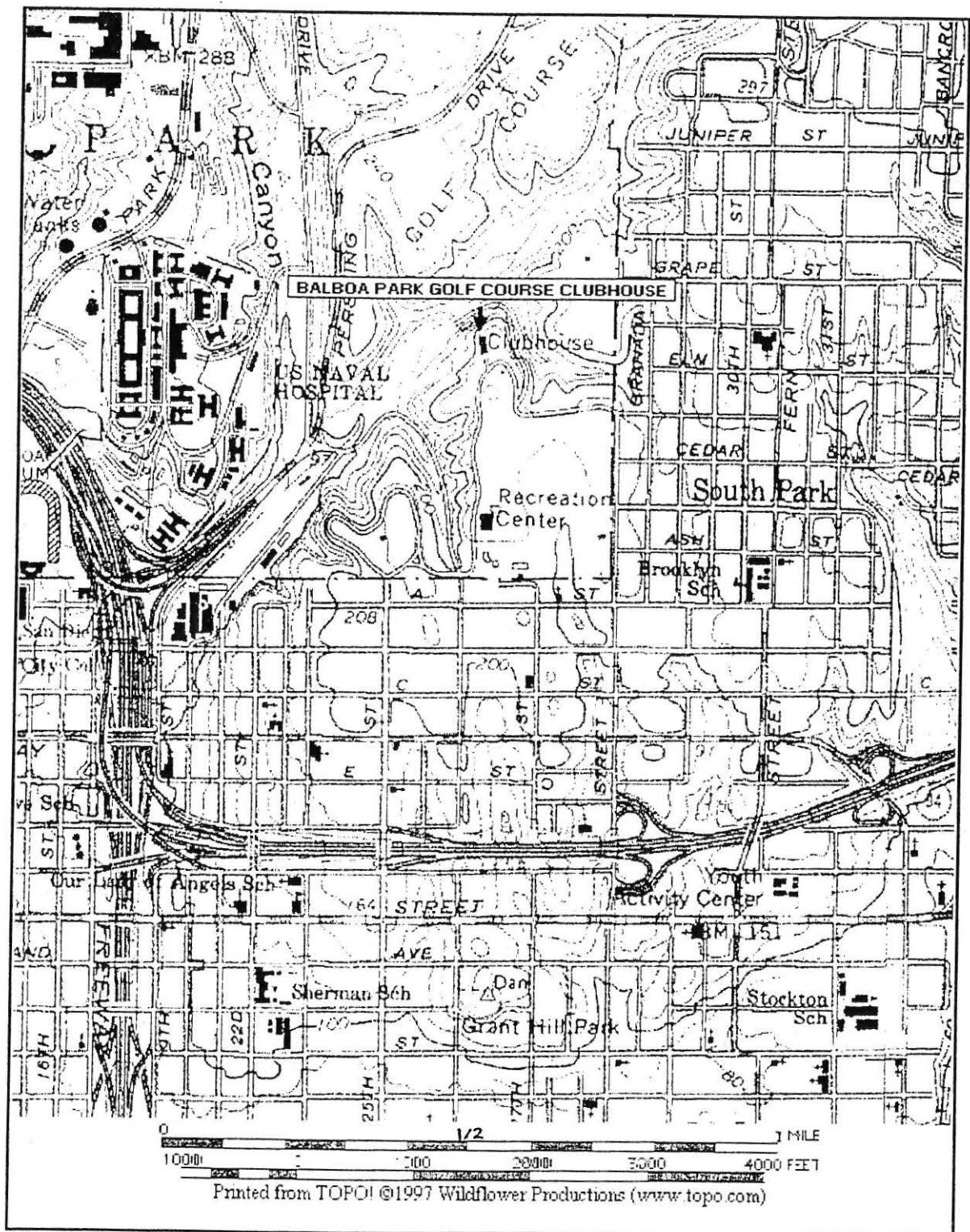


Figure 1: Location of the Balboa Park Municipal Golf Course Clubhouse on the USGS Point Loma Quadrangle.

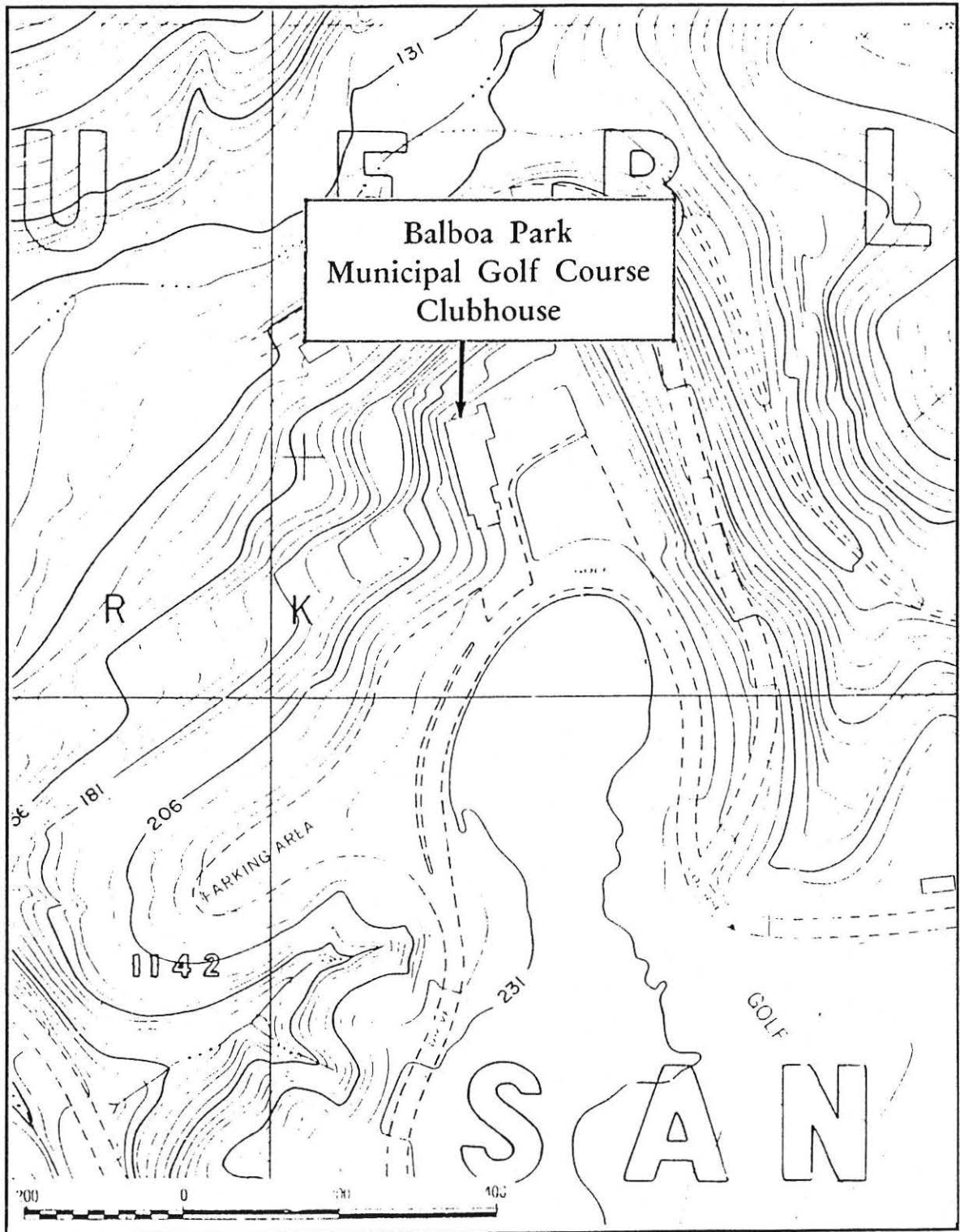


Figure 2: Location of the Balboa Park Municipal Golf Course Clubhouse on the City of San Diego 1:2400 Scale Topographic Map.

Golf enthusiasts voluntarily laid out the first golf course in San Diego in 1897 along the western edge of Florida Canyon between Laurel and Upas streets. The nine hole course measured 2,389 yards in length and had dirt fairways and sand greens. The following year these same golf pioneers established the San Diego Country Club. In 1913 they were forced to move their course to make way for development of the Panama-California Exposition. Museums and the zoo parking lot now occupy the location of this original golf course (West 1997:5).

The present Municipal Golf Course in Balboa Park opened just two years later in 1915. Located along the east side of Florida Canyon, it was the fourth course to be opened in the county. Balboa Park is the oldest municipal course in Southern California and the longest running course in San Diego County. Originally the course had no grass and consisted of 18 dirt fairways and "greens" of oiled sand (Figure 3 & 4). It remained this way for the next 15 years.

During this period golf increased in popularity and Southern California, especially San Diego County, became well known as a favored location to play the game (West 1997:49). In the 1920s the Agua Caliente Golf and Country Club in Tijuana brought international focus on the region as the location of the worlds richest money tournament, the Agua Caliente Open. The event attracted leading golf professionals and amateurs of not only the United States, but also visiting stars from foreign lands. The annual A.B. Spreckles Cup tournament held each summer at the Coronado Country Club was also a major amateur attraction (*San Diego Union* 1-1-1932:2).

By the early 1930s the San Diego region boasted seven all grass private and semi-public courses of 18 holes within a radius of a few miles from the city. These include the Agua Caliente, San Diego, La Jolla, Coronado, La Mesa, Rancho Santa Fe, and Emerald Hills courses. Of these all but the La Jolla and San Diego Country Clubs were open regularly for public playing. In the cases of the latter two courses non residents were allowed to play on a green fee basis. Two nine hole green courses were to be found at Escondido and Sweetwater Valley. One pitch and putt course was located at Agua Caliente, adjoining the championship layout, and two others, the Presidio and the Causeway, were in the city (*San Diego Union* 1-1-1932:2).

As the game's popularity increased the City Council developed plans to improve the municipal golf course. The council passed an ordinance in April 1930 that advocated the use of reclaimed sewage water for irrigation of grass on the Municipal Golf Course which stated that:

At the present time the only municipal golf course available for use by the public of San Diego and its inhabitants, is located in Balboa Park and the said golf course is unimproved and without grass fairways, modern greens, or a convenient clubhouse. It is therefore, a matter of great public interest and convenience that the present golf course in the said park be improved, under the supervision of a competent golf architect, with modern grass fairways, modern grass greens, and that a convenient clubhouse be



Figure 3. The Original Municipal Golf Course with Sand Fairways and Oiled "Greens," C. 1921. Courtesy San Diego Historical Society.

provided to accommodate the inhabitants and citizens making use of the golf course. That the additional improvement to the said golf course cannot be accomplished and maintained without the use of a great amount of water . . . Passed April 7, 1930 (City Clerk's Records Book 42:75; Document 256163, Ordinance 12789).

This ordinance was the first step in the modern development of the Balboa Park Course and construction of the clubhouse. It would take money provided by economic relief programs for the unemployed of the Great Depression to fund the work, however (West 1997:49).

The stock market crash in October 1929 was followed by an unprecedented and cataclysmic financial disaster commonly known as the Great Depression of the 1930s. From the height of a boom economy the nation was thrown into a financial catastrophe that included bank failures, industrial stagnation, and massive unemployment. In March 1930 unemployment rose from 3,250,000 to 4,000,000. By March 1931 these figures had nearly doubled; and by the same month in 1932, a further increase of roughly 50 percent had occurred, bringing the number to between 11,250,000 and 12,200,000. For 1933, estimates ranged from 13,577,000 to 16,000,000, or approximately one-quarter of the nation's work force (Branton 1991:1).

In the fall of 1932 Americans turned to the Democratic party for economic recovery and elected Franklin D. Roosevelt president. His campaign had promised a "New Deal" for the American people. At his inauguration on March 4, 1933 he declared that the government must wage war on the Great Depression as it would wage war on an armed foe. On March 9 he summoned the Congress into a special session. The following hundred days (March 9-June 16 1933) saw passage of an unprecedented amount of legislation aimed at achieving economic recovery. Numerous agencies and programs were established whose names are now synonymous with the Great Depression. These included the Civilian Conservation Corps (CCC), Agricultural Adjustment Act (AAA), Tennessee Valley Authority (TVA) Home Owners Loan Corporation (HOLC), and the National Industrial Recovery Act (NRA) which established the Public Works Administration (PWA).

On the seventy-ninth day of his memorable first "hundred days," President Roosevelt began a program of emergency unemployment relief. The Federal Emergency Relief Administration (FERA) appropriated \$500 million for outright grants to the states for relief purposes. Under the direction of Harry L. Hopkins FERA went into immediate action. FERA provided direct cash grants (not loans) to city and state work relief projects. In addition, FERA provided assistance to destitute farmers and transients. FERA's most tangible contribution was undoubtedly its work relief program. It completed over 235,000 projects and employed almost 2.5 million workers. The program fulfilled Roosevelt's promise of action and provided some relief in economic conditions

and psychological distress throughout the nation. Requisition for FERA funds were made through state governors (Branton 1991:7).

FERA and its state counterpart, SERA (State Emergency Relief Administration), proved inadequate to meet the unemployment crises. In November 1933 under the authority of the National Industrial Recovery Act, the Civil Works Administration was created. The primary purpose of CWA was to provide work for approximately four million unemployed people during the winter months of 1933-34. CWA differed from FERA in that while FERA provided direct relief through the state, CWA was strictly designated to relieve unemployment through a public works program. CWA provided four million people with employment in a four-month period, resulting in the initiation of 180,000 work projects (Branton 1991:8).

Unemployment became as serious a problem in San Diego during the early 1930s as it was in the rest of the country. There were 4,385 unemployed in the county in the spring of 1931. By early 1932 the number had jumped to 16,000 with 4,000 on direct relief. As the depression worsened the numbers continued to rise and by 1933 there were 23,000 unemployed individuals in San Diego County out of a total population of approximately 150 thousand (Pourade 1967:154,149; Starr 1986:165).

The San Diego City Council turned to public works projects to relieve unemployment. The increase in the popularity of golf during the previous decade had created a demand for improvements at the municipal course. Work actually began in 1931 before federal relief money was available. Ordinance No. 13107, passed in January, allowed appropriation of \$30,000 from the Reserve Fund of the City of San Diego "for the purpose of defraying the expenses of the material and labor necessary in the construction of a nine-hole golf course in Balboa Park, in the City of San Diego." The ordinance explicitly stated that "This is an ordinance for the immediate preservation of the public peace, health, and safety, and one of urgency, . . ." due to the fact that "the City of San Diego and the citizens therefore at this time are faced with a serious menace to the public welfare by reason of the vast number of unemployed citizens, and it is immediately necessary to make available funds for the purpose of providing immediate employment on work necessary to be done for the improvement of public property within the city of San Diego."

The City contracted with William P. Bell, a golf course architect from Pasadena, to develop a 9 hole range to the south of the present day clubhouse (West 1997:51). In May 1931 City Council passed Ordinance No. 13208 which authorized the purchase of "285 golf king # 9 pop-up rotary perfect slow motion control sprinklers . . . necessary in the construction of a nine-hole golf course in Balboa Park, in the City of San Diego." (City Clerk's Records City Book 42:43; Document

268805; Ordinance No. 13208: 1931). The course was completed by January of the following year when the *San Diego Union* announced:

MUNICIPAL GOLF COURSE OPENED
Grass Layout Completed in Balboa Park

With a nine-hole all grass course open for play and a championship length 18-hole links under construction, San Diego has made a great forward stride in the last year in the development of municipal golf facilities for both residents and visitors.

Both courses are in Balboa Park, the great area devoted to recreation in the center of the city, and are within 10 minutes drive from the business district. The nine hole layout now in play is short, measuring only 2,372 yards, and is ideal for beginners, women, and older players, yet it is a sufficient test with par 32 to interest even the experienced player. The holes all are on a level plateau. The 18 hole course under construction adjoins (*San Diego Union* 1-1-1932:2).

Although the newspaper indicated that by this time work had also begun on improvements for the adjoining 18 hole course it was not until April 1932 that the city contracted with William P. Bell for completion of this project. According to the contract Bell was to provide an irrigation system as well as "... the laying of all appurtenant pipe lines and fixtures, the preparation, grading and seeding of all fairways, the building, grading, and seeding of all greens, the construction of all traps and bunkers, and the performance of any and all supervisory services necessary to the completion in a first class workmanlike manner of the proposed golf course ... (City of San Diego Leases & Contracts, Vol. 7 p. 285-286).

Funding for the 18 hole course was provided under the earliest FERA and SERA grants (Department of Public Welfare 1933). In addition to the golf course these grants provided money for several park roads in Balboa Park, including Powder House Canyon Road, and another for Upas from Alabama Street to Park Boulevard (Branton 1991:17). By April 1933 the grounds were ready (Figure 5):

CITY TO OPEN NEW MUNICIPAL GOLF COURSE NEXT THURSDAY

San Diego will open next Thursday one of the finest municipal golf courses in the county- an 18 hole grassed course on the rolling slopes of beautiful Balboa Park and commanding a wonderful vista of mountain and ocean. The course, dream of golfers for many years was, strangely enough, built in the course of one of the severest depressions in the history of the country and was made possible only because it offered an unemployment relief measure that would not conflict with regular construction programs. The golf course was designed by William P. Bell, who shaved his fees because of the nature of the project but who never the less has given unstintingly of his time to make a beautiful course.

No other city in this country can boast of a fine 18 hole course so close to the center of population. In fact, the course is almost in the center of population of the city, due to the fact Balboa Park is surrounded by built up area.

The course was built under a \$300,000 unemployment relief bond issue which provided also other recreational features, roads, bridges, and safety tunnels for school crossings. It was anticipated that revenues from the new course will virtually care for the retirement of the entire amount over a 10 year period.



Figure 4. Golfer at the Original Municipal Golf Course, C. 1921. Courtesy San Diego Historical Society.



Figure 5. Golfers at the New 18-Hole Municipal Golf Course Designed by William Bell, C. 1934. Courtesy San Diego Historical Society.

Mayor John Forward is scheduled to drive off the first ball if he doesn't leave on his trip to El Paso as city representative at the Broadway of America Road Convention. . . Forward is on the program for a short address as is Vice Mayor Joseph J. Russo, City Manager A.V. Goeddel, D.N. Millan, president of the Chamber of Commerce and James L. Buck, president of the park commission. Honor of being the first foursome to take off under the new course will go to the highest bidder, the receipts to go to unemployment relief funds. The second highest bidders will make up the second foursome and so on. Col. Ed Fletcher has been invited to act as auctioneer.

The ceremonies are to be brief and it is expected that the players who win the right for early play will be over the course by noon, so that the regular play can start in the afternoon. The course will be in apple pie order for the opening ceremonies according to word received by city manager Goeddel. (*San Diego Union* 4-23-1933 12:1).

The final step in completing the golf course was construction of the clubhouse. In November 1933 the Roosevelt Administration enacted the Civil Works Administration program for unemployment relief. This act provided the funds for the clubhouse construction. Begun in early November as a temporary three month program to provide relief during the winter, by December 2 the CWA had provided work for two million previously unemployed nation wide. The program's goal of providing work for 4 million individuals was achieved by mid December. In California 130,000 were provided employment through CWA programs (*San Diego Union* 11-26-1933; 11-25-1933 1:1; 12-2-1931 1:4; Branton 1991).

Civil Works Administration programs had a dramatic effect on the stagnated economy of San Diego. Under the direction of local branch administrator John L. Bacon the implementation of CWA programs began on November 27. In less than a week 1,874 men were at work. The first payroll, distributed on November 30, totaled \$16,555 dollars. A week later 4,242 individuals were employed by CWA and the payroll had increased to \$74,798. By January 18, peak enrollment was reached when 5,621 workers drew CWA paychecks totaling \$124,045, the biggest payroll in San Diego County exclusive of the navy. By the end of January 1934 a total of \$838,000 in CWA pay checks has been distributed in San Diego in less than two months (*San Diego Union* 1-28-1934 2:1).

The CWA recruited workers directly from county welfare lists. The main goal of the program was to provide employment for heads of households receiving relief from the county welfare commission. "They no longer will be charity cases but self supporting citizens working six hours a day five days a week and getting government checks each Saturday morning" (*San Diego Union* 11-26-1933 1:5). Welfare families received an average of \$16 a month that consisted of \$12 in food orders and \$4 in cash. The minimum wages of \$75 a month through \$1.10 an hour paid by the CWA more than quadrupled the income of previous welfare recipients (*San Diego Union* 11-27-1933:1:2).

Projects implemented by the CWA were first recommended by local government agencies. No projects were considered that would replace current employees with new CWA workers. San Diego County CWA administrator John L. Bacon cautioned county, city, and school district officials that projects "for which they themselves have budgeted money cannot be considered as part of the civil works program. The government expects them to go ahead spending their own money on such projects and employing their own men" (*San Diego Union* 11-26-1933 1:5).

Bacon also emphasized that the CWA was not simply a relief program. All approved projects had to be constructive in nature and consist of public works improvements that would be of a "useful and permanent nature." The agency expected its workers to give full value for wages received. They were considered to be regular federal employees and entitled to federal compensation and hospitalization (*San Diego Union* 1-9-34 5:1).

San Diegans expressed enthusiastic appreciation for the jobs provided by the CWA. An editorial in the *San Diego Union* appeared the first week of the program's implementation welcoming the agency:

SAN DIEGO'S CHANCE

A New Industry begins to operate in San Diego within the next seven days - an industry which will give jobs to 23,335 unemployed heads of families immediately and which will put 46,760 to work before Christmas. This is sensational news. It means that the New Deal is about to open a prosperity factory in San Diego. The forward looking citizens of the county must now plan to make a sound use of the promised output. Five thousand families now supported by county welfare funds are to be transferred to federal pay rolls. That means that taxpayers of San Diego are to be relieved of the cost of their maintenance during the period of employment and that workers themselves will spend some \$300,000 a month in federal pay-checks here. Funds are available for three months of operations. This is not a final solution of our unemployment problems. But widely used it offers the beginnings of a solution. Financed with federal funds San Diego can now experiment for three months - determining what projects are most helpful and what are least profitable. Finally, it can organize the support of San Diego business to promote the greatest possible transfer of workers from temporary, treasury financed jobs, to self sustaining jobs in normal industry. This development can be either a three month Christmas present, or it can be the actual beginning of recovery. Let us make it a beginning. (*San Diego Union* Editorial 11-25-33 4:1).

By early December the program's effect on the local economy was obvious as demands for relief fell off dramatically. The social service exchange of the Community Chest stated that the Civil Works Administration had saved local relief agencies from what had been expected to be the hardest winter in history (*San Diego Union* 12-8-1933 II 5:6).

By November 26, 1933, 31 projects had been accepted and included road surfacing, tree trimming, and construction of sewer drains, storm drains, recreational centers, fire station repair, playground improvements, and library improvements (*San Diego Union* 11-26-1933 1:5). New projects continued to be submitted and on November 29 it was announced that the CWA

committee had approved construction of a clubhouse in Balboa Park (*San Diego Union* 11-29-1933 2:5). The golf course clubhouse was seen as the type of permanent and useful construction projects that were the main goal of the CWA. Men were gradually transferred from the more temporary tree trimming and road surfacing projects as permanent construction projects were accepted (*San Diego Union* 12-3-1933 2:3).

During the first week of January 1934, the paper announced that "More than 5,400 San Diego workers are enrolled in civil works administration projects of a useful and permanent nature, Thirty-five skilled CWA workers are building a clubhouse at the north side of the inner nine holes of the municipal golf course. The clubhouse will be modern in architecture, measuring 50 by 150 feet in its ground plan" (*San Diego Union* 1-7-1934 II 1:2). The costs of the golf course clubhouse was \$16,087 in labor provided by the CWA and \$5,000 in materials provided by the city through an ordinance passed on January twelfth (*San Diego Union* 1-2-1934 2:4; Ordinances 44:353, Ordinance No. 387, new series). During the same week a building permit was issued for construction of the clubhouse at the golf course at Balboa Park that recorded the cost as \$25,000 and listed the City of San Diego as owner and builder (*Southwest Builder & Contractor* 1-19-1934:54; Department of Parks and Recreation Historic Records 1934).

No sooner had work on the clubhouse started, however, than the CWA began to run short of funds. In late January President Roosevelt asked Congress for an emergency appropriation of \$1,666,000,000 to carry on the CWA, the Civilian Conservation Corps, and direct federal relief (*San Diego Union* 1-23-1934 3:1). On January 23, the administration issued orders to reduce the work week of CWA employees from 30 to 24 hours. This resulted in a total payroll decrease in San Diego of approximately \$32,000 from the normal weekly pay total (*San Diego Union* 1-24-1934 II 8:1). The program continued through April 1934 at this reduced status and ended on May 1 as originally intended. Roosevelt was adamant about ending the program on schedule. He believed that that with the coming of summer the 4,000,000 men on the government's emergency payroll would find outdoor work in the private sector (*San Diego Union* 1-23-1934).

While operating, the CWA had infused 870,690 dollars into San Diego County's economy (*San Diego Union* 4-1-1934 3:2). Ending the program left numerous projects, including the Municipal Golf Course Clubhouse, uncompleted and returned thousands of workers to the welfare rolls (*San Diego Union* 1-25-1934 1:5; 1-25-1934 4:1). In order to finish projects left undone by the CWA the federal government provided additional funds through the Federal Emergency Relief Administration that were administered through state SERA offices. On April 23, 1934 the San Diego City Council passed Resolution No. 61588 that directed the city manager to make application to the State Emergency Relief Administration of San Diego County for the approval of

the golf clubhouse and adjoining parking area project (Resolutions 58:107). On May 7, 1934 it was announced that 11 California counties that included Marin, Los Angeles, San Francisco, Alameda, San Mateo, San Luis Obispo, San Bernardino, Riverside, Orange, San Diego, and Imperial were eligible to receive funds for completion of unfinished CWA projects (*San Diego Union* 5-7-1934 7:1). That same day the *San Diego Union* reported that:

Work on three and perhaps four unfinished CWA projects by SERA probably will be started this week. . . . Assignment of men on these projects will be started tomorrow. Before the end of the week 250 men will be working. We have received orders to go ahead with completion of the recreation area in the northeast corner of Balboa Park, . . . municipal golf course clubhouse, and rehabilitation of buildings in the park. Men to be assigned work today should have their first paychecks Saturday morning. More than 30 SERA projects are planned for San Diego City (*San Diego Union* 5-7-1934 1:6).

Work on the clubhouse proceeded rapidly after SERA funding was secured and on May 28 the City Council approved the expenditure of \$2,500 for the purchase of "house furnishings and lockers for the golf clubhouse at Balboa Park" (Ordinance No. 449 [New Series]: Ordinances 44:407). The single story building with a full basement was completed by the following summer and included showers, golf shop, lunch stand, and lounge (Branton 1991:105).

On July 1, 1934 the City granted Sterne Davis a contract for: "Operation of a concession stand in the Municipal Golf Course Clubhouse for the sale of refreshments, including food, candy, confectionery, cigars, cigarettes, tobacco, and all lawful beverages, and such other merchandise as are commonly or usually sold at refreshment stands in public parks." As amended by an additional agreement dated September 5, 1934 Davis also had the right to-rent and maintain lockers and locker spaces that were in the building. He was responsible for supplying his own equipment except for that which was already in the building that included "a counter, back buffet, grease trap, stools, stove, four tables and chairs." As rent he agreed to pay the City 10 percent of all gross sales except golf accessories (Leases & Contracts City of San Diego 1934, Vol. 8: 158).

Additional detail work on the Municipal Golf Course facilities continued through the rest of 1934. On July 2, 1934 City Council passed Ordinance No 471 to appropriate \$4,550 "from the unappropriated balance fund of the city of San Diego, for the purpose of providing funds for materials, equipment and supervision in connection with the construction of the SERA project on the municipal golf course" (City Clerk's Records Book 44:432; Ordinance No. 471 [New Series] Document No. 288707; 1934). The clubhouse was completed and ready for official dedication August 4, 1934 (*San Diego Union* 7-30-1950 A14).

Development of the Municipal Golf Course at Balboa Park and construction of the clubhouse represented early attempts by the city of San Diego and the Federal Government to relieve unemployment during the early years of the Great Depression. The City began the project in 1931

with its own funds before federal money was available. Later the FERA and CWA provided capitol. Both FERA and CWA had been stopgap measures. They provided federal funds to the destitute and unemployed as rapidly as their bureaucracy allowed. As unemployment continued to worsen from 1932 to 1934 the Roosevelt Administration realized that large scale unemployment relief would need to continue for an indefinite period. A different approach was needed that involved establishment of a more permanent program. This resulted in the Emergency Relief Act of 1935, which provided 4.8 billion dollars for work programs, the largest such peacetime appropriations in American history. Under its authority, Executive Order No. 7034 established the Works Progress Administration (WPA). The WPA approach differed fundamentally from both CWA and FERA projects. It restricted its activities to providing work for employable men and women from relief rolls and did not provide grant-in-aid funding or charity and direct relief as FERA and CWA had done. With establishment of the WPA all emergency works were united in a single and greatly enlarged plan. Between 1935 and 1943 approximately eight-and-one half million Americans, nearly one-fifth of the nation's labor force, worked on WPA projects, depending on it for their livelihood and that of their families (Branton 1991:iii). It was the early FERA and CWA programs that resulted in development of the Municipal Golf Course and Clubhouse that provided the experience in large public works programs that allowed the successful implementation of the WPA.

Immediately following completion of the clubhouse the Municipal Course became extremely popular and functioned on the same level as the private country clubs in the county. The Clubhouse became the focal point for activities there. In August 1934 the Balboa Parks Women's Golf Club was established. At a meeting in the clubhouse the new members elected officers and committee members: "Mrs. Allen Bartlett was elected president; Mrs. John A. Alexander, Vice president; and Mrs. W.A. Richer secretary." Standing committee heads were: "Tournament, Mrs. F.D. Naylor; handicap, Mrs. E.W. Stevens; membership, Mrs. John Alexander; publicity, Mrs. J. Anthony Wright; clubhouse, Mrs. F.D. Naylor. The club named Thursday as playoff days, scores to be in at 2 o'clock. The regular business meeting will take place the second Monday of each month at 8 p.m. at the clubhouse." The club pro, Sterne Davis, acted as adviser for the new organization. Jessop and Company donated a handsome trophy for future tournaments (*San Diego Union* 8-15-1934 9:4).

Other golf organizations actively used the clubhouse and ranges at the municipal course. An article in the *San Diego Union* in April 1936 noted that:

Next week-end is a big one at the Balboa Park Golf club, as the annual hole in one tournament of the Union Jessop club will be held there next Saturday and Sunday. The Balboa Park Men's Club will be co sponsor of the tournament and competition will be held after 3 o'clock each afternoon. Contestants will drive from the first tee to the green below.

Competition will be held in two classes, one four members of the Union-Jessop Club and the other for all comers.

Balboa Park Golf Club will hold another team match for beefsteaks today, with the team competition scheduled to get underway at 12 o'clock. The losing team will be host to the winners at the next monthly club meeting. Motion pictures will be taken of all contestants and shown at the next meeting also, Keller says . . . (*San Diego Union* 4-19-1936 3:4).

Throughout the decade the *San Diego Union* continued to run numerous articles on activities at the Municipal Golf Course and clubhouse that included the following:

TWO WOMEN SHARE BALBOA CLUB HONORS

Mrs. E.W. Stevens and Mrs. Paul Howard divided honors in the points play against - par sweepstakes yesterday at Balboa Park Golf Club. Mrs. Stevens led Class A with a total of 34 with Mrs. Howard high in Class B with 31. Scores of the leaders: Class A - Mrs. E.W. Stevens 34, Mrs. R.A. Jackson 29, Mrs. Ethel Johnson 29, and Mrs. A.S. Glassgow, Mrs. R. Nelson, and Miss Nefzger 28. Class B - Mrs. Paul Howard 31, Mrs. Dan Nelson and Mrs. E. Leeds 30, Mrs. C. Grant 29, and Mrs. F. Pastore 28. (*San Diego Union* 11-18-1938 6:7).

WOMEN WIN TURKEYS IN BALBOA EVENT

Christmas dinners on the hoof were won by four Balboa Park Women's Golf Club players yesterday when final scores in the turkey sweepstakes were posted. Rain prevented the playing of the final round, so the birds were awarded on two scores. In Class A the winners were Miss Millie Nefzger, 179,22-157 and Mrs. R.A. Jackson, 197,34-163. The class B birds went to Mrs. Addie North, 198-44-154, and Mrs. H.R. Klien, 221 56-165 (*San Diego Union* 12-20-1938 4:2).

In 1939 operation of the golf course began to make a profit over maintenance expenses and has done so ever since. In July 1940 the City Council established the position of Municipal Golf Course Manager (City Clerk's Record's Book 47, Page 453, Document 321162; Ordinance 1879 [New Series]). On August 31, 1940 Balboa Park had a record 708 players. The course record of 60 by Sam Snead was set in 1943 (West 1997:49).

The entrance of the United States into World War II brought an accelerated period of growth to San Diego County that has continued to the present day. With the influx of large numbers of people use of recreational facilities, including golf courses, in the county increased dramatically. In 1948 Leo B. Calland, City Parks and Recreation Director, described Balboa Park as "America's greatest playground." He measured greatness by diversified activities and based his announcement on recent additions to recreational facilities along with restoration of those banished by World War II. Calland specifically pointed out that the park had an 18 and 9 hole golf course. They were so popular the city was planning an additional nine holes nearby (*San Diego Union* 10-10-1948 1:4).

The popularity of the municipal course continued to increase. In 1950 the *San Diego Union* reported :

No part of Balboa Park is larger or more truly representative of the parks recreational and scenic virtues and more of a year round going concern than the municipal Golf Course east of Pershing Dr. and bordered roughly by Redwood and A Streets.

This 280 acre expanse of verdant lawns wooded canyons and shrub filled vales is the home of 18 hole and 9 hole public golf courses on which a total of 159,256 rounds of golf were played last year. Since 1938 the city has netted a profit of \$215,000 just from golf, not to mention a take of some \$4,000 each year from concessions at the course. All this after an annual water bill of some \$19,000 is paid and salaries for a manager, four starters, and cashiers and 14 greens keepers, handymen, laborers and mechanics have been deducted. . . .

Moreover though Municipal has been dubbed "one of the sportiest municipal golf courses anywhere" by no less authority than the golf immortal Walter Hagen, its rates (\$1 a round on the 18-hole, 50 cents a round on the nine with \$5.00 monthly tickets good for 18 holes a day on either course) are less than those in most cities. The rules are less stringent. Consideration of the larger mass of public participants is the primary concern at Municipal, but provisions also are made for clubs, service organizations and conventions to take over the course at times, while Balboa Park Golf Clubs for men and women are able to conduct mixed foursomes on Sundays and hold eight tournaments a year.

On Sundays as many as 799 have been accommodated on the links, an almost impossible task considering the problems of watering the course before and after playing hours, of keeping taxpayers happy while they await their turn to tee off, and of politely but firmly enforcing such rules as are necessary to the safety and consideration of other players.

The crush for the right to play on the municipal course during weekends is solved as well as possible by a system of reservations. As of 7 am Monday reservations may be made for the following Saturday. Sunday reservations will not be taken until after 7 am Tuesday of the preceding week. The courses are open this time of year from 6 am on Saturdays and Sundays and from 6:30 am on weekdays until 8 pm. No tickets are sold after about 6:30 pm, however.

Of the two courses, the nine hole is played more frequently since it requires less time and less skill. Flatter and with less hazards to slow the unwary, this course is recommended for novices. The 18-hole course is far more interesting for the more experienced golfers, and boasts as many breathtaking panoramic views of city and bay as might be found on any expensive private country club in the nation (*San Diego Union* 7-30-1950 A14).

During the 1950s and 60s the popularity of golf grew dramatically in the San Diego region. The sport drew enthusiasts from all age groups and economic and social levels. Golfers created a new, distinct, and potent economic force. The number of courses in the county increased and became essential parts of real estate development. Many planned subdivisions were built around golf courses as well as resort areas such as Mission Valley's Hotel Circle. More leisure time and higher income permitted more amateur golfers to spend more time on the fairways and greens. In 1954 there were 10 golf courses in San Diego County. Within 10 years the number had increased to 66. The Convention and Tourists Bureau labeled the San Diego region "Golfland USA" (*San Diego Union* 5-24-1964 F1).

The Municipal Golf Course at Balboa Park has continued to remain extremely popular in spite of the availability of so many additional courses in the county including two municipal courses at Torrey Pines that opened in 1957 (West 1997:37). In 1959 a free junior golf clinic was offered at Balboa Park (*San Diego Union* 7-31-1959 17:3-4). The growing popularity of the sport began to bring in increasing revenues at the city owned courses. From July 1 to December 31, 1960 income from the 9 and 18 hole courses at Balboa Park totaled \$102,487, compared to \$92,902 in 1959, and \$76,903 in 1958 (*San Diego Union* 2-6-1961 14:5).

The course, along with Torrey Pines, continued to be the location of the Men's City Golf Championship (*San Diego Union* 7-29-1960 13:4-5). Starting in 1962 these courses also sponsored the San Diego City Men's Amateur Golf Tournament (*San Diego Union* 5-29-66 4:6). For the last 21 years the Junior World Championships have also been played at Balboa Park where several notable golf celebrities have won titles. Ernie Els, of South Africa, won boys 13-14 in 1984, Tiger Woods won the same title in 1989. The same year LPGA star Amy Alcott won the girls 13-14. Her score of 225 set a record that has never been broken (West 1997:49)

In summary, the Municipal Golf Course at Balboa Park was one of the earliest courses in the county and has played an important role in the history of a sport that has achieved such a strong identity with the region that San Diego County has been called the "Golf Capitol of the World". The clubhouse at the Balboa Park Municipal Golf Course has been an important part of this heritage since its construction in 1934. Built during the early years of the Great Depression as part of City, State, and Federal government unemployment relief programs, the Balboa Park Municipal Golf Course Clubhouse is a historically significant building both for its association with the early history of Golf in San Diego County and the early unemployment relief programs of the Great Depression.

III. ARCHITECTURAL ASSESSMENT

The Clubhouse building at the Municipal Golf Course at Balboa Park is a single story "L" shaped building oriented in a general north - south direction with a short easterly projecting wing on the northern end forming the foot of the "L" (Figure 6). This wing contains the Golf Shop. The actual clubhouse is in the northern portion of the main wing and a restaurant is located at the south end (Figures 7,8,& 9).

The building is situated on the edge of a hill overlooking the 18 hole course to the west and north. The 9 hole course is located directly to the south of the adjacent parking lot. The clubhouse is built on a full basement that was constructed into the side of the hill and is open on the west side

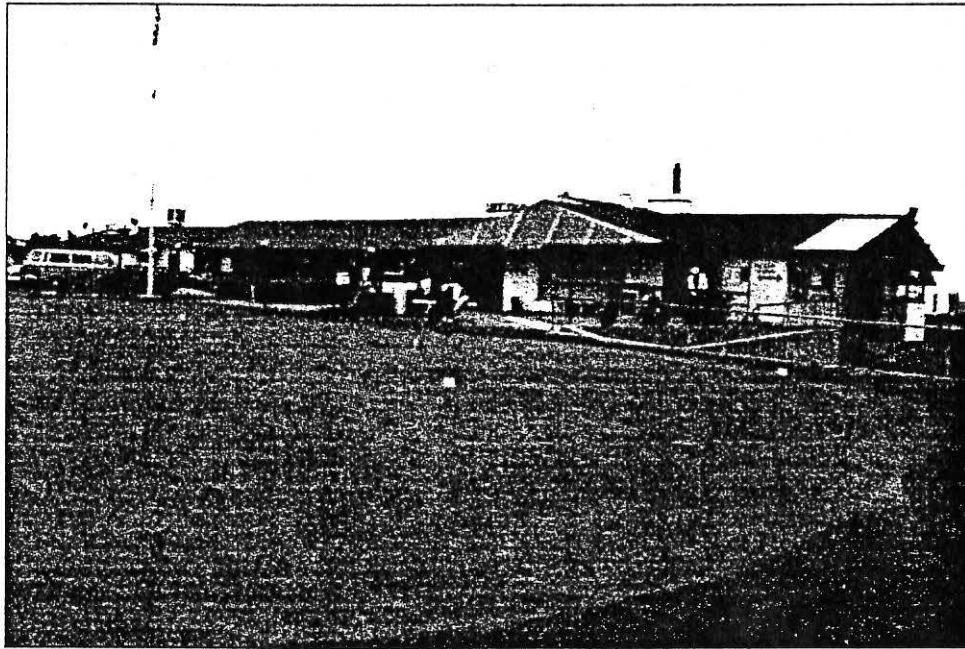


Figure 6. East Side of the Municipal Golf Course Clubhouse, looking southwest.

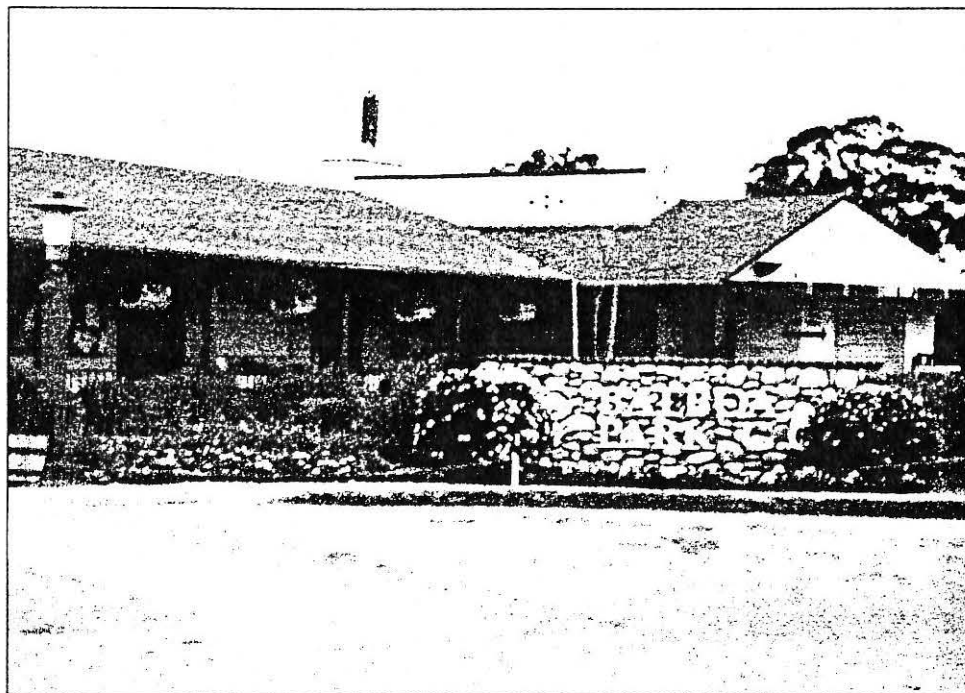


Figure 7. East Wing of the Municipal Golf Course Clubhouse, Containing the Golf Shop.

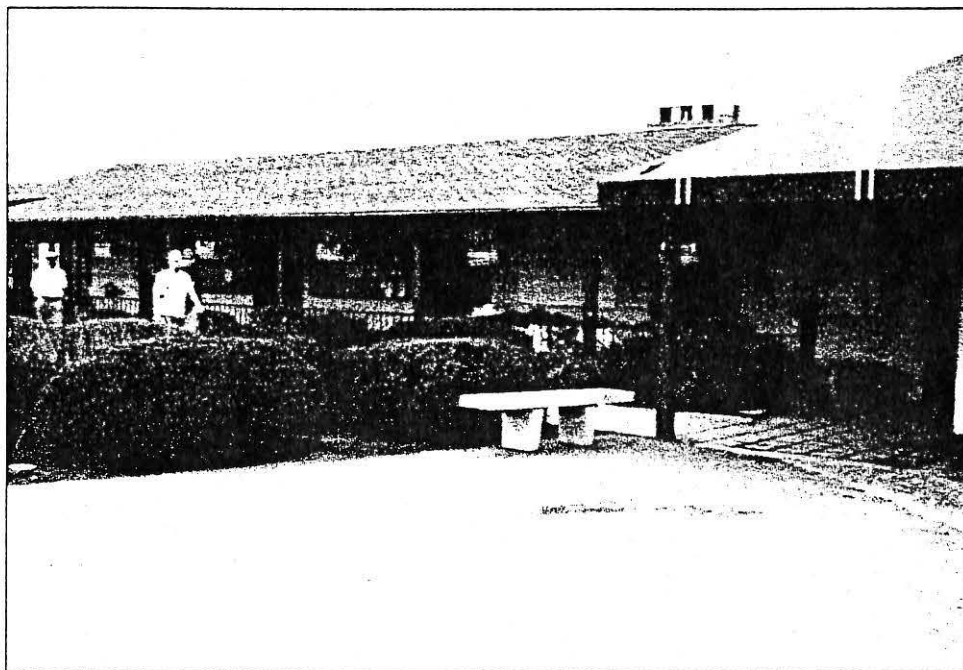


Figure 8. Center Section of the Building, Containing the Clubhouse.

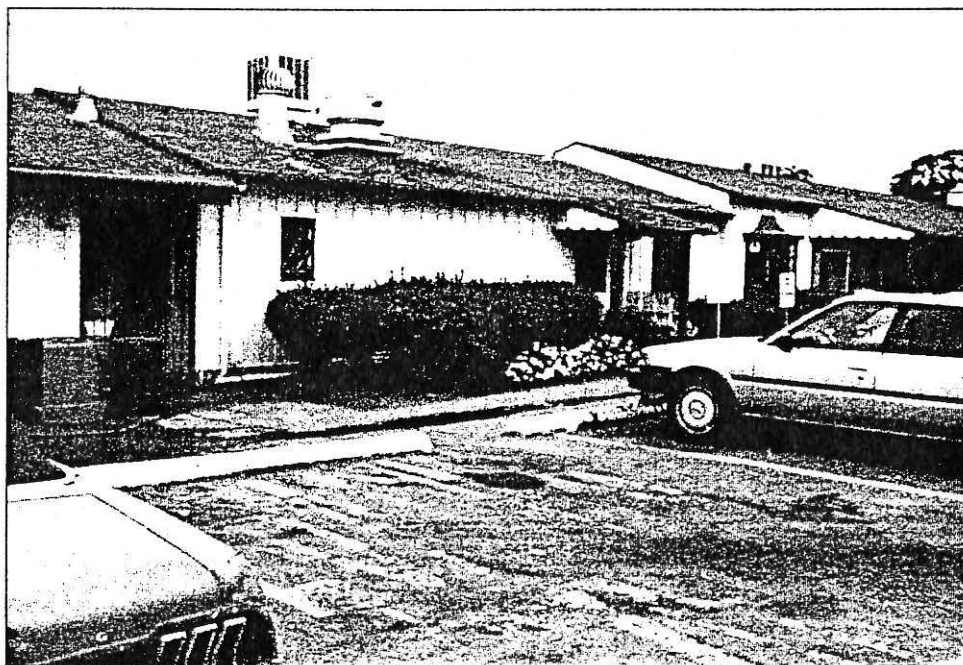


Figure 9. Southern End of the Municipal Golf Course Clubhouse, Containing the Restaurant.

so that when the clubhouse is viewed from the west it has the appearance of a two story building (Figure 10). Overall the clubhouse measures approximately 50 by 150 feet. The wood framed building appears to be supported by a concrete foundation. It is covered by a cross gabled asphalt shingle covered roof. The southern quarter of the building that houses the restaurant is covered with horizontal board and batten siding. The northern portion containing the clubhouse and golf shop is stuccoed. The roof exhibits a wide overhang along the east side of the clubhouse and south side of the golf shop which covers a concrete porch. Large rough finished wooden posts, beams and rafters support the roof over the porch. Locker and bath rooms, as well as golf cart garages are located in the basement.

A solid heavy wooden door that provides access to the golf shop is located on the south side of the east wing. Along the east side of the clubhouse three pairs of wood framed multiple pane glass doors are evenly spaced. Single entry doors are located on the north and south ends of this section. These heavy wooden doors are constructed of large tongue and groove boards. The tops and bottoms are trimmed with rustic metal studs that resemble hand forged nails or bolts. A heavy wooden screen door on the east side that is sheltered by a small porch provides access to the restaurant. A series of 3 garage doors on the south end of the west side of the basement provide access to golf cart garages. A single heavy wooden tongue and groove door with rustic metal studs identical to those on the east side of the clubhouse is located at the northwest corner of the basement.

The building exhibits a variety of window styles. A row of narrow rectangular metal framed multi pane windows are located along the north end of the basement. Medium and large wood framed picture windows are located along the west side of the restaurant and clubhouse. Smaller multi light casemate windows are irregularly placed along this side of the building with a series of three at the north end. Along the east side, the majority of the windows for the clubhouse are provided by the wood framed glass doors previously discussed. They are augmented by a large bay window with an ornate brass hood and ornamental columns and two multi light casemate windows.

Stylistically the building is an interesting combination of Mediterranean and modern styles that do not readily conflict with each other because on the exterior all stylistic elements are understated. The exterior stucco finish, heavy wooden doors, and exposed rough finished beams and rafters on the porch of the clubhouse and golf shop are elements of a reserved form of Mission or Spanish revival architecture. The horizontal board and batten siding on the restaurant, on the other hand, make this portion of the building more reminiscent of the later California Ranch style.

The interior of the clubhouse is finished in a more pronounced Spanish Revival style that features an ornate open ceiling with large rough finished beams and rafters. A large brick fireplace along the western wall exhibits a tongue and groove wooden mantle. It is framed by trophy cases on either side. Most of the interior walls are stucco finished except for portions of tongue and groove siding on the west wall. Pairs of wood framed multi pane glass doors on the west wall lead to an enclosed porch (Figure 11). A pair of more modern steel framed glass doors in the south wall lead into the restaurant. A stairway at the north end of the room leads to bath and locker rooms in the basement.

Several elements of the clubhouse building give the impression that it was not designed and built as a single unit. A photograph of the building in June 1938 is shown in Figure 12. Examination of this picture and the existing building show that it originally consisted of three separate components that have been combined to form the clubhouse building. These include: 1) a shed roofed structure that formed the original east wing and golf shop, 2) the stuccoed clubhouse with a gabled end roof that extended along the west side of the shed roofed building in 1938, and 3) the board and batten covered restaurant portion. The roof of this section is recessed slightly below that of the clubhouse portion and built against its southern wall. No original records could be found for the construction of the clubhouse at either the City Department of Parks and Recreation or the City Records office. Since all three elements are part of the building in 1938 and its present overall dimensions of just over 50 by 150 feet are extremely close to what they were described at when originally built (*San Diego Union* 1-7-1934 II 1:2), it appears that the present general configuration consisting of the three distinct components described above represent the original clubhouse building. The appearance that the building was constructed in three separate phases may reflect the nature of the original FERA, CWA and SERA projects that were forced to quit when funds ran out and then start when they again became available.

Notes at the Department of Parks and Recreation do indicate that the clubhouse was remodeled in 1941 by an architect named Frazer. No records of the nature of this project exist and Frazer is not listed in the local directories. The only obvious modifications to the building since 1938 are small extensions on the east side of the golf shop, the north side of the clubhouse where the ticket office is now located, and a small storage area that has been added to the south end of the restaurant (Figure 13). Based on the modern plate glass windows in these sections they probably represent a remodeling project recorded in the notes of the Department of Parks and Recreation that occurred in 1960 (Department of Parks and Recreation nd). Like the 1941 remodeling project, no further information on this work could be located.

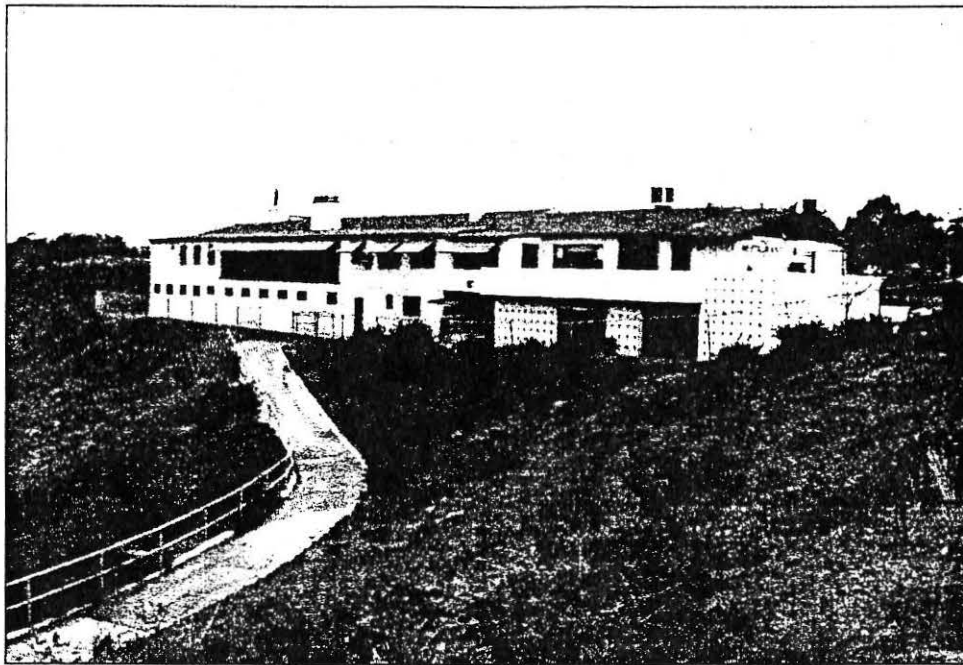


Figure 10. West Side of the Clubhouse, Looking Northeast.

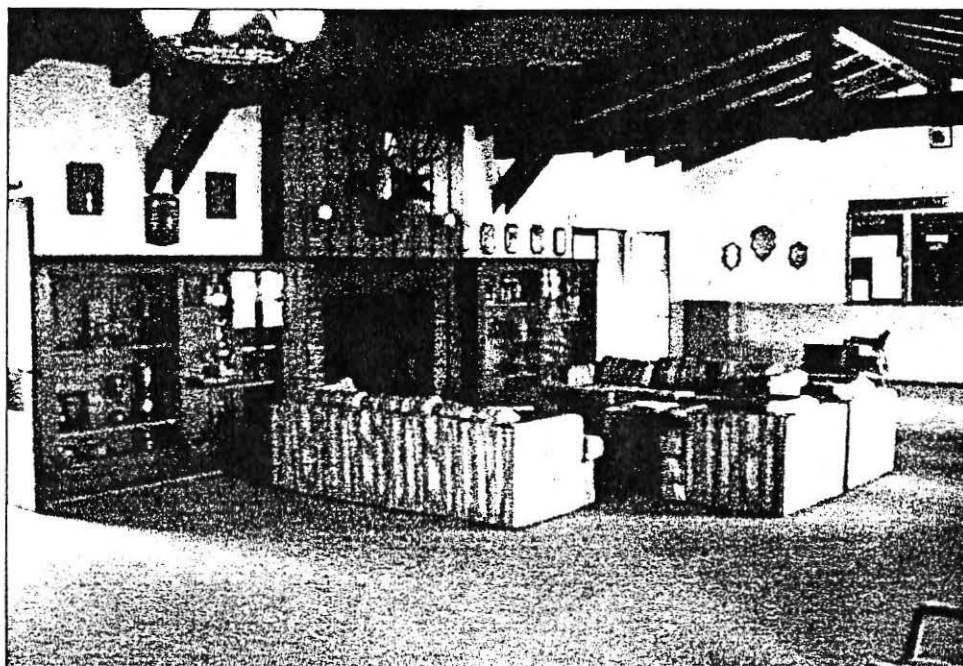


Figure 11. Clubhouse Interior, Looking at the West and North Walls.

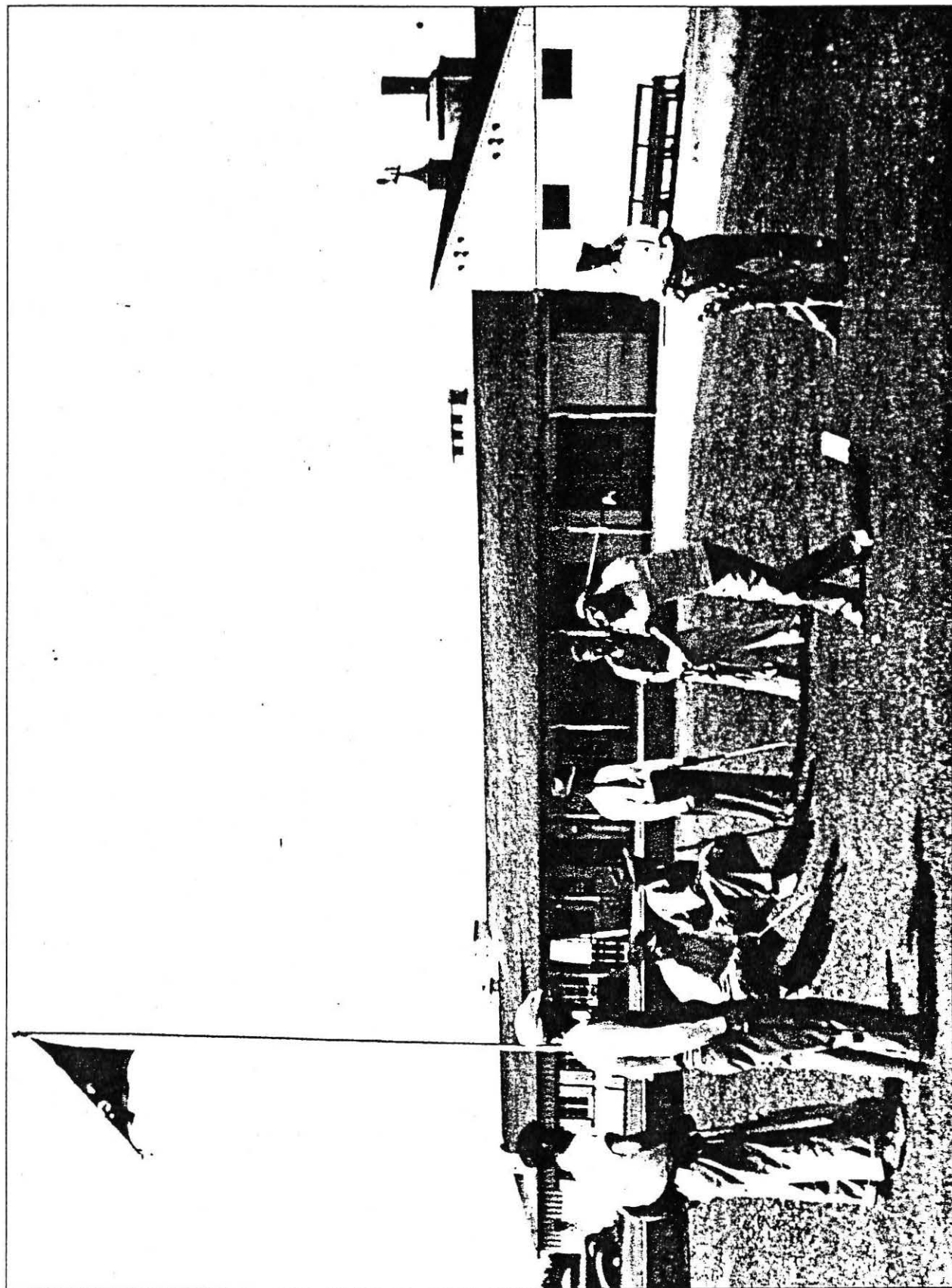


Figure 12. Municipal Golf Course Clubhouse, June 1938. Note the Shed Roof on the Right (North End). Courtesy San Diego Historical Society.

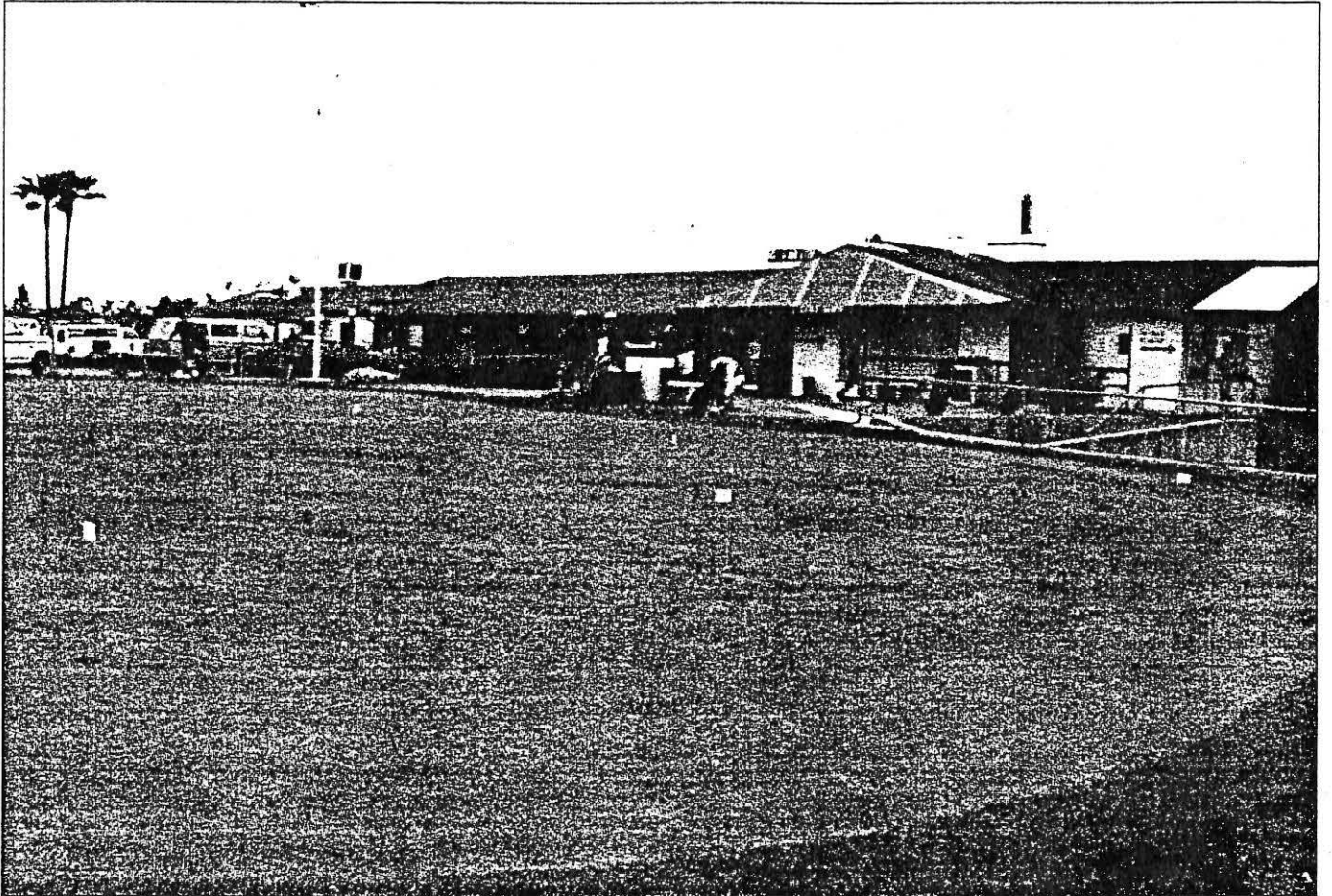


Figure 13. East Side of the Balboa Park Municipal Golf Course Clubhouse. Note the additions to the north end and east wing of the building when compared to the 1938 photograph in Figure 12.

IV. HISTORICAL SIGNIFICANCE ASSESSMENT

Historical significance of the Municipal Golf Course Clubhouse was determined by applying criterion of the National Register of Historic Places and the California Register. Both registers use the same basic criteria and a building that is potentially eligible for the National Register would also qualify for the California Register. In order to be eligible for nomination to the National Register of Historic Places, a building, structure, or site must be significant within a historic context and also meet certain criteria. According to the National Park Service "... the significance of a historic property can be judged and explained only when it is evaluated within its historic context. Historic contexts are those patterns, themes, or trends in history by which a specific occurrence, property, or site is understood and its meaning made clear" (National Park Service 1991:7). The National Park Service has defined three main categories of historic contexts: local, state and national. A local historic context "... represents an aspect of the history of a town, city, county, cultural area, or region, or any portion thereof" (National Park Service 1991:9). A state historic context represents "... an aspect of history of the state as a whole" (National Park Service 1991:9). Properties important within a national context represent "... an aspect of the history of the United States as a whole" (National Park Service 1991:10). In order to be eligible for the National Register when evaluated within its historic context a property must be demonstrated to be significant under one or more of the following criteria (National Park Service 1991:12-21):

- A: Is associated with an event, or series of events that have made a significant contribution to the broad pattern of history.
- B: Has an unequivocal association with the lives of people significant in the past.
- C: Embodies the distinctive characteristics of a type, period, or method of construction, or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components may lack individual distinction.
- D: Has yielded or may be likely to yield information important in prehistory or history.

An additional requirement for the National Register is the retention of integrity or "... the ability of a property to convey its significance." Assessment of integrity includes seven criteria which are: location, design, setting, materials, workmanship, feeling, and association (National Park Service 1991:45).

Generally the National Register Criteria excludes properties that are less than fifty years of age unless it can be demonstrated that they are of "exceptional importance" which is defined as "the extraordinary importance of an event or . . . an entire category of resources so fragile that survivors of any age are unusual" (National Park Service 1991:42).

Based on archival research and a field examination it has been determined that the Municipal Golf Course Clubhouse at Balboa Park is potentially eligible for nomination to the National Register of Historic Places at a national level of significance under Criterion A for its association with unemployment relief programs during the early Depression from 1931 to 1934 including programs of the City of San Diego, Federal Emergency Relief Administration, State Emergency Relief Administration, and the Civil Works Administration. It is also eligible at a local level under Criterion A for its association with the early history of the development of golf as a major recreational sport in the San Diego region from 1934 to the present. For these same reasons the Municipal Golf Course Clubhouse would be eligible for the California Register under Criterion 1 which is virtually identical to Criterion A of the National Register and reads ". . . is associated with events or patterns of events that have made a significant contribution to the broad pattern of local or regional history and cultural heritage of California or the United States" (City of San Diego 1997).

The historic integrity of the Municipal Golf Course Clubhouse also makes it potentially eligible for the National and California Registers. Integrity is the ability of a property to convey its historic significance. The Municipal Golf Course Clubhouse at Balboa Park was evaluated for the seven aspects of integrity identified for the National Register: location, design, setting, materials, workmanship, feeling, and association (National Park Service 1991:44).

Location

Location is defined as "the place where the historic property was constructed or the place where the event occurred" (National Park Service 1991:44). The Municipal Golf Course Clubhouse at Balboa Park retains a high degree of integrity of location. The building occupies the exact location it has since its construction.

Design

Design is defined as the "combination of elements that create the form, plan, space, structure, and style of a property." It results from conscious decisions made during the original conception

and planning of the property (National Park Service 1991:44-45). The clubhouse has had only minor alterations consisting of small additions on the north and south ends. Overall the building retains its original plan, space, structure, and style.

Setting

Setting is defined as the "physical environment of a historic property" (National Park Service 1991:44-45). The clubhouse has always been surrounded by the 18 hole and 9 hole municipal golf courses. Therefore, it retains an excellent degree of integrity of setting.

Materials

Materials are defined as the "physical elements that were combined during a particular period of time in a particular pattern of construction to form a historic property" (National Park Service 1991:44-45). The Municipal Golf Course Clubhouse at Balboa Park retains original materials which include asphalt shingle roofing, board and bat and stucco siding and concrete porches and foundations. The major alterations that the structure has undergone have been the small additions to the north and south ends and east wing, which have been constructed with the same types of materials. The original configuration of the building is intact and its original function can be identified.

Workmanship

Workmanship is defined as "physical evidence of crafts of a particular culture or people" (National Park Service 1991:44-45). The Municipal Golf Course Clubhouse at Balboa Park retains integrity of workmanship through the existence of original materials discussed above.

Feeling and Association

Feeling is defined as "a property's expression of the aesthetic or historic sense of a particular period or time." It results from the presence of historic features that together convey the property's historic character. Association is the "direct link between an important historic event and a historic property" (National Park Service 1991:44-45). Integrity of location, setting, design, and materials discussed above combine to give a strong sense of feeling and association to the Municipal Golf Course Clubhouse at Balboa Park. The building exists on its original location in a generally unaltered setting. Within this context design, materials, and workmanship combine to convey the historic character of the building's construction that resulted from unemployment relief

programs of the early 1930s and the increasing popularity of golf during the 1930s and following World War II.

Integrity Summary

The Municipal Golf Course Clubhouse at Balboa Park retains integrity of location, design, setting, materials, workmanship, feeling and association in spite of alterations that have occurred at the facility during over 60 years of continuous operation since 1934. The integrity of location is unaltered since the period of significance. Integrity of setting is generally intact. The integrity of design, materials and workmanship have been only slightly impacted by later modifications. The elements combine to form a high degree of integrity of feeling and association with the unemployment relief programs of the early 1930s and the early development of golf as a major recreational activity in Southern California.

Significance Summary Statement

In summary the Municipal Golf Course Clubhouse at Balboa Park is significant under Criterion A for the National Register Of Historic Places and Criterion 1 of the California Register, for its association with early unemployment relief programs of the Great Depression and the early development of golf as a popular recreational sport in the San Diego Region. In spite of over 60 years of continuous operation since 1934 the building still retains a high degree of integrity of location, design, setting, materials, and workmanship, which combine to give a strong sense of feeling, and association with the building's function during the period of significance.

V. RECOMMENDATIONS

Because the Balboa Park Municipal Golf Course Clubhouse qualifies as potentially eligible for the National Register of Historic Places and the California Register it meets the guidelines of the City of San Diego as a significant resource under the California Environmental Quality ACT (CEQA). According to the city's Historical Resources Guidelines (1997) impacts detrimental to the historic integrity of the building should be avoided or mitigated (City of San Diego 1997:16). The city guidelines recommend that impacts be avoided through project redesign if possible. If harm to the resource cannot be avoided "all prudent and feasible measures to minimize harm to the resource shall be taken." These measures can include but not been limited to:

1. preparing a historic resource management plan;
2. adding new construction which is compatible in size and scale, materials, color, and workmanship to the historic resource;
3. repairing damage according to the Secretary of the Interior's Standards for Rehabilitation;

4. screening incompatible new construction from view through the use of berms, walls, and landscaping in keeping with the historic period of the resource;
5. shielding historic properties from noise generators through the use of sound walls, double glazing and air conditioning; and
6. removing industrial pollution at the source of production.

If there is no other way to save a historic building then relocation performed in accordance with National Park Service standards must be considered. If neither project redesign or relocation are feasible destruction of the resource can be mitigated by Historic American Building Survey (HABS) or Historic American Engineering Survey standards recordation prior to demolition (City of San Diego 1997:16).

In the case of the Balboa Park Municipal Golf Course Clubhouse, avoidance of impacts through project redesign or remodeling the existing building is the preferred option. If project redesign or moving the building are not possible then other mitigation measures will need to be developed. At a basic level the mitigation would involve recordation of the building according HABS standards. In addition the new structure should reflect as much as possible the ambiance of the old building through the use of similar architectural elements including:

stucco and board and bat exterior coverings

a covered porch with rustic finished post, beams, and rafters along the east side

a rustic finished interior with open ceilings

large picture windows along the west side preserving the existing view of the 18 hole golf course, down town San Diego, and Point Loma as seen from the clubhouse and restaurant dining room.

In addition, the new building should have a portion of the building dedicated to interpreting the history of the golf course through appropriate signage, photographs, and artifacts.

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