

# Staff Summary Report

Historic Preservation Commission Date: 04/14/2011

Agenda Item Number: 3

**SUBJECT:** Hold a public hearing for a Historic Overlay for Lucier / O'Neill Residence

**DOCUMENT NAME:** LOR-SSR.doc

**PLANNED DEVELOPMENT (0406)**

**COMMENTS:** Request for **LUCIER / O'NEILL RESIDENCE (PL110040)** (Jenny Lucier & Dan O'Neill property owners; Tempe Historic Preservation Office, applicant) consisting of Historic designation and listing in the Tempe Historic Property Register for the Lucier / O'Neill Residence, consisting of one (1) lot on approximately 0.22 acres, located at 1114 South Maple Avenue, in the R-2, Multi-Family Residential District. The request includes the following:

**HPO (Ordinance No. 2011.XX)** – Historic Designation consisting of one (1) lot.

**PREPARED BY:** HPO Staff 480-350-8870

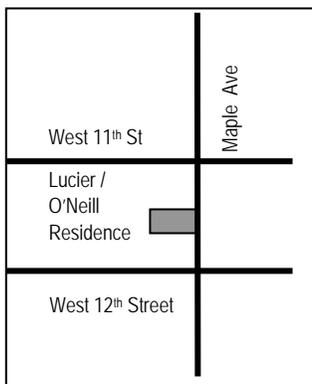
**REVIEWED BY:** Mark Vinson, City Architect (480-350-8367)

**LEGAL REVIEW BY:** N/A

**FISCAL NOTE:** N/A

**RECOMMENDATION:** Staff – Approval  
Historic Preservation Commission – (04/14/2011)

**ADDITIONAL INFO:** Net site area 0.22 acres  
Total Lots 1



A neighborhood meeting was held on March 10, 2011 for this application.

- PAGES:**
1. List of Attachments
  - 2-3. Comments
  3. Reason for Approval / Conditions of Approval
  4. History & Facts / Zoning & Development Code Reference

- ATTACHMENTS:**
1. Ordinance No. 2011.XX
  2. Location Map
  3. Aerial
  - 4-5. Photos

**COMMENTS:**

The Lucier / O'Neill Residence, located at 1114 South Maple Avenue in the 1924 Park Tract Subdivision, has been nominated for historic designation and listing in the Tempe Historic Property Register at the request of the property owners, Jenny Lucier and Dan O'Neill. Built in 1933, this house is in the upper ninety-ninth percentile ( $n = 153/53,665 = 99.7$ ) of all Tempe properties in terms of age. The property is further significant for its association with the historic, but not designated, 1924 Park Tract subdivision. The property is also significant as an excellent surviving example of the Classical Bungalow style masonry house as it both embodies the distinctive characteristics of the type and survives with a high degree of architectural integrity. HPO research developing the significance of the property in the context of our community history is available online at: [www.tempe.gov/historicpres/LOR.html](http://www.tempe.gov/historicpres/LOR.html)

The 1933 Lucier / O'Neill Residence is located on Lot 11 of Block 5 of the historic 1924 Park Tract subdivision, which is on the west side of South Maple Avenue midway between 11th and 12th Streets. Located just west of the main campus of Arizona State University, Park Tract subdivision forms the middle portion of Tempe's historic Maple-Ash Neighborhood. Platted in 1924, and bounded by 10th Street, Mill Avenue, 13th Street, and the Union-Pacific Railroad tracks, Park Tract contains homes built primarily during the first half of the twentieth century. The subdivision qualified as an historic district in 2006, although the nomination was withdrawn before the designation was enacted.

Park Tract subdivision is identified as a Cultural Resource Area in Tempe General Plan 2030. Cultural Resource Areas are considered significant to the character of Tempe, and the plan states that it is desirable to maintain the character of these areas. GP2030 further states that the underlying zoning in place at the time plan was adopted should remain as the highest appropriate density for Cultural Resource Areas. Accordingly, Cultural Resource Areas are indicated on the GP2030 Projected Land Use Map with the density of the zoning in place at the time the plan was adopted at ballot on December 4, 2003. The subdivision of Park Tract predated adoption of a zoning ordinance by the Tempe Town Council and the subject property is currently zoned R-2: Multi-Family Residential.

**PUBLIC INPUT:**

On March 10, 2011, Tempe Historic Preservation Commission held a neighborhood meeting to notify property owners, residents, and neighborhood/homeowner association representatives of the process and request for historic designation. At that meeting neighbors indicated unanimous support of the nomination and Tempe Historic Preservation Commission reached consensus to hold a public hearing, take input from the owners, stakeholders, and interested persons and to make a recommendation regarding the proposed designation.

**PROJECT ANALYSIS:**

The Lucier / O'Neill Residence located at 1114 South Maple Avenue in the Park Tract subdivision is nominated for designation and listing in the Tempe Historic Property Register at the request of the property owners, Jenny Lucier and Dan O'Neill. The property is historically significant and is considered to be potentially eligible for this action by the Historic Preservation Office. Statistically, the property is in the top 99.7% of all Tempe properties in terms of age and therefore survives as a rare example of pre-World War II residential construction in Tempe. The Lucier / O'Neill Residence is significant for its association with the 1924 Park Tract subdivision, one of Tempe's oldest intact subdivisions and as an excellent example of the Classical Bungalow style masonry house. Park Tract was an earlier "suburban" subdivision that was platted in August of 1924 by local entrepreneurs Hugh Edward Laird (1882-1970), E. W. Hudson (1881-1972), and Fred J. Joyce (1881-1967), who filed organization papers on March 24, 1920 with the County Recorder for the Park Tract Trust, a business organized for the acquisition, subdivision, and development of real property. From the onset, the vision of Park Tract was to provide comfortable and modern family houses to meet demand for a growing population. Tempe had been experiencing a housing shortage for many years, and Park Tract was designed to provide comfortable and modern family type housing. Development of the subdivision began on 100 lots in the area roughly bounded by 10th Street, Mill Avenue, 13th Street, and the Union Pacific Railroad tracks.

The Lucier / O'Neill Residence is significant as an excellent surviving example of the Classical Bungalow style masonry house as it both embodies the distinctive characteristics of the type and survives with a high degree of architectural integrity. The single-story clay brick masonry house is one of many Bungalows sprinkled throughout the neighborhood, but is one of few exposed brick houses. The house has been meticulously maintained. The historic front façade has been carefully preserved and remains intact. In addition, the historic flood irrigated landscape is thoughtfully tended and the property makes a positive contribution to the historic streetscape of the Park Tract subdivision.

**AGE:**

The Lucier / O'Neill Residence is one of only two Tempe properties believed by Tempe HPO to survive from 1933. Based on data from the Maricopa County Assessor's Office and Tempe HPO files, 153 standing Tempe properties are thought to predate this historic house having year-built dates earlier than 1933. The house is in the ninety-ninth percentile ( $n = 153/53,665 = 99.7$ ) of all Tempe properties in terms of age.

**CONDITION:**

Changes made to the property that are visible on the exterior have been sensitively designed and skillfully executed in order to achieve a comfortable balance of differentiation from, and compatibility with, the historic form and fabric of the historic Classical Bungalow style house. The 1946 addition on the north was sensitively constructed and is a character defining feature of the property. Characteristic of the Classical Bungalow style, this house emphasizes economy and efficiency. Like the earlier American Foursquare house form, the Classical Bungalow style of the 1930s was a reaction to the ornate and mass produced elements of the Victorian and other Revival styles popular throughout the last half of the 19th century

**INTEGRITY:**

Integrity is the ability of a property to convey its significance. To be listed in the Tempe Historic Property Register, a property must be significant under ordinance criteria and it must also possess sufficient integrity to communicate its significance to persons familiar with the property and to the community at large. The integrity of a property is evaluated according to aspects which must be present in different combinations depending on the basis for historic significance. The subject property has significance under several criteria. Methods prescribed to apply National Register criteria for evaluation allow that the older or more rare a property has become, the less integrity must be present for it to remain eligible for listing in the National Register of Historic Places. As noted, this property is in the upper 99<sup>th</sup> percentile of all Tempe properties in terms of age and therefore survives as a rare example of early residential construction in Tempe.

The Lucier / O'Neill Residence is considered eligible for historic designation and listing in the Tempe Historic Property Register under National Park Service Criteria A and C, at the local level of significance based on the continued integrity of Location, Design, Materials, Workmanship, Feeling, and Association.

**Location** – This property exists in its originally developed location. Park Tract subdivision encompasses a collection of historic resources directly associated with the early growth and development of Tempe and the Salt River Valley. The evolution of Tempe over the past 140 years holds national, state, and local significance for its important role in the development of the Salt River Valley as a center of commerce and education, as a critical link in the transportation networks during the settlement of the Territory, and for its associations with important political figures. Tempe's unique heritage is exemplified in its significant residential architecture and infrastructure. These exist today in Park Tract subdivision as manifestations of those Arizona pioneers who transformed the desert environment of the Salt River Valley into a community of enduring consequence and unequalled character unique in Arizona. Sited on the west side of Maple Avenue mid-block between 11th and 12th Streets, the Lucier / O'Neill Residence is located at the heart of Park Tract on land that was originally included within the boundaries of the 1894 Tempe Townsite. Although not subdivided until thirty years later, Park Tract was never annexed into the corporate limits of Tempe – rather uniquely, it was an integral part of the community from the onset. Today, the historic Park Tract subdivision is a busy and vibrant residential neighborhood. The clear and present landmark character of the Maple Ash Neighborhood retains popular historic identity recognized throughout the community and beyond.

**Design** – Design is the composition of elements that constitute the form, plan, space, structure, and style of a property. Because properties change through time, changes may acquire significance in their own right and changes do not necessarily constitute a loss of design integrity. Although additions were made to the Lucier / O'Neill Residence as early as 1946, the house continues to maintain original spatial relationships between major features; visual rhythms; layout and materials; and the relationship of other features as they were originally constructed and developed. Design aspects typify the Classic Bungalow style and continue to maintain this aspect of integrity.

**Materials** – To qualify for historic designation under Criteria A and C, a property must retain key exterior materials dating from the period of its historic significance. Integrity of materials determines whether or not an authentic historic resource still exists. Materials are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property. A property must retain key exterior materials dating from the period of its historic significance. Integrity of materials determines whether or not an authentic historic resource still exists. The Lucier / O'Neill Residence retains key physical elements as they were originally configured to reveal the preferences, to indicate the availability of particular types of materials, and to exemplify technologies characteristic of the Classical Bungalow style house form. An interesting comparison can be seen in the juxtaposition of materials in the original 1933 building and the 1946 addition at the north. The original building used the conventional Standard Brick, while the addition, although not even 15 years newer, used the contemporary Modular Brick masonry that was fired at a higher temperature as evidenced by hard and impervious surfaces. A similar evolution in materials can be discerned in the wood windows. Although both use pairs of wood casements; the proportions of the 1933 sash are drawn directly from the stylistic antecedent of the Classical Bungalow style whereas later fenestration, while compatible with the original, shows influence of more contemporary geometry.

**Workmanship** – Workmanship is the physical evidence of the crafts of a particular culture or people during any given period of history. Workmanship is important because it can furnish evidence of the technology of the craft, illustrate the aesthetic principles of an historic period, and reveal individual, local, regional, or national applications of both technological practices and aesthetic principles. To qualify for historic designation under Criterion C, a property must retain evidence of its original workmanship. The Lucier / O'Neill Residence conveys physical evidence of the crafts attendant upon Classical Bungalow style masonry residential construction in Tempe during the 1920s.

**Feeling** – Feeling is a property's expression of the aesthetic or historic sense of a particular period of time. It results from the presence of physical features that, taken together, convey the property's historic character. To qualify for historic designation under Criteria A and C, a property must express the aesthetic sense of its period of significance. The physical features of the Lucier / O'Neill Residence, taken together, are sufficiently intact to convey their significance to someone familiar with the original property as well as to persons throughout the community to whom the property distinguishes itself as historic. Retention and good maintenance of original design, materials, workmanship, and setting as described above is sufficient to create a discernable sense of place at the historic property.

**Association** – Association is the direct link between an important historic event or person and an historic property. A property retains association if it is the place where the event or activity occurred and it is sufficiently intact to convey that relationship to an observer. Like feeling, association requires the presence of physical features that convey a property's historic character. To qualify for historic designation under Criterion A, a property must maintain direct links between important events in community history. Today, the Lucier / O'Neill Residence provides an excellent example of that early wave of residential development that radiated in bands within the core of the original townsite and is emblematic of the consecutive waves of suburbanization pushing outward from the original settlement along the Salt River.

**CONCLUSION:**

The Lucier / O'Neill Residence, located at 1114 South Maple Avenue in the 1924 Park Tract Subdivision, has been determined eligible for historic designation and listing in the Tempe Historic Property Register by the Tempe Historic Preservation Office. Built in 1933, this house is in the ninety-ninth percentile ( $n = 153/53,665 = 99.7$ ) of all Tempe properties in terms of age. The property is also significant for its association with the historic, but not designated, 1924 Park Tract subdivision. The property is additionally significant as an excellent surviving example of the Classical Bungalow style masonry house as it both embodies the distinctive characteristics of the type and survives with a high degree of architectural integrity.

The basis for historic designation and listing in the Tempe Historic Property Register is provided by Tempe City Code Sec. 14A-4. Designation of landmarks, historic properties and historic districts –

- (a) The following criteria are established for designation of an individual property, building, structure or archeological site:
  - (1) It meets the criteria for listing on the Arizona or national register of historic places;
  - (2) It is found to be of exceptional significance and expresses a distinctive character, resulting from:
    - a. A significant portion of it is at least fifty (50) years old; is reflective of the city's cultural, social, political or economic past; and is associated with a person or event significant in local, state or national history; or
    - b. It represents an established and familiar visual feature of an area of the city, due to a prominent location or singular physical feature; or
  - (3) If it has achieved significance within the past fifty (50) years, it shall be considered eligible for designation as a landmark if it is an integral and critical part of an historic district or demonstrates exceptional individual importance by otherwise meeting or exceeding the criteria specified in paragraphs (1) or (2) of this subsection above. At such time as a landmark becomes fifty (50) years old, it will automatically be reclassified as an historic property.

**REASONS FOR APPROVAL:**

- 1. The Lucier / O'Neill Residence is significant as a rare surviving example of a once common type, the pre 1941 property falls in the upper ninety-ninth percentile ( $n = 153/53,665 = 99.7$ ) of Tempe properties in terms of age.
- 2. The Lucier / O'Neill Residence is significant for its association with the 1924 Park Tract subdivision, one of Tempe's oldest intact subdivisions.
- 3. The Lucier / O'Neill Residence is significant as an excellent surviving example of the Classical Bungalow style masonry house as it both embodies the distinctive characteristics of the type and survives with a high degree of architectural integrity.

**CONDITIONS OF APPROVAL:**

None

**SUGGESTED MOTION:**

*"MOVE THAT THE TEMPE HISTORIC PRESERVATION COMMISSION RECOMMEND TO THE DEVELOPMENT REVIEW COMMISSION THAT LUCIER / O'NEILL RESIDENCE BE DESIGNATED HISTORIC AND LISTED IN THE TEMPE HISTORIC PROPERTY REGISTER"*

## HISTORY & FACTS:

- 03/24/1920 Hugh E. Laird (1882-1970), E. W. Hudson (1881-1972), and Fred J. Joyce (1881-1967) file organization papers with the County Recorder for the Park Tract Trust, a business trust organized for acquisition, subdivision, and development of real property – Janus Assoc 1983. Tempe has a population of 1,900.
- 04/10/1924 The Park Tract residential subdivision is platted by Hugh Laird, E. W. Hudson, and Fred J. Joyce on behalf of the Park Tract Trust in response to a housing shortage in Tempe – MCR Book 13 of Maps, page 27.
- 02/17/1928 Fred W. Hiatt acquires several undeveloped lots in Block 5 of Park Tract,
- 1930s – Development of the Park Tract subdivision began in earnest in the 1930s on 100 lots in the area roughly bound by 10th Street, Mill Avenue, 13th Street, and Southern Pacific Railroad tracks.
- 03/24/1930 Fred W. Hiatt sells lots 4 and 11 to Susan E. Guthrie (the widow of S. L. Guthrie) and Ada Maskrey, a teacher at Tempe Union High School.
- 06/06/1931 Guthrie and Maskrey mortgage Lot 11 to Tempe National Bank for \$1500, presumably to pay for the construction of 1114 South Maple Avenue.
- c.1933 Guthrie lived at 1114 South Maple Avenue by late 1933.
- 02/27/1934 Guthrie and Maskrey mortgaged the property again to Tempe National Bank, this time for \$1200—a sum which may have paid for construction of the house at 1111 South Ash Avenue, where Guthrie lived by late 1936 (1114 Maple and 1111 Ash share a common back property boundary).
- 02/06/1935 First Tempe Planning & Zoning Board appointed in connection with Federal Relief Program by Council meeting in special session at the Tempe National Bank (Hugh Laird, Chair).
- 04/14/1938 Tempe's first zoning ordinance adopted. Ordinance No. 177 created 4 zoning categories; Residence Districts; Business and Apartment House Districts; Auto Courts, Automobile Tourist Camps, Auto Trailer Courts Districts; and Industrial Districts.
- 01/11/1940 E B Tucker, City Engineer, implements Improvement District Number 31 to extend sidewalks, pavement, curb & gutter to Park Tract.
- c.1946 Susan Guthrie reoccupied 1114 Maple, which was converted into a duplex, with Anna Wallace and Billie F. Glotfelter renting the 1114 ½ address. Several changes to the property from this period are considered to be character defining features of the property for purposes of this nomination including the porch at the north side of the property.
- 09/16/1948 Tempe's second zoning ordinance went into effect, Ordinance No. 193 created additional zoning districts and differentiating residential and business classifications in greater detail. Under this ordinance, multi-family zoning was initiated in the single-family Maple-Ash neighborhoods.
- 06/16/1949 Guthrie and Maskey attain a joint tenancy deed over 1114 Maple, and lived together there through 1952 before relocating to University Park in the mid 1950s.
- 10/11/1951 Tempe's third zoning ordinance went into effect, Ordinance No. 209 extended multi-family zoning throughout older Tempe neighborhoods and rezoned to multi-family properties north of Ninth Street from single family.
- 02/06/1957 Tempe's fourth zoning ordinance went into effect, Ordinance No. 268 rezoned the entire Maple-Ash residential area Multi-Family districts similar to the current district area boundaries within Maple-Ash today.
- 01/24/1964 Zoning Ordinance 405 adopted. Majority of deep lot properties along the railroad tracks and across the street of Ash Ave were down-zoned to R-3-A Multi-Family Residence Restricted (now called R-3R). Down-zoned area previously allowed a greater density and taller buildings.
- 10/04/1974 Tempe's sixth zoning ordinance went into effect Ordinance 808 codified much of what was being done "by

practice" by City Boards, Commissions and City Council. Zoning for Maple-Ash included CCD, I-2, R-2, R-3R, R-3, R-4, and R1-PAD

- 12/16/1977 Tempe's third General Plan adopted. The 1978 General Plan projected Land Use for Maple-Ash area changes direction, projected circulation realignment, "Ash Avenue Loop" to Mill and Eleventh Street. Properties north of Ninth Street projected for commercial use and the rest of the Maple-Ash area is projected for residential use with a maximum of 15 d.u. per acre, and a small portion for a maximum of 10 du per acre.
- 05/07/1984 Tempe Multiple Resource Area Nomination lists 16 Tempe properties in the in the National Register of Historic Places, including 6 in the Gage Addition, Park Tract, and College View subdivisions.
- 12/23/1985 Gerald Dan O'Neill & Jeanette L Lucier UX acquire Lot 11 Block 5 Park Tract according to the plat of record in the office of the County Recorder of Maricopa County in Book 13 of Maps page 37 from Samuel J Hoffmann.
- 12/04/1986 Maple-Ash Neighborhood Association (MANA) formed when area residents organize Tempe's first Neighborhood Association "To preserve and restore residential historical character in the neighborhood.
- 12/14/2001 Tempe Historic Preservation Commission produces the Post World War II Subdivisions Survey (Solldiday 2001). The study recommended the Gage Addition, Park Tract, and College View subdivisions for designation as historic districts.
- 09/02/2003 Historic Preservation Commission members attend a meeting of the General Plan 2030 Advisory Team to present information comparing existing developed densities, densities permitted under the current land use plan and densities proposed for adoption by GP2030. Advisory Team decides unanimously to adopt the Cultural Resource Area designation for thirty-one first- and second-tier historic subdivisions.
- 12/03/2003 Voters approve Tempe General Plan 2030 recognizing Park Tract Subdivision as a Cultural Resource Area – *Arizona Republic*, 5 December 2004.
- 01/20/2005 Tempe Zoning & Development Code adopted by Mayor and Council (effective February 22, 2005). ZDC implements Tempe General Plan 2030 by encouraging creative development of the built environment in order to build a community that promotes the livability and uniqueness of Tempe.
- 06/05/2005 Maple Ash Neighborhood Association Neighborhood Meeting with the Tempe Historic Preservation Commission to discuss district designation (nomination forms distributed).
- 07/19/2006 Tempe HPO submitted zoning amendment application for historic overlay zoning for historic designation and listing in the Tempe Historic Property Register for the Gage Addition, Park Tract, and College View historic subdivisions.
- 08/16/2006 Tempe Historic Preservation Commission holds a Neighborhood Meeting for historic designation and listing in the Tempe Historic Property Register for the Gage Addition, Park Tract, and College View historic subdivisions.
- 09/14/2006 Tempe HPC Public Hearing for historic designation and listing in the Tempe Historic Property Register for the Gage Addition, Park Tract, and College View historic subdivisions - continued to 10/12/2006.
- 10/12/2006 Tempe HPC Public Hearing for historic designation and listing in the Tempe Historic Property Register for the Gage Addition, Park Tract, and College View historic subdivisions and finds properties eligible for designation and listing.
- 09/06/2007 Maple Ash Neighborhood Applicants withdraw request for historic district designation and listing in the Tempe Historic Property Register at City Council public hearing. With the designation of districts in the Maple Ash Neighborhood interrupted, Tempe HPC began encouraging property owners to pursue listing their properties individually.
- 02/04/2011 Owners nominate the Lucier / O'Neill Residence for historic designation and listing in the Tempe Historic Property Register.

03/10/2011 A neighborhood meeting is held by the Historic Preservation Commission for historic designation and listing in the Tempe Historic Property Register for the Lucier / O'Neill Residence.

April 14, 2011 A public hearing is held by the Historic Preservation Commission for historic designation and listing in the Tempe Historic Property Register for the Laird – Simpson House.

April 26, 2011 Development Review Commission scheduled hearing for this request.

May 19, 2011 Tempe City Council scheduled hearing for this request.

June 2, 2011 Tempe City Council scheduled hearing for historic designation and listing on the Tempe Historic Property Register for the Laird – Simpson House.

**CODE REFERENCES:**

Zoning and Development Code, Section 6-304, Zoning Amendment

City Code, Chapter 14a, Historic Preservation