

# Staff Summary Report

Historic Preservation Commission Date: 04/14/2011

Agenda Item Number: 4

**SUBJECT:** Hold a public hearing for a Historic Overlay for the Windes – Bell House

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

**PLANNED DEVELOPMENT (0406)**

**COMMENTS:** Request for **WINDES – BELL HOUSE (PL110041)** (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 Windes – Bell House, consisting of one (1) lot on approximately 0.16 acres, located at 24 & 26 West 9<sup>th</sup> Street, in the R-3, 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)

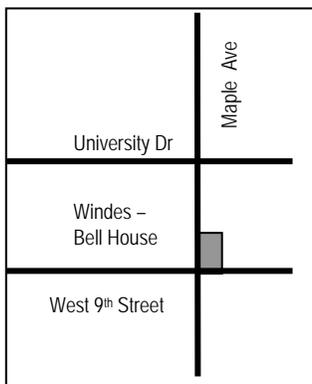
**LEGAL REVIEW BY:** N/A

**FISCAL NOTE:** N/A

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

**ADDITIONAL INFO:**

|               |            |
|---------------|------------|
| Net site area | 0.16 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 historic 1920 Windes - Bell House, located at 24 & 26 West 9th Street 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 1920, the house is in the upper ninety-ninth percentile ( $n = 67/53,665 = 99.9$ ) of all Tempe properties in terms of age. The property is further significant for its association with the historic, but not designated, in the 1909 Gage Addition Subdivision. In addition, the historic Windes - Bell House is significant as an excellent surviving example of the California Bungalow style frame house in Tempe. The property embodies the distinctive characteristics of a type of construction (California Bungalow style frame house) and survives with a high degree of architectural integrity.

The 1920 Windes - Bell House is located on the western half of lots 3 and 4 of Block 21 of the historic 1909 Gage Addition subdivision. Gage Addition 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 Gage Addition predated adoption of a zoning ordinance by the Tempe Town Council and the subject property is currently zoned R-3: 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 historic 1920 Windes - Bell House, located at 24 & 26 West 9th Street 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. 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 99.9% 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 Windes - Bell House is significant for its association with the 1909 Gage Addition subdivision, one of Tempe's oldest intact subdivisions and as an excellent example of the California Bungalow style frame house.

The Windes - Bell House in the Gage Addition subdivision was built as part of the first wave of expansion of the small, mostly agricultural Tempe community. Gage, with other capitalists from Tombstone and California, formed the Tempe Land and Improvement Company to take advantage of new real estate opportunities resulting from railroad access and to initiate the purchase and formal development of the settlement as a townsite. Today all of block 21 along University Drive and Mill Avenue has been redeveloped for use as commercial property, with only the properties at 24 & 26 West 9th Street and 821 and 823 South Maple Avenue retaining their historic residential use. Situated at the northeast corner of 9th Street and Maple Avenue, this 1920s California Bungalow style home takes on the character of a landmark – and survives as a rare example of residential development from Tempe's early growth period from 1909 to 1930 which coincided with the completion of Roosevelt Dam, Arizona statehood, tremendous expansion of the agricultural economy, increased development of subdivisions, of city services, of the Normal School, and of transportation systems linking Tempe to the rest of the Valley and throughout the region.

The Windes - Bell House is significant as one of the best remaining examples of California Bungalow style frame houses in Tempe. A single-story frame house covered with clapboard siding, the house is organized around a central porch with a gable porch perpendicular to the low-pitched house roof and projecting beyond the roof overhangs. The house was converted to a duplex early on and these early modifications are now considered historically significant features of the property. Other than the addition of a second entry door, the house has changed little from the original configuration when this classic bungalow design marked an important addition to the new neighborhood. The historic 1920 Windes - Bell House continues to convey its architectural qualities of design, workmanship, materials, and feeling.

**AGE:**

The Windes - Bell House is one of only 12 Tempe properties believed by the Tempe Historic Preservation Office to survive from 1920. Based on data from the Maricopa County Assessor's Office and Tempe HPO files, 67 standing Tempe properties are thought to predate this historic house having year-built dates earlier than 1920. This 1920 house is in the upper ninety-ninth percentile ( $n = 67/53,665 = 99.9$ ) of all Tempe properties in terms of age.

**CONDITION:**

The Windes - Bell House is significant as one of the best remaining examples of California Bungalow style frame houses in Tempe. A single-story frame house covered with clapboard siding, the house is organized around a central porch with a gable porch perpendicular to the low-pitched house roof and projecting beyond the roof overhangs. Overhangs on the main facade and the porch roof are supported by square wood posts set on square concrete and stucco piers. Exemplary stylistic features include open eaves, brackets under the porch gable, symmetrical pergolas at either side of the porch roof, and vertical ventilator louvers on the porch and gable ends. Characteristic of California Bungalow style, windows on the side facades are paired and double hung, while the central window grouping of the main façade consists of a single double-hung window with double-hung sidelights. All windows are wood-framed. The house was converted to a duplex early on. The wide, low concrete porch has a single step up which leads to offset single-door entrances.

Character-defining features of the type include the one-story, wood frame, with square floor plan. The house sits on a crawlspace foundation. The clap board siding is milled for the typical territorial 4-inch exposure with a generous horizontal radius and the once familiar Dolly Varden rabbit profile. The walls are topped by a low pitched, side-gabled roof with brackets under the overhangs and distinctive vertical louvered ventilators at gable ends. A front porch shades the house's dual entryways with side overhangs and a front-gable roof supported by stucco piers and square wood columns. The roof is flanked symmetrically on each side with an open pergola whose lattice work filters sunlight at the south exposure. The porch roof also features the distinctive vertical louvered ventilator. Windows are double-hung with those on the east and west elevations paired traditionally. The property embodies many characteristics of the California Bungalow style frame house construction widely popular from about 1895 until about 1940 and constructed in Tempe from 1909 to 1945.

**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 Windes – Bell House 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. The Gage Addition 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 the Gage Addition 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 prominently at the southeast corner of 9th Street and South Maple Avenue, the Windes - Bell House occupies land that was originally included within the boundaries of the 1894 Tempe Townsite. Although not subdivided until fifteen years later, Gage Addition

was never annexed into the corporate limits of Tempe – rather uniquely, it was an integral part of the community from the onset. Today, the south portion of the Original Townsite, the historic Gage Addition subdivision is a busy and vibrant residential neighborhood. The clear and present landmark character of the Maple Ash Neighborhood retains popular historic identity 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 an addition was made to the rear of the Windes – Bell House, 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 California Bungalow style and continue to maintain this aspect of integrity.

**Materials** – 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 Windes – Bell House 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 California Bungalow style house form. Significant material features include clapboard siding with distinctive vertical vents in the gable peaks, square wood posts set on square concrete and stucco piers, and symmetrical pergolas at either side of the porch roof.

**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. The Windes – Bell House conveys physical evidence of the crafts attendant upon California Bungalow style wood frame 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. This property expresses the aesthetic sense of its interwar period of significance. The physical features of the Windes – Bell House, 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. This property maintains direct links between important events in community history and is emblematic of the consecutive waves of suburbanization pushing outward from the original settlement along the Salt River. Today, the Windes – Bell House provides an excellent example of the first wave of residential development that radiated in bands within the core of the original townsite.

**CONCLUSION:**

The Windes – Bell House, located at 24 & 26 West 9<sup>th</sup> Street in the 1909 Gage Addition subdivision, has been determined eligible for historic designation and listing in the Tempe Historic Property Register by the Tempe Historic Preservation Office. Built in 1920, this house is in the upper ninety-ninth percentile (n = 67/53,665 = 99.9) of all Tempe properties in terms of age. The property is also significant for its association with the historic, but not designated, 1909 Gage Addition subdivision. The property is additionally significant as an excellent surviving example of the California Bungalow style frame 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 Windes – Bell House is significant as a rare surviving example of a once common type, the 1920 property falls in upper ninety-ninth percentile (n = 67/53,665 = 99.9) of all Tempe properties in terms of age. .
- 2. The Windes – Bell House is significant for its association with the 1909 Gage Addition subdivision, one of Tempe's oldest intact subdivisions.
- 3. The Windes – Bell House is significant as an excellent surviving example of the California Bungalow style frame 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 WINDES – BELL HOUSE BE DESIGNATED HISTORIC AND LISTED IN THE TEMPE HISTORIC PROPERTY REGISTER”*

## HISTORY & FACTS:

- 06/01/1887 The Maricopa and Phoenix Railroad crosses the Salt River at Tempe, linking the town to the nation's growing transportation system. Tempe quickly became one of the most important business and shipping centers for the surrounding agricultural area.
- 07/16/1887 The Tempe Land and Improvement Company formed to sell lots in the booming town. L. W. Blinn and George N. Gage incorporate the Tempe Land and Improvement Co. based in Tombstone, Arizona Territory. Blinn and Gage interest Francis Cutting (M&P RR) and Charles A. Hooper to invest in acquisition of over 705 acres in Tempe including 240-300 acres from Charles Trumbull Hayden.<sup>74</sup>
- 04/03/1909 Gage Addition plat filed by George N. Gage and L. W. Blinn on behalf of the Tempe Land & Improvement Company on April 3, 1909. As originally filed, the plat spanned east and west of Mill Avenue from the MP&SRV RR tracks to Willow (College) Avenue, excepting the blocks southeast of Mill and 8th Street (University Drive) which were shown as "School Property" and keeping the northern portions of the 3 westernmost blocks free from residential lots.
- 1915 Dudley Warner Windes (Tempe 1889 – Phoenix 1972) begins practicing law in Tempe at the age of 26.
- 1918 Along with his wife Hope, Windes builds his family home at 26 West 9th Street in Tempe's Gage Addition.
- 06/27/1919 Gage Addition plat amendment filed for land sale to Tempe Normal School.
- 07/01/1919 Gage Addition plat amendment filed for land sale to Tempe Normal School.
- 09/08/1919 Tempe Land and Improvement Company (George N. Gage) deeds vacant lot to Dudley W. Windes.
- 01/17/1923 After taking a break from his law career during World War I to serve as American vice consul in Madrid, Spain, Windes returns to Tempe and continues practicing law until 1923, when he became a judge on the Maricopa County Superior Court, forcing relocation of his primary residence within Phoenix city limits.
- 05/19/1927 Dudley W. Windes transfers warranty deed to Ellen Bell in the amount of \$1000.00. Ellen Mary Sears Harris Bell, an early Tempe resident who settled in the Valley in 1883, lived in the home for many years. She counted herself among the thirty-three individuals in Tempe Normal School first graduating class of 1886.
- 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.
- 04/04/1940 E B Tucker, City Engineer, implements Improvement District Number 30 to extend sidewalks, pavement, curb & gutter to Gage Addition.
- 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.
- 10/11/1951 Tempe's third zoning ordinance went into effect, Ordinance No. 209 extended multi-family zoning throughout older Tempe neighborhoods and rezoned properties north of Ninth Street from single family to multi-family.
- 08/28/1952 Estate of Ellen Bell transfers ownership to Fenn J. Harris
- 06/02/1953 Fenn J. Harris transfers warranty deed to Fay & Katie Elsberry
- 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.
- 11/27/1958 Fay Elsberry issues Quite Claim Deed to Katie Elsberry

- 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.
- 1973 Katie Elsberry (divorced) transfers warranty deed to J.L. and Doris Weaver
- 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
- 09/21/1977 J. L. and Doris Weaver transfer deed to Robert L. and Helen C. Keye
- 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.
- 12/04/1986 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.
- 08/07/1992 Helen C. Keye (widowed) transfers deed to Randy Dukes
- 06/07/1999 Gerald Dan O'Neill & Jeanette L Lucier UX acquire the west half of Lot 3 and the West half of Lot 4, Block 21, Gage Addition, according to the plat of record in the office of the County Recorder of Maricopa County, Arizona recorded in Book 3 of Maps, Page 58 from Randle E. Dukes, Jr.
- 12/14/2001 Tempe Historic Preservation Commission produces the Post World War II Subdivisions Survey (Solliday 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 Windes – Bell House 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 Windes – Bell House.
- 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 Windes – Bell 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 Windes - Bell.

**CODE REFERENCES:**

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

City Code, Chapter 14a, Historic Preservation