



City of Phoenix
PLANNING & DEVELOPMENT DEPARTMENT
HISTORIC PRESERVATION OFFICE

Staff Report: Z-20-18-4
May 25, 2018

INTRODUCTION

Z-20-18-4 is a request to expand the existing Ashland Place Historic District by establishing Historic Preservation (HP) overlay zoning on a 1.76-acre site located immediately north of the existing district. The expansion area includes eight lots on the south side of Woodward Drive between Central and Virginia Avenues [27 to 45 East Woodward Drive and 49 East Virginia Avenue]. The current and proposed boundaries of the district are shown on the attached map. Photos of the affected properties are also attached.

STAFF RECOMMENDATION

Staff recommends that rezoning request Z-20-18-4 be approved.

BACKGROUND

The subject area was surveyed in 1989 as part of the *Willo-Alvarado Multiple Property Area Historic Resources Survey*, although it was not recommended at that time for inclusion in a historic district. The consultants who conducted the survey, Janus Associates Incorporated, recommended that the “Ashland Place/Monterey Historic District” include Hoover and Vernon Avenues and the east half of Ashland Avenue between Central Avenue and 3rd Street. However, HP staff felt that the district could be further expanded to include both Woodward Drive and the west half of Ashland Avenue, so staff sent letters to property owners on those streets to determine if there was support for designation. The majority of owners expressed opposition to historic designation, so the area was dropped from consideration. When the Ashland Place Historic District was listed in the Phoenix Historic Property Register in 1992, it included only Hoover and Vernon Avenues, excluding Ashland Avenue and Woodward Drive.

Between 1992 and 2001, the HP Office received several requests from property owners along Ashland Avenue and Woodward Drive to reconsider the area for HP overlay zoning. By 2001, it was apparent that most of the owners supported historic designation. HP staff met with residents in August 2001 and April 2002 to discuss the designation process. The Historic Preservation Commission initiated HP overlay zoning for Ashland Avenue and Woodward Drive on June 17, 2002.

Midway through the rezoning process, a few of the owners on Woodward Drive changed their minds and decided to oppose historic designation. Likewise, the owner of the properties at 11 and 19 East Ashland Avenue also expressed opposition. Subsequently, these areas were removed from the proposed expansion area. The boundary expansion was approved by the City Council on January 8, 2003.

In September 2017, the HP Office was contacted by James Judge, who requested that the City once again consider historic designation for Woodward Drive. Between September 2017 and February 2018, Mr. Judge contacted the eight property owners on Woodward Drive. All eight owners signed Proposition 207 waivers, which were submitted to the City in February 2018, along with ownership authorization forms, allowing the HP Commission to apply for HP zoning on their behalf. On March 19, 2018, the HP Commission initiated HP zoning for the subject area.

ELIGIBILITY CRITERIA

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

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

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

DISTRICT BOUNDARIES AND INTEGRITY

The boundaries of the proposed expansion area are shown on the attached map. These boundaries encompass the eight residential properties along Woodward Drive. Of the eight new properties that would be added to the Ashland Place Historic District, all eight are contributors. These properties have excellent historic integrity, with few alterations. The period of significance for the historic district, which is currently 1920-

1940, would be extended to an end date of 1950 to reflect the final buildout date of the district.

SIGNIFICANCE

The expanded Ashland Place Historic District is significant on the local level under Criteria A and C (as set forth in Section 807.D of the City of Phoenix Zoning Ordinance) in the areas of Community Planning & Development and Architecture. The historic district, including the proposed expansion area, is an excellent representation of the historic and architectural influences that shaped the development of the community and neighborhoods of Phoenix during the 1920s, 1930s and 1940s. The district depicts the residential subdivision practices, popular architectural styles and building technologies that characterized development in Phoenix and throughout the West during this period. The collective integrity of the buildings and their setting gives Ashland Place a distinctive character and identity with a notable feeling of time and place.

HISTORY

Ashland Place was one of the most successful of the subdivisions that expanded the city's boundaries during the 1920s. While most of the other historic residential areas were built by multiple developers, contractors or private investors, Ashland Place was largely the product of Home Builders, Inc., one of the biggest and most prolific residential development companies in Phoenix in the early 20th century. Home Builders, Inc. was organized in February 1910 under the management of R.H. Greene and in association with the real estate firm of Greene and Griffin. The company was responsible for the construction and marketing of over 800 homes in Central and North Central Phoenix before its liquidation in 1939. A key to their success was the use of an affordable, time payment plan for the purchase of residential lots and the construction of homes. This was an innovative concept for the time. It brought national exposure to Home Builders, Inc. when a cover story of the *National Real Estate Journal* was published in 1924 about the company's development, construction and financing methods.

The Ashland Place subdivision was platted in 1920, consisting of 76 lots along Hoover and Vernon Avenues between Central Avenue and 3rd Street. It was annexed by the city that same year. By 1926, 47 homes had been built on a speculative basis. Like the other subdivisions undertaken by Home Builders, Inc. at that time, the initial construction consisted of Craftsman-influenced bungalows. In 1924, the company retained C. Lewis Kelley, an architect from Hollywood, California, and their construction began to diversify into other architectural styles. Fourteen homes were added to the subdivision over the next two years, primarily picturesque Tudor Revival and Spanish Eclectic cottages, styles popularized by Kelley. The tract was heavily promoted by Home Builders, Inc. as part of their "specialty of building for folks of moderate means." The early residents of Ashland Place reflect this emphasis with occupations generally of

the middle class: salesman, bank teller, pharmacist, teacher, bookkeeper, tailor and engineer. The promotion of the subdivision was very successful. By 1931, only four vacant lots remained.

The success of the Ashland Place subdivision apparently prompted land owners to the north to subdivide their property for residential development. In 1924, A.F. & Ella Jones and Angus & Ella Douglas platted the North Ashland subdivision. The new subdivision consisted of 11 lots along the north side of a new street, Ashland Avenue, extending west from Central Avenue. The south side of the street was not subdivided.

An article from the *Arizona Republican* dated March 13, 1927, titled "Trio of North Ashland Homes are Completed" shows a photo of three homes in the North Ashland subdivision. The article states that they are "the first three of a group of nine homes to be built on Ashland Avenue," in the North Ashland subdivision, which was a "continuation of Ashland Place." The homes, which were built by the A.F. Wasielewski Construction Company, were similar in style, size and price to those offered in the Ashland Place subdivision.

Development to the north of Ashland Place continued when the Woodward Place subdivision was platted in 1929. Platted by the Phoenix Title & Trust Company, the subdivision consisted of 21 lots along Woodward Drive, which curved north from Central Avenue to Virginia Avenue. The earliest building to be constructed in Woodward Place was the Clarence Saunders Grocery Store #9, which opened at the southeast corner of Central Avenue and Woodward Drive in 1929. That same year, both the North Ashland and Woodward Place subdivisions were annexed by the city.

As the Great Depression took hold in the early 1930s, building activity ceased. By the late 1930s, recovery was underway and over 50 new subdivisions had been platted. The Ashland Park subdivision was platted in 1936 by Ella Jones, Erwin & Christa Atkerson, and the North Central Investment Company. Ashland Park consisted of 10 lots, five of which were created from the earlier North Ashland subdivision. The other five lots were located on the south side of Ashland Avenue, which had not been subdivided previously. The majority of homes on the west half of Ashland Avenue appear to have been built during the late 1930s as part of the Ashland Park subdivision.

By 1937, all of Ashland Avenue had been annexed by the city. That same year, the Monterey subdivision was platted, connecting Ashland Avenue to 3rd Street. The subdivision, which was platted by Erwin & Christa Atkerson and Blaine & Edith Alexander, had a unique layout with a one-way oblong loop road around a large island which became the focal point of Ashland Avenue. Development of the subdivision began in the fall of 1937. The unique aspect of the tract's development was that it was entirely owned and built up by the Church of Jesus Christ of Latter-Day Saints (LDS). The LDS Third Ward Chapel, built in 1938-1939, became the centerpiece of the 11-lot subdivision. The building, which was designed by Alexander & Burton, is exemplary of

the Period Revival architecture of the late 1930s, combining elements of American Colonial architecture with Italian Renaissance to provide eclectic imagery. The remaining 10 lots facing Ashland Avenue were intended for the residences of church officers and members and were also designed by Alexander & Burton. The first house completed was that of Bishop David Stohl, located at 78 East Ashland Avenue. The remaining residences were built between 1938 and 1940.

The remaining homes in the Woodward Place subdivision were built between 1936 and 1950. Ervin Atkerson, who was involved with the development of the Ashland Park and Monterey subdivisions, also owned property in Woodward Place. Newspaper advertisements from 1929 show that Atkerson was marketing the property as a "bungalow camp site" with "room for from 8 to 12 bungalows." Although no homes were built at that time, Atkerson eventually built at least one home in Woodward Place, at 31 East Woodward Drive in 1936. Another home was built by the North Central Investment Company at 45 East Woodward Drive in 1937, followed by a third home by Wayne L. Gray at 37 East Woodward Drive in 1939, and a fourth by Paul M. Burroway at 39 East Woodward Drive in 1941. The four remaining buildings were built between 1946 and 1950; three are duplexes and one is a triplex, reflecting the dire need for additional housing in Phoenix following World War II.

Architecturally, the eight buildings in the expansion area represent the Art Moderne and Transitional/Early Ranch styles. Their styles, materials and workmanship are similar to those found in the Ashland Park and Monterey subdivisions to the south.

BOUNDARY JUSTIFICATION

Section 807.E states that, when applying the evaluation criteria in Section 807.D, the boundaries of a historic district should be drawn as carefully as possible to ensure that:

1. The district contains documented historic, architectural, archaeological or natural resources;
2. The district boundaries coincide with documented historic boundaries such as early roadways, canals, subdivision plats or property lines;
3. Other district boundaries coincide with logical physical or manmade features and reflect recognized neighborhood or area boundaries; and
4. Other non-historic resources or vacant land is included where necessary to create appropriate boundaries to assist in meeting the criteria in Section 807.D.

The proposed HP zoning boundary contains the eight remaining residential properties in the Woodward Place subdivision, as well as the adjacent right of way, which is customary for all zoning cases. The gross acreage to be rezoned is 1.76 acres. Although the adjacent vacant lots and former grocery store could be included in the expansion, they are not proposed at this time due to lack of owner support. The proposed boundary is recommended by staff and the affected property owners.

CONCLUSION

The rezoning request Z-20-18-4 to establish Historic Preservation (HP) overlay zoning for the subject property should be approved for the following reasons:

1. The property meets the significance, age, and integrity requirements for HP overlay zoning set forth in Section 807.D of the Zoning Ordinance; and
2. The proposed boundaries meet the eligibility criteria outlined in Section 807.E.

Writer

K. Weight

5/25/18

Team Leader

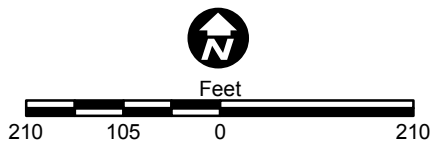
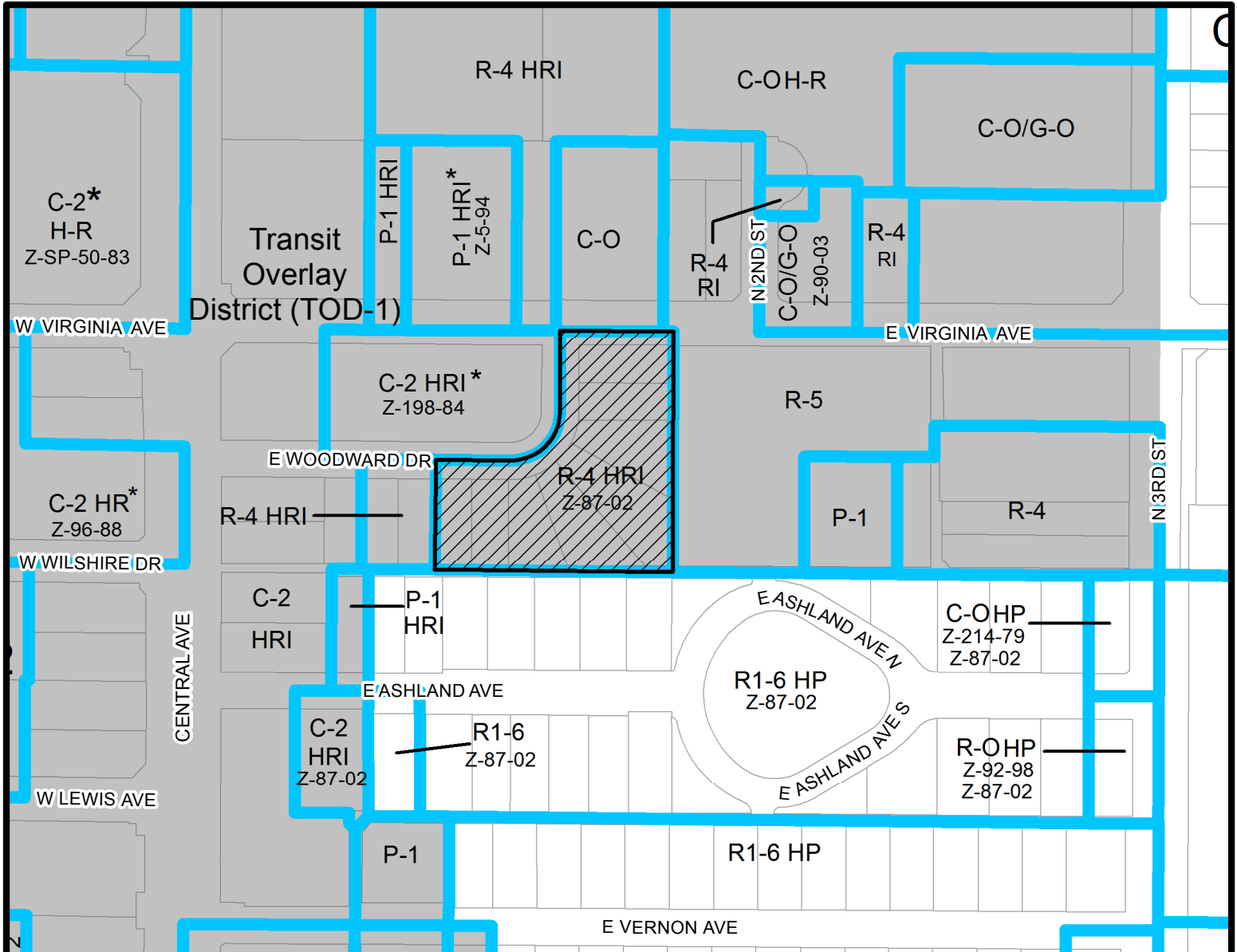
M. Dodds

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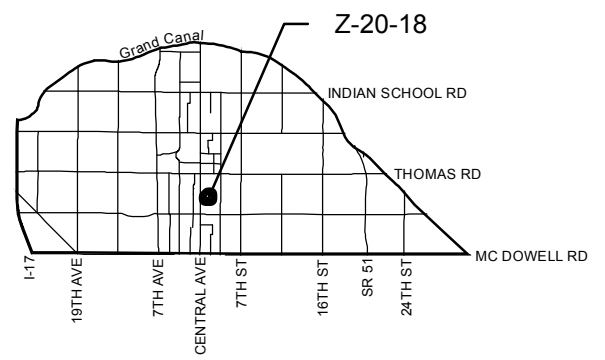
Sketch Map (1 page)

Aerials (2 pages)

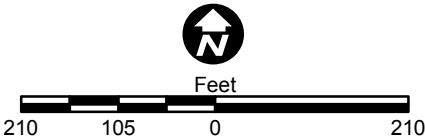
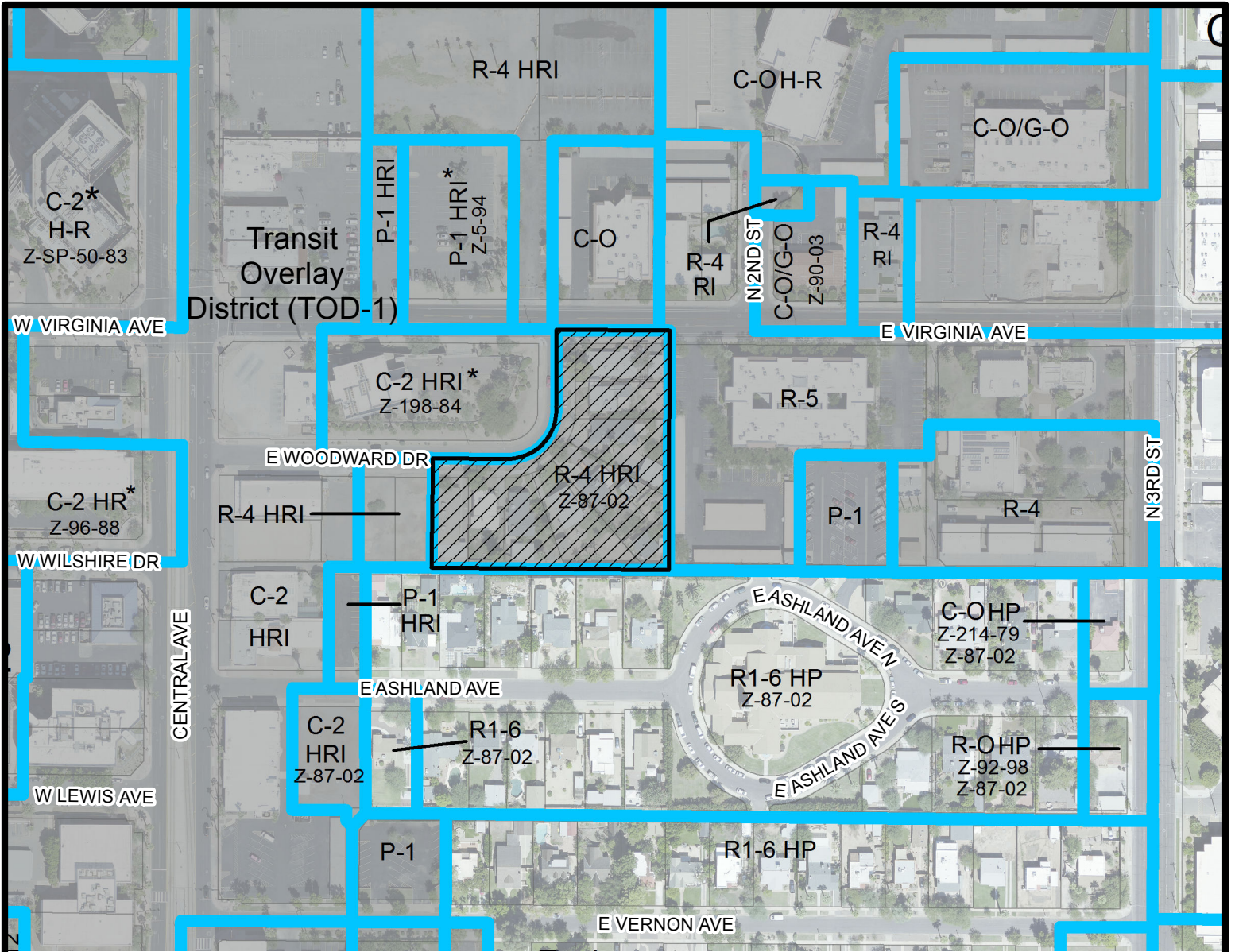
Photos (2 pages)



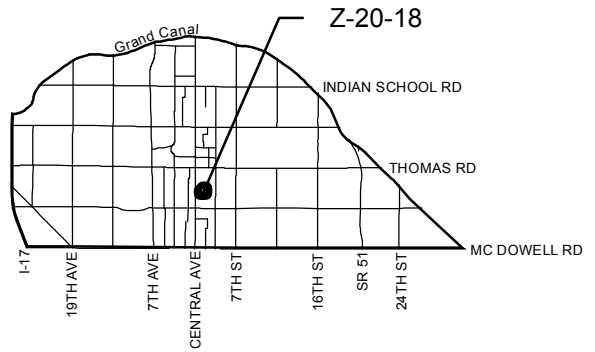
ENCANTO VILLAGE
CITY COUNCIL DISTRICT: 4



APPLICANT'S NAME: COP Historic Preservation Commission		REQUESTED CHANGE:	
APPLICATION NO. Z-20-18		FROM: R-4 HRI TOD-1 (1.76 a.c.)	
<small>GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX.</small> 1.76 Acres		TO: R-4 HRI HP TOD-1 (1.76 a.c.)	
MULTIPLES PERMITTED		* UNITS P.R.D. OPTION	
R-4 HRI TOD-1		N/A	
R-4 HRI HP TOD-1		N/A	
* Maximum Units Allowed with P.R.D. Bonus		CONVENTIONAL OPTION	
		383	
		383	

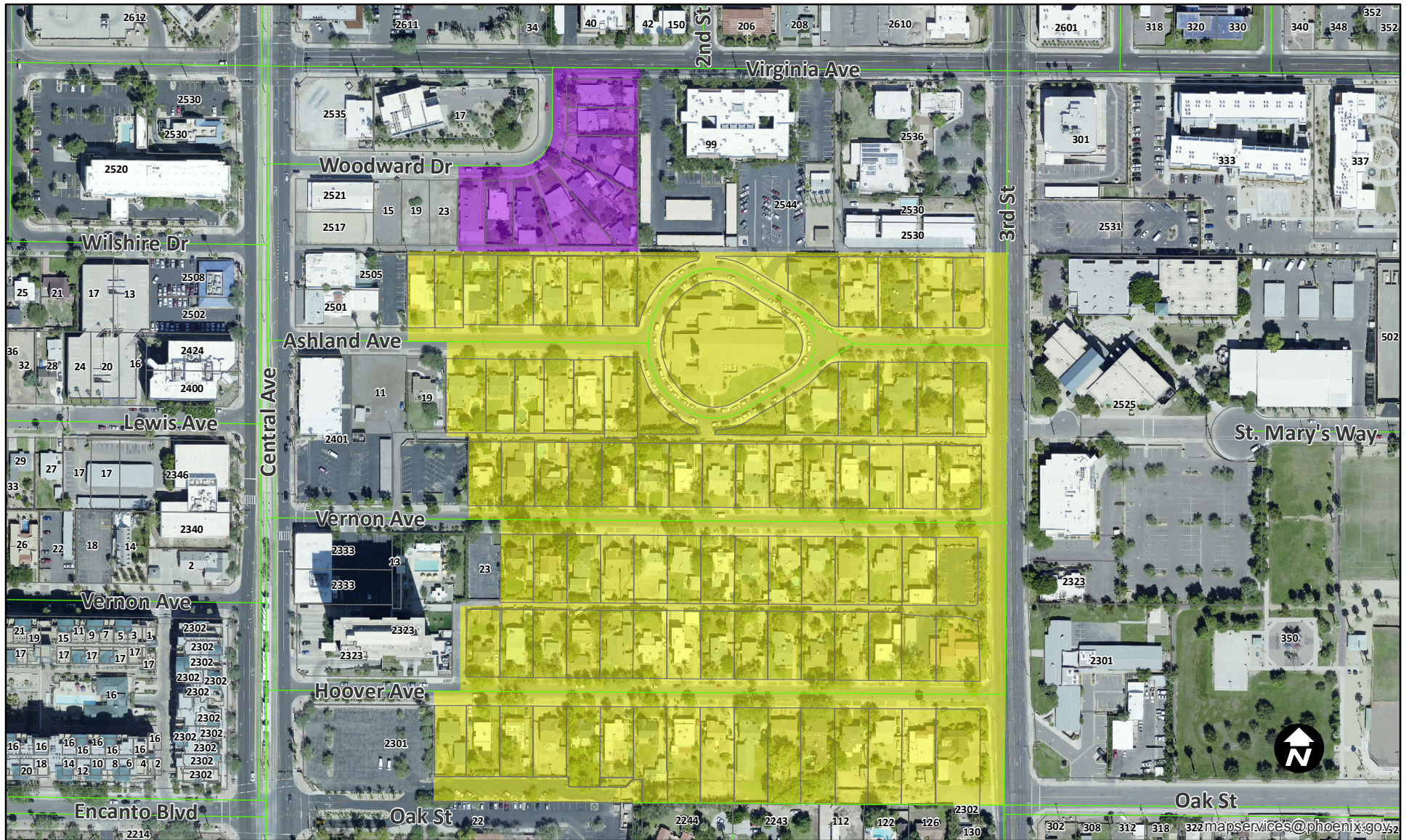


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* Maximum Units Allowed with P.R.D. Bonus



Ashland Place Expansion Woodward Drive

Proposed Historic Preservation (HP) Zoning Overlay shown in purple
Existing Historic Preservation (HP) Zoning Overlay shown in yellow





41 E. Woodward Dr.



49 E. Virginia Ave.



39 E. Woodward Dr.



45 E. Woodward Dr.