

## Attachment B



**City of Phoenix**  
PLANNING & DEVELOPMENT DEPARTMENT  
HISTORIC PRESERVATION OFFICE

### **Staff Report: Z-52-18-4 September 10, 2018**

#### **INTRODUCTION**

Z-52-18-4 is a request to expand the existing Encanto-Palmcroft Historic District by establishing Historic Preservation (HP) overlay zoning over the portion of Encanto Park located at the southeast corner of 15<sup>th</sup> Avenue and Encanto Boulevard and over the portion of the Encanto Golf Course located at the southeast corner of 19<sup>th</sup> Avenue and Thomas Road. Together these two areas comprise 123.55 acres. The current and proposed boundaries of the district are shown on the attached map and aerials.

#### **STAFF RECOMMENDATION**

Staff recommends that rezoning request Z-52-18-4 be approved.

#### **BACKGROUND**

The Encanto-Palmcroft Historic District was originally listed on the National Register of Historic Places (NRHP) in February 1984. It was listed on the Phoenix Historic Property Register (PHPR) in March 1987. In June 1992, the NRHP district boundaries were expanded to include the area along 12<sup>th</sup> Avenue and Holly Street. In May 1994, the NRHP district boundaries were expanded again to include properties along McDowell Road and 7<sup>th</sup> and 15<sup>th</sup> Avenues.

In June 1999, the PHPR district boundaries were expanded to include the area along 12<sup>th</sup> Avenue and Holly Street and the Valley Garden Center property on 15<sup>th</sup> Avenue. A second PHPR boundary expansion occurred in September 2005 and included the properties located on the west side of 7<sup>th</sup> Avenue between Encanto Boulevard and Coronado Road.

In September 2017, the NRHP district boundaries were expanded once again to include the remaining portions of Encanto Park and the Encanto Golf Course, represented by two noncontiguous areas. The first area is located on the east side of 15<sup>th</sup> Avenue and south of Encanto Boulevard and is referred to as “Encanto Park Side B,” which houses the sports complex and an open multi-use area. The second area is located on the west side of 15<sup>th</sup> Avenue between Encanto Boulevard and Thomas Road, and includes the “back nine” of the 18-hole golf course, the executive 9-hole course, and park headquarters. Like the previous NRHP boundary expansions, the 2017 expansion was commissioned by the Encanto Citizens Association (ECA). The ECA was also

responsible for the initial NRHP listing, as well as the first historic property survey of the Encanto area, completed in January 1983.

In April 2018, the ECA requested that the City of Phoenix expand the boundaries of the PHPR district to include the portions of the park and golf course that had been added to the NRHP district the year before. After consulting with the Parks & Recreation Department, staff took the request to the HP Commission, which initiated HP zoning for the subject areas on May 21, 2018. Staff also presented the request to the Parks & Recreation Board as an information item on June 28, 2018.

### **DISTRICT BOUNDARIES**

The boundaries of the two proposed expansion areas are shown on the attached map and aerial photos. The expansion areas include: 1) “Encanto Park-Side B,” a roughly 20-acre parcel bounded by 12<sup>th</sup> Avenue on the east, 15<sup>th</sup> Avenue on the west, Holly Street on the south, and Encanto Boulevard on the north; and 2) the portions of the Encanto Golf Course located on the west side of 15<sup>th</sup> Avenue, north of Encanto Boulevard—including the “back nine” and executive 9-hole course, park headquarters, and the maintenance yard—totaling roughly 103 acres.

### **ELIGIBILITY CRITERIA**

The eligibility criteria for HP overlay zoning and listing on the PHPR 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.

## **SIGNIFICANCE**

Encanto Park and the Encanto Golf Course are significant at the local level under Criterion A (as set forth in Section 807.D of the City of Phoenix Zoning Ordinance) in the area of Community Planning and Development for their association with early park development in Phoenix. They are also significant in the area of Entertainment/Recreation as the city's first "Class A" regional park, offering multiple amenities and activities.

The following history is taken from the NRHP Registration Form for the 2017 amendment for the Encanto-Palmcroft Historic District:

### **History of Encanto-Palmcroft Historic District**

In February 1984, the first version of the historic district came to fruition with its approval by the Keeper of the NRHP. At that time, the district encompassed 208 acres, including portions of four subdivisions. The new district also included the area of the park to the north of Encanto Boulevard and east of 15<sup>th</sup> Avenue containing "ornamental landscaping, lagoons, original park buildings, and a 9-hole golf course." Two golf courses to the west of 15<sup>th</sup> Avenue and the sports facility area south of Encanto Boulevard (Side B) were not included in the district, as the preparer of the nomination deemed those spaces to be "unexceptional in character" compared to the remainder of the park, which provided a "harmonious continuity with the adjoining subdivisions to the south." However, the nomination was in error, as the "9-hole golf course" was actually the front nine of the park's 18-hole golf course, which opened to the public in 1936. The other two courses, disregarded by the nomination, were the back nine of the 18-hole course and an executive course. The nomination also overlooked the park headquarters, which was built by Dr. James C. Norton as a single-family residence in 1912 and purchased by the city for park use in 1934. (The Norton House was listed on the PHPR as an individual property in April 1989 and is not included as part of this rezoning application.)

### **Encanto Park Municipal Golf Course: Encanto 18**

The park's 18-hole golf course was designed by William Park Bell in 1935. Bell was a renowned designer of golf courses in the Western United States during the 1930s, and was involved in the design of several well-known golf courses, including the Adobe course at the Arizona Biltmore, Bel-Air Country Club course in Los Angeles, and the Kaneohe Klipper course in Hawaii. Not only was the course an important amenity for the park, it also spurred development of the adjacent subdivisions.

Though the platting of the two Del Norte Place subdivisions in 1927 and 1928 preceded the development of the park and golf course, their completion made the subdivisions more attractive. Of the 150 properties within the Del Norte Place, only 25 were built

prior to the purchase of the golf course property by the City, and only 14 more before completion of the golf course. In anticipation of the golf course's opening in late 1936, promotional materials referred to the subdivision as "In the Heart of the Park," and 66 homes were built within the subsequent five years.

The Margarita Place subdivision, located northeast of the back nine and platted in 1927, was created on the 10 acres that Anna Adams retained after selling the rest of her property to James C. Norton. Like Del Norte Place, Margarita Place also benefitted from its proximity to the golf course, as most its homes were built after the golf course was established. The Encanto Vista and Encanto Manor subdivisions, platted in 1943 and 1945 and located east and north of the golf course, respectively, also benefitted from their proximity to the recreational site and quickly filled during the decade following World War II.

#### Encanto Park Headquarters: Norton House

In 1909, Dr. James Collier Norton purchased all but 10 acres of the quarter section where the western half of the golf course is located. Anna Adams, the seller, retained the remaining 10 acres where she owned a home (the property was later subdivided to create Margarita Place). Norton was the Arizona Territorial Veterinarian until 1912 when he left the practice to start a dairy on the 150 acres that he had acquired three years earlier. The Norton House was built in the fall of that year for the doctor and his family.

According to newspaper reports, Dr. Norton already had plans for his future residential subdivision when he purchased the property from Mrs. Adams in 1909. However, it wasn't until 1927 that he began his transition from dairy farmer to real estate developer with the creation of the Del Norte Place subdivision. The following year, Norton added Del Norte-Plat B, doubling the size of the development. He also dedicated six acres along the western edge of the property for a dairy, which by 1929 was managed by Norton's son Oakley.

In 1934, the City of Phoenix acquired the remainder of the property, including the Norton House, which totaled 104 acres. With the assistance of Public Works Administration (PWA) funding, the City began to develop a "Class A" regional park from the Norton property and additional acreage on the east side of 15<sup>th</sup> Avenue acquired from Phoenix merchant J.W. Dorris. Like Norton, Dorris had aspirations in the real estate industry and portions of his property adjoin the golf course as the Encanto Dell, Encanto Manor, and Encanto Vista subdivisions.

In 1940, the City's Parks & Recreation Department moved from City Hall to the Norton House, utilizing two rooms and the porch, and enclosing the latter for office space. By 1961, the parks department was occupying the entire building and the sleeping porches on the second floor were enclosed for use as offices.



### Encanto Executive Golf Course: Encanto 9

Though the 18-hole course was completed in November 1936, the executive course came later. Initially planned as a polo field, the land southwest of the main golf course was underutilized through the 1940s, with only the southern portion in use as a maintenance yard. By 1945, Norton's six-acre dairy property along 19<sup>th</sup> Avenue had been sold to Matthew and Gladys Makaus, who created the Encanto Heights subdivision. The City of Phoenix followed the developers' lead and subdivided 14 acres between Encanto Heights and Del Norte Place to create the Encanto Park subdivision. However, this tract was never developed, as funds from a 1948 city bond election provided an alternative. Instead of another subdivision, the city created an executive golf course—a nine-hole par-30 course. As with the 18-hole course, the City hired a well-known golf course architect, William Francis Bell, who was the son of the designer of the original 18-hole course. The new executive course opened in 1952, and the clubhouse (now a pro shop) opened a few years later.

### The Sports Complex and Multiuse Area: Side B

Side B was once part of the original Encanto subdivision, as platted in the fall of 1928 by J.W. Dorris and others. It was twice replatted by 1934, creating West Encanto Amended, which altered almost the entire configuration of the subdivision. Holly Street and 12<sup>th</sup> Avenue were introduced to the then-new subdivision creating a boundary between the residential properties and an approximately 18-acre tract dedicated to the City for use as part of the larger park to the north of Encanto Boulevard.

Subsequent to the creation of the "Class A" regional park, Side B became a "Class B," or district park. It was used for various outdoor competitive sports including archery, horseshoes, and tennis. While there were some upgrades during the late 1930s and 1940s, the recreation area remained primarily an open grassy area. A 1948 bond election led to the development of a swimming pool complex.

In the early 1980s, Side B received an upgrade courtesy of another bond. The archery range was replaced by eight new tennis courts, three youth tennis/pickleball courts, eight four-wall handball/racquetball courts (one lined for squash), three full basketball courts, and six volleyball courts (two sand). Side B also received a playground and a ballfield. The grassy area along Holly Street and 12<sup>th</sup> Avenue remained open. No other significant changes have occurred since.

### **INTEGRITY**

The design of the Encanto 18-hole golf course and executive 9-hole course is largely intact, with alterations limited to the addition of a driving range, water hazard, and clubhouse building. Alterations to the park headquarters building have largely been

related to safety and accessibility. The maintenance yard has experienced the most substantive changes with the replacement of several 1930s era buildings in the 1990s. Changes to the "Side B" portion of the park are limited to the northwest corner, which had once been an archery range and is now open space. In total, the additional park areas retain integrity of location, design, setting, feeling, and association.

### **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 documented historic resources and coincides with the historic boundaries of the park and golf course, bringing into the district portions of each that were previously excluded. Where necessary, non-historic resources have been included to create appropriate boundaries. The proposed boundaries also coincide with the previously approved boundaries for the NRHP district.

### **CONCLUSION**

The rezoning request Z-52-18-4 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.

#### Writers

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9/10/18

#### Team Leader

M. Dodds

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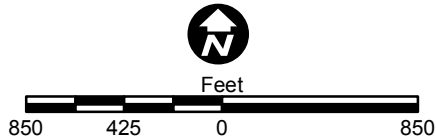
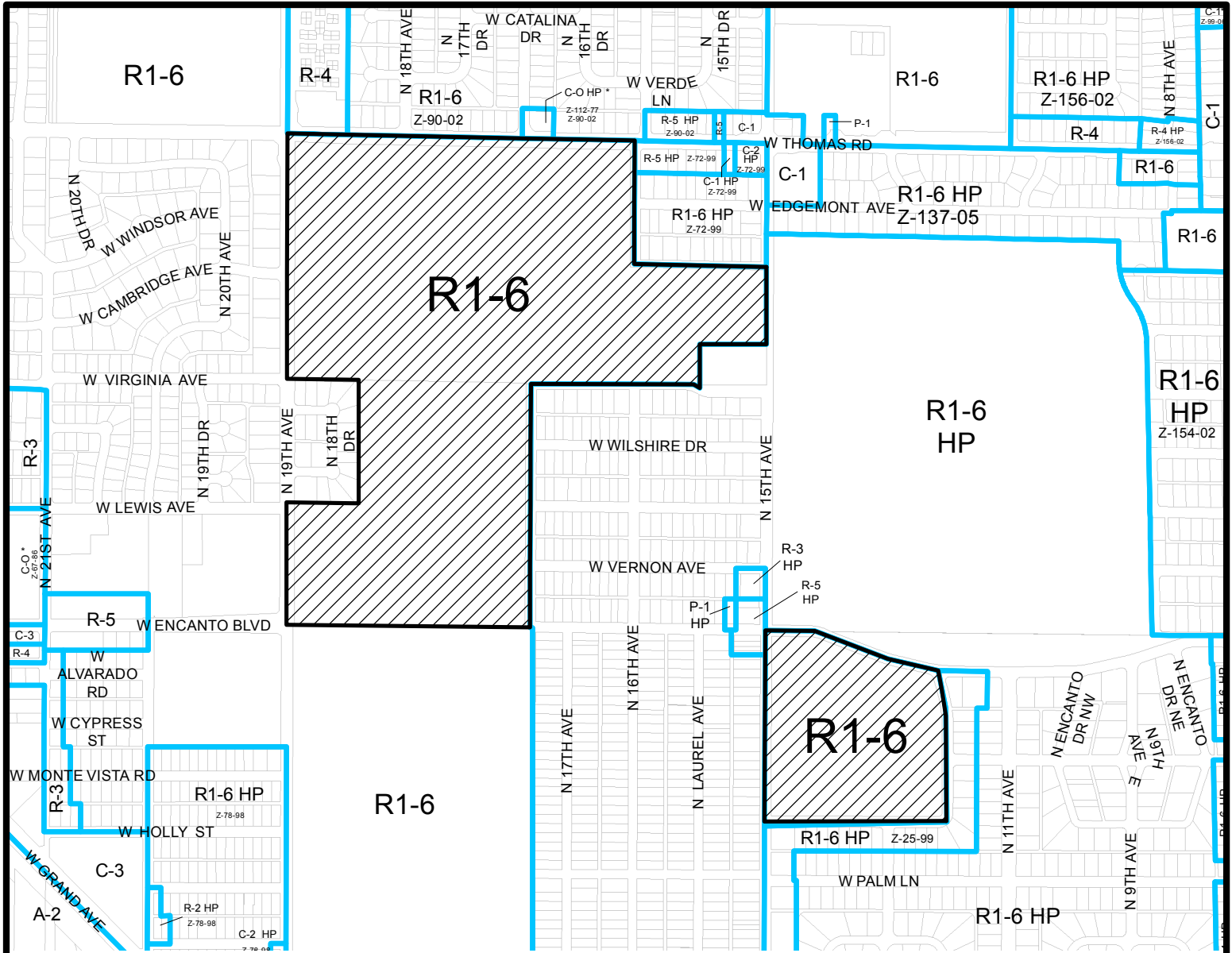
Attachments:

Sketch Map (1 page)

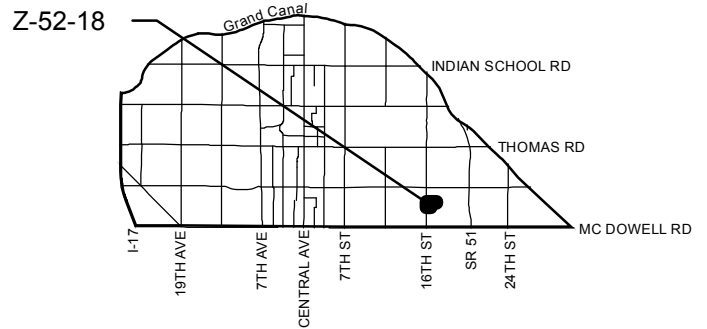
Aerials (2 pages)

Photos (7 pages)

Newspaper Articles (2 pages)



**ENCANTO VILLAGE**  
CITY COUNCIL DISTRICT: 4



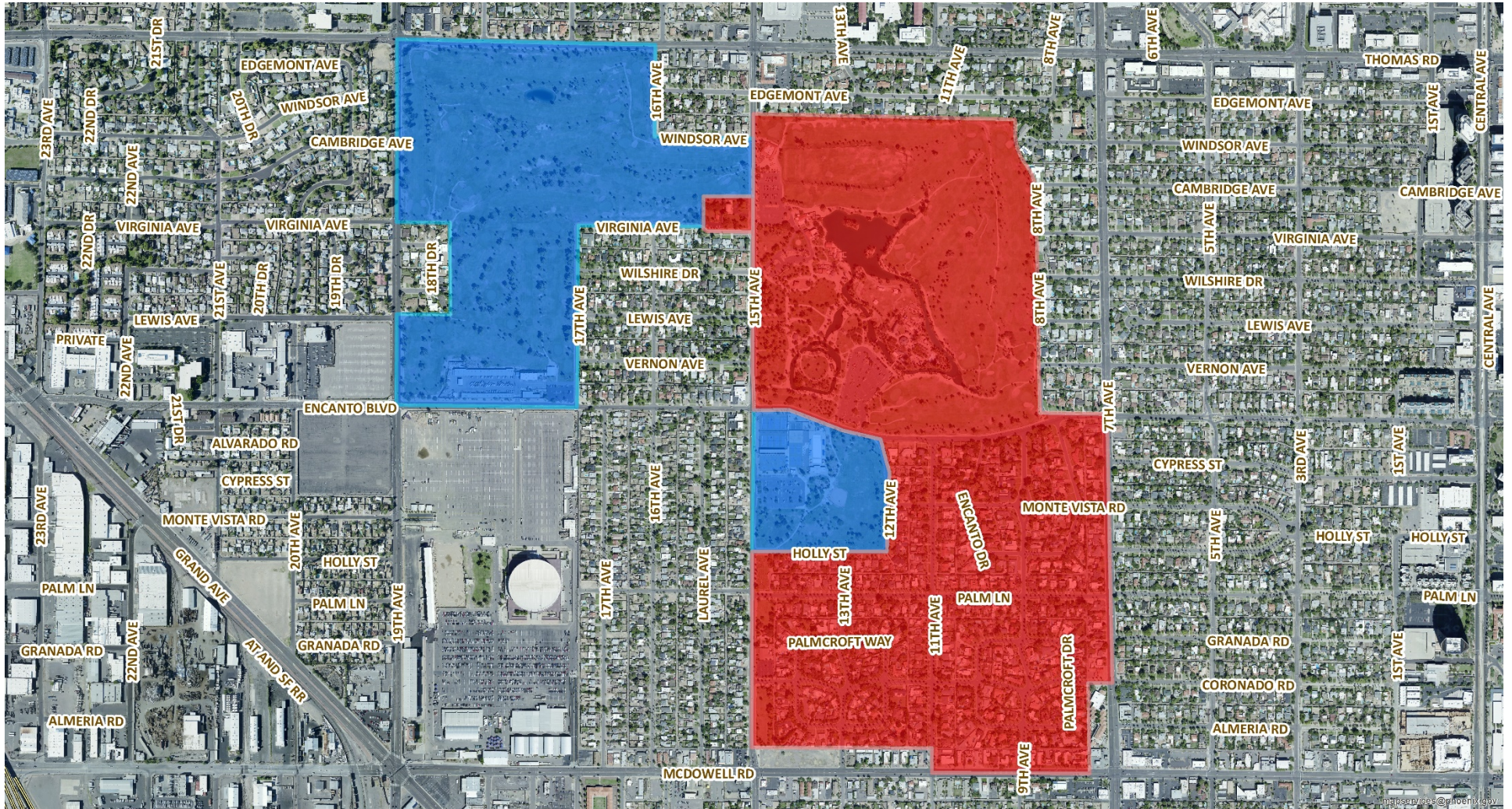
<b>APPLICANT'S NAME:</b> City of Phoenix Hist Pres Commission		<b>REQUESTED CHANGE:</b>	
<b>APPLICATION NO.</b> Z-52-18		<b>FROM:</b> R1-6 (123.55 a.c.)	
<b>DATE:</b> 8/3/2018 <b>REVISION DATES:</b>		<b>TO:</b> R1-6 HP (123.55 a.c.)	
<b>GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX.</b> <b>123.55 Acres</b>			
<b>AERIAL PHOTO &amp; QUARTER SEC. NO.</b> <b>QS 13-26</b>		<b>ZONING MAP</b> <b>G-8</b>	
<b>MULTIPLES PERMITTED</b> R1-6 R1-6 HP		<b>CONVENTIONAL OPTION</b> 655 655	
		<b>* UNITS P.R.D. OPTION</b> 803 803	

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









## Encanto-Palmcroft Historic District Expansion August 2018

Current Historic Preservation (HP) Zoning Overlay shown in red  
Proposed Historic Preservation (HP) Zoning Overlay shown in blue



**Z-52-18-4**

**Encanto-Palmcroft Historic District Expansion**



**Photo 1.** The 10<sup>th</sup> hole tee and fairway of the back nine, facing west.



**Photo 2.** The 13<sup>th</sup> hole of the back nine, facing south.



**Photo 3.** The 15<sup>th</sup> hole tee and fairway of the back nine, facing east.



**Photo 4.** The 17<sup>th</sup> hole of the back nine, facing east.



**Z-52-18-4**

**Encanto-Palmcroft Historic District Expansion**



**Photo 5.** The Norton House, facing northwest.



**Photo 6.** The Norton House, facing southwest.



**Photo 7.** The Norton House, facing south.



**Photo 8.** The Norton House, facing east.



**Z-52-18-4**

**Encanto-Palmcroft Historic District Expansion**



**Photo 9.** The Norton House, facing northeast.



**Photo 10.** The Annex Building, facing northwest.



**Photo 11.** The Annex Building, facing southeast.



**Photo 12.** The Executive golf course, facing west.



**Z-52-18-4**

**Encanto-Palmcroft Historic District Expansion**



**Photo 13.** The 2<sup>nd</sup> hole, facing southwest.



**Photo 14.** The 4<sup>th</sup> hole tee, facing east.



**Photo 15.** The 6<sup>th</sup> hole tee, facing southwest.



**Photo 16.** The 9<sup>th</sup> hole tee, facing south.



**Z-52-18-4**

**Encanto-Palmcroft Historic District Expansion**



**Photo 17.** The clubhouse (pro shop), facing southwest.



**Photo 18.** The clubhouse (pro shop), facing west.



**Photo 19.** The course clubhouse (pro shop), facing north.



**Photo 20.** The east entrance of the maintenance yard, facing west.



**Z-52-18-4**

**Encanto-Palmcroft Historic District Expansion**



**Photo 21.** The equipment room of the sports complex in Side B, facing northwest..



**Photo 22.** The ballcourts of the sports complex in Side B, facing northwest.



**Photo 23.** The ballfield at the sports complex in Side B, facing south.



**Photo 24.** The swimming pools and pool house in Side B, facing north.



**Z-52-18-4**

**Encanto-Palmcroft Historic District Expansion**



**Photo 25.** The swimming pools and bathhouse in Side B, facing south.

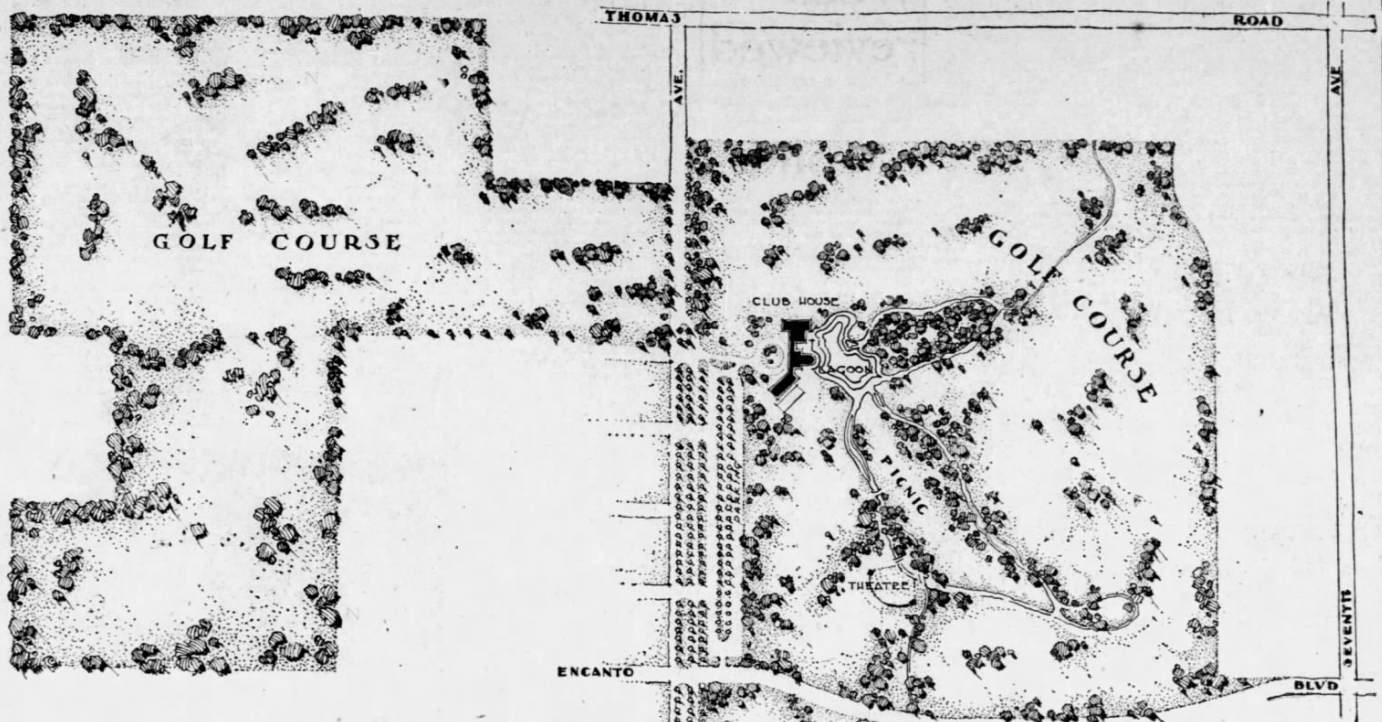


**Photo 26.** The multiuse open area, facing north.

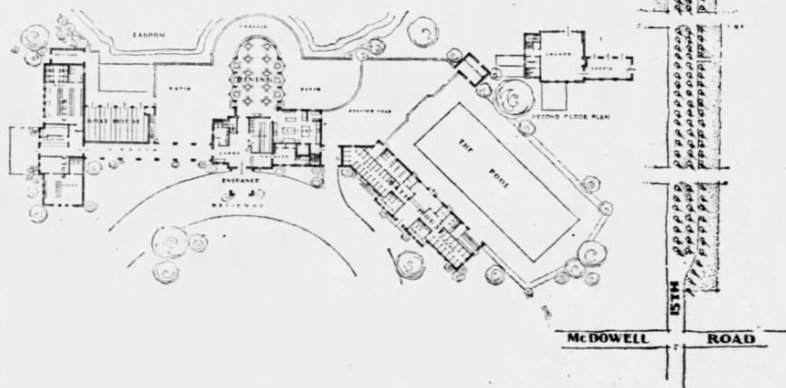


**Photo 27.** The multiuse open area, facing west.

## Class A Park Development Outlined In Architects' Map



The accompanying illustrations, reproduced from architects' drawings, show the developments planned in connection with the new Class A municipal park, covering 227 acres, which the city is planning to establish as a part of the \$916,000 municipal parks, playgrounds and public recreation expansion program. The park land, located just north of the city limits already has been purchased, and its development will cost more than \$300,000. The Phoenix park program is made possible through a Public Works Administration loan which already has been allocated. Sufficient federal funds from the loan already have been released not only to purchase the Class A park property, but the other park and playground sites to be scattered throughout the city. The big park is expected to be ready for use by next Thanksgiving, although it will be several years before it attains its full stage of beauty as this time will be required for the trees, shrubs and landscaped area to develop. The park will contain a full 18-hole golf course, turfed and with grass greens, facilities for many types of outdoor games and entertainment, picnic areas, boating lagoons, a swimming pool of Amateur Athletic Union standards, beautiful picnic areas, islands, an outdoor theater and a beautiful club house. At the top of the layout is a bird's-eye view of the entire park showing the locations of the various facilities. The lower picture shows a horizontal drawing illustrating how the beautiful park club house will appear from front view. The inset drawing shows the design and arrangement of the club house.



CLASS "A"  
MUNICIPAL PARK  
PHOENIX ARIZONA



• CLUB GROUP • CLASS A PARK • PHOENIX ARIZONA •  
L. M. FITZHUGH ARCHITECT



# NEW CITY MUNICIPAL GOLF COURSE OPENS TO PUBLIC TODAY

## Niblick Pros Display Skill In Exhibition

PHOENIX' new Municipal Golf course at Encanto will be opened to the public at dawn today. Leading professional shotmakers of the state yesterday initiated the new course in a preview for niblick followers on "how it should be played" as they showered the grass covered layout with birdies. Today the city will hang out its "welcome" to those not quite as proficient but just as determined.

Gray Madison, pro at Ingle-side, led the professionals on a wild scoring spree as he blasted the first nine in 34, two under par figures, then sizzled home in 32, three better than the orthodox scoring measure. It was a splendid display of golf and left the remainder of the field of money players four strokes in the rear.

Madison's long game was so good that he putted for 15 birdies and an eagle during the round and was in trouble but twice. He found the pit at the short third with his tee shot but exploded to within two feet of the cup. He fell just short of the green at the 17th but his chip shot left him a three-footer for his par four.

### Misses Eagle

A beautiful brassie on the 514-yard 12th put him 10 feet from the cup in two but he missed the eagle by an inch. Madison had five birdies and 13 pars with a long 40-foot putt curling into the cup at the 18th for one of the outstanding shots of the round. It is expected the 66 will stand as a course record for some time.

Bob Hunsick of the Arizona Biltmore put up a great battle against Madison, keeping even with a 34 on the front nine but taking a 38 on the way home as he ran into some trap troubles for an even 70, one under par.

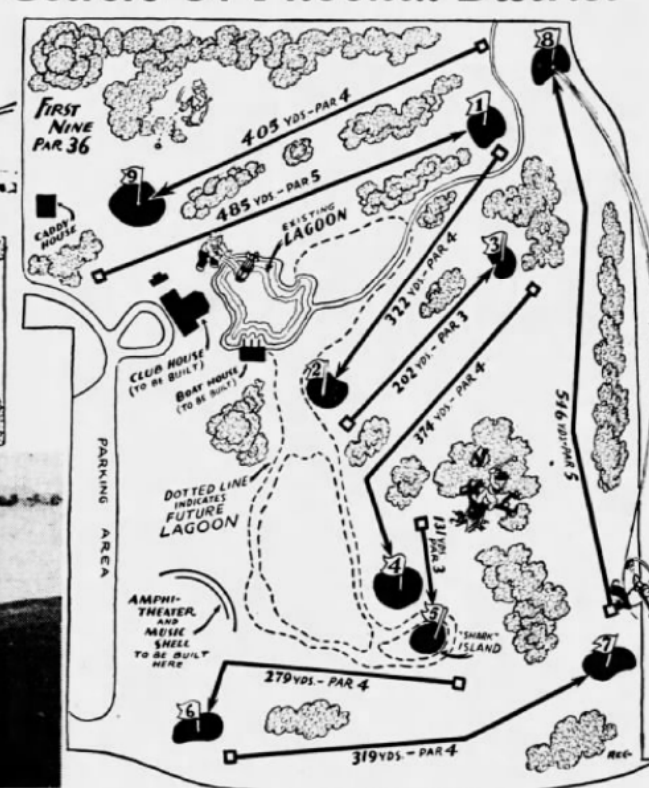
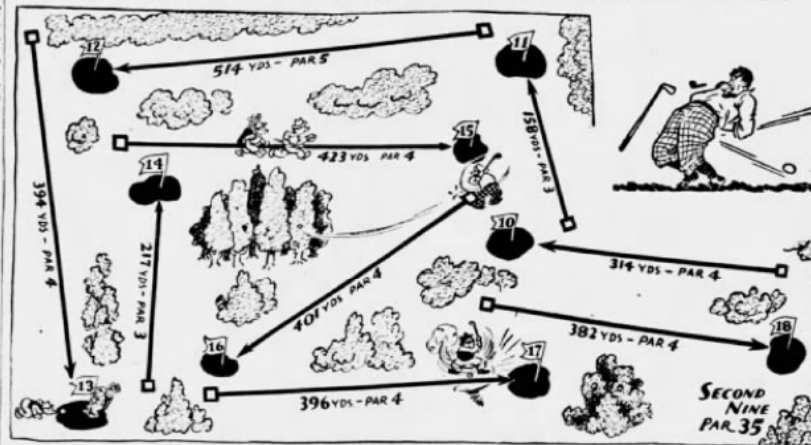
### Low Shoots Well

Willie Low of the Phoenix Country Club managed a 72 and showed the gallery some splendid recovery shots as his woods continually kept him in difficulty. Austin Claycomb of the El Rio Tucson, couldn't get clicking and had to be satisfied with a 77.

Weldon Love, assistant pro at the new club, set the pace for the second foursome with a 73. He had a 37 on the out nine and came back to 36, each side being just one over par. Vernon (Red) Allen of Litchfield gave followers a look at several 300-yard drives but along with Morgan Hampton, satisfied at Ingle-side, had to be satisfied with 77. Frank Madison, pro of the new course, limped home with 76, a bad

# Phoenix Tennis Championship Tourney Draws 60

## Sketch Of New Niblick Home For Golfers Of Phoenix District



Above is a sketch showing how Phoenix' new municipal golf course in the Encanto district looks through the eyes of Reg Manning, Arizona Republic cartoonist. The yardage and par for each of the holes is designated on the chart. Below, W. G. Hartranft, head of the Phoenix park commission, is pictured as he hands the keys over to Frank Madison, professional, and tells him to "take it away". At the left is pictured the No. 5 green where many of the boys will find heartaches. The sloping green will be entirely surrounded by water when completed.

## Racket Stars To Open Title Battle Today

SIXTY tennis campaigners will launch an assault on nine city tennis titles today at the Encanto municipal courts, 15th avenue, north of Palm Lane, beginning at 9 a. m. under the direction of the city department of parks and recreation. Defending champion Bob Vanderzyl, Riverside, and Robin Hippenstiel, runner-up in last year's championships, are first and second seeded in the men's singles event, while Overton Pratt, Redlands, and Vanderzyl are defenders and top-seeded in the doubles with Darrell Hudlow and Hippenstiel seeded No. 2.

### Co-Ed Favored

Laura Morgan, University of Arizona, is favored by those familiar with her record to ascend to the women's singles throne over Evelyn Tomlinson and Lorette Cooper, last year's runner-up and champion respectively.

Hippenstiel brought his younger brother, Glenn, to make a bid for the junior men's title as well as the men's open crown. His real test is expected to be Bill McIntosh of the Phoenix junior college in the fight for the junior trophy.

### Today's Schedule

Play today is concentrated in the men's and junior singles. Schedule of play at the Encanto municipal courts:

9 a. m.—Hal Brogan vs. Bill Upton; Louis Messinger vs. Roy King; Graham McBride vs. Marvin Schachtebeck.

10 a. m.—Jim Flor vs. John Enta; John McLane vs. Orlando Lora; Robin Hippenstiel vs. Sterling Hedgpath; Glenn Hippenstiel vs. Frankie McRae.

11 a. m.—Darrell Hudlow vs. Herschel Newman; Bill McIntosh vs. Robert Carpenter.

3 p. m.—Jim Flor vs. winner (Hedgpath vs. Hippenstiel); Art Bauer vs. winner (Upton vs. Brogan); Laura Morgan vs. Elsie Horton; Cynthia Olmstead vs. Evelyn Tomlinson.

Los Angeles