

ATTACHMENT B



City of Phoenix

PLANNING & DEVELOPMENT DEPARTMENT
HISTORIC PRESERVATION OFFICE

Staff Report: Z-75-25-8
July 31, 2025

South Mountain Village Planning Committee Meeting Date: August 12, 2025

Historic Preservation Commission Hearing Date: August 18, 2025

Planning Commission Hearing Date: September 4, 2025

Request From: C-2 BAOD (Intermediate Commercial, Baseline Area Overlay District) (0.28 acres)

Request To: C-2 HP BAOD (Intermediate Commercial, Historic Preservation, Baseline Area Overlay District) (0.28 acres)

Proposal: Historic Preservation Overlay for Roosevelt Park Grocery

Location: Southwest corner of 10th Street and Southern Avenue

Owner: Zebiba Hagos and Nuraine Hagos

Applicant: City of Phoenix Historic Preservation Commission

Representative: Kevin Weight, Principal Planner

Staff Recommendation: Approval

Background

In 1989, the City of Phoenix commissioned Ryden Architects to prepare the *South Mountain Agricultural Area Historic Resources Survey*. The survey contained a brief history of the area generally bounded by Southern Avenue, South Mountain Park, 40th Street and 19th Avenue, as well as recommendations on individual properties and districts within the area that were eligible for historic designation. One of the eligible districts that was identified in the survey was the Roosevelt Park Historic District, located between Southern and Old Southern Avenues and 7th and 10th Streets, which included the subject property. The City of Phoenix HP Commission first initiated HP zoning for Roosevelt Park in 1992, but the application was withdrawn due to questionable owner support. The district was ultimately listed on the Phoenix Historic Property Register (PHPR) in 2003 but with different boundaries from what had been recommended in the 1989 survey—four properties on the north side of Southern

Avenue were included in the boundaries and the properties located east of 9th Street were excluded, including the subject property.

In 2020, HP staff revisited the subject property and prepared a Recommendation of Eligibility form, confirming it was individually eligible for historic designation. In January 2025, the property owner contacted HP staff to inquire about grant opportunities and listing the property on the PHPR. After meeting with staff, the owner submitted a Phil Gordon Threatened Building grant application in March 2025, along with a signed Proposition 207 Waiver and an Ownership Authorization Form requesting that the HP Commission initiate the HP zoning process. On April 21, 2025, the HP Commission recommended approval of the grant and initiated HP zoning for the subject property. The grant was approved by the City Council on June 4, 2025.

History

Built ca. 1929, the subject property is a single-story, rectangular-shaped, stuccoed masonry building with a flat roof and raised parapet. It has large storefront windows facing Southern Avenue and a single door at the center of the facade. The building's origin can be traced to a sale agreement dated January 31, 1929, between Sarah C. Ruggles, the seller, and S. P. and Margaret Staples and H. C. and Frances M. Brooks, the buyers. Although it is unclear when construction of the store building was completed, it first appears in newspaper advertisements in May 1930 as the "Roosevelt Park Grocery." The store served the Roosevelt Park subdivision located on the south side of Southern Avenue between 7th and 12th Streets, as well as the surrounding areas. Roosevelt Park was platted in 1924 by Maie Bartlett Heard and Dwight B. Heard; the subdivision's large lots offered highly arable land adjacent to the San Francisco Canal, well suited for citrus trees.

The first Phoenix City Directory entry in 1932 shows S. P. Staples and Harry C. Brooks as co-owners of the store. Staples and Brooks remained co-owners of the store until ca. 1949, when Brooks became the sole owner. At that time, the name was changed to the "Harry Brooks Grocery." By 1961, the name had changed to "Cliff's Market," followed by "Kass Food Store" in 1965, although Brooks continued to own the property. In 1970, Brooks sold the property to J. H. and Charlotte M. Richey, who in 1975 split off the eastern portion containing the store and sold it to Kung Tao "Betty" Fong, then sold the western portion to Rocco and Benedict Mancini in 1976. By 1976, the store had been renamed "Valley Spot Market #2"; the Fong family also operated Valley Spot Market #1 at 3317 South 40th Street.

Although the exact dates are unclear, aerial photos show that the original store had a rear addition by 1949. Unlike the original building, which was constructed of masonry and had a flat roof with a raised parapet, the addition had a low-pitched gable roof and was built of adobe. In 1977, a second addition was built behind the adobe addition; this new addition was used as a residence by the Fong family and was constructed of slump

block. A 1979 aerial photo shows a rear accessory building was also present at that time, although it has since been removed. Aerials also show that a small bathroom addition was built on the west side of the residence between 1991 and 2001; it is still present but is slated for demolition.

By 2008, the property had fallen into disrepair, with the *Arizona Republic* reporting seven major violations from a Maricopa County Environmental Services inspection. There are also newspaper accounts of several robberies taking place at the store over the last 50 years, including a 1981 robbery where a thief shot Betty Fong in the abdomen. Consequently, security bars were installed over the storefronts, and one of the storefront windows was modified to install a smaller sliding window for walk-up customers.

By 2021, the store had closed and was sold to current owner Zebiba Hagos. The following year, Zebiba's sister, Nuraine, was added as an owner. The sisters are the current owners and have commenced rehabilitation work, which includes repair of masonry and adobe walls, stucco repair, exterior and interior concrete repair, window and door repair and replacement, roof repairs and reinforcement of historic roof structure, and other items. The owners' intention is to reopen it for use as a market to serve the community once again.

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

Roosevelt Park Grocery is significant under Criterion A for its association with early commerce in Phoenix, representing the expansion of retail from the central business district to more distant residential areas. The property is also significant under Criterion C as a rare remaining example of a once common type—a neighborhood grocery store built between the turn of the century and the advent of the Great Depression (1900-1931).

The following information is from the publication *Commerce in Phoenix, 1870 to 1942: A Context for Preserving Historic Properties*, prepared by Janus Associates, Inc. for the Arizona State Historic Preservation Office in 1987:

A distinct type of commercial property, the neighborhood retail building represents the essence of both the expanding residential development away from the original townsite, and ethnic, cultural, and economic diversity of Phoenix in the first thirty years of the twentieth century. The development of this type of building had a distinct pattern in terms of location, period, and function. The neighborhood retail establishment flourished from 1900 through the 1920s, then construction virtually halted in the 1930s and 1940s. Trends in the use of the automobile and the regulations of the city's zoning code were the factors that led to the cessation of this type of building.

The result is that today the neighborhood retail commercial building illustrates a particular period in local history, combined with an association with the historic development of all neighborhoods citywide.

Location is the most characteristic quality of this property type. Location of the buildings was always associated with a residential area, usually located at a street intersection. In its earliest and simplest form, it was a free-standing building, nonintrusive and integral with the neighborhood.

The scale of the buildings was always one-story, with the facade at the property line. Often the buildings were adjacent to, or attached to, the owner's dwelling. Construction of this property type was primarily of pressed brick, with some utilizing formed concrete block.

The stylistic appearance was subdued and not overtly articulated. A simple, parapeted Panel Brick Commercial Style was most frequently used. The facades contained arched or flat openings, usually modest in size. The use of large display windows was rare.

This property type represents a direct association with early twentieth century outward growth of residential subdivisions. The increased distance from the downtown business district promoted growth of the neighborhood retail store or business, principally groceries. Their association with the establishment of ethnic neighborhoods is an important characteristic, since the buildings often functioned as a gathering place or focal point within a particular residential area, helping to define its distance identity.

Roosevelt Park Grocery exhibits all the characteristics of the property type outlined above, including its location, building form, single-story height, setback, and building features. Although built many years later, the rear residence is also a characteristic feature of the property type.

As previously mentioned, these buildings have become increasingly rare as many examples have been lost. The subject property is particularly unique, as a portion of it is constructed of adobe. Additionally, it has an association with Asian American heritage that is now 50 years old and may be significant in its own right.

Integrity

Roosevelt Park Grocery retains sufficient integrity of location, setting, design, materials, workmanship, feeling, and association to convey its historic significance. Although Southern Avenue is a much busier thoroughfare than it was in 1929, the general setting remains intact, particularly with the Roosevelt Park Historic District located just to the west of the store. Alterations, which have been minimal, include the sliding storefront window, changes to openings on the side of the building, and the rear additions, which add to the property's significance rather than detract from it. The interior has been gutted, but original trusses are still present and visible in both the original store building and the adobe addition.

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 encompasses 0.28 gross acres. It has been drawn to include the subject building in its entirety with a small buffer around it, as well as the adjacent portion of the right way, as is customary in rezoning cases. The larger parcel, however, has been excluded as it does not contain documented historic resources and the owner wishes to redevelop it in the future.

Findings

The rezoning request Z-75-25-8 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.

Stipulations

None

Writer

Kevin Weight

July 31, 2025

Team Leader

Helana Ruter

Exhibits

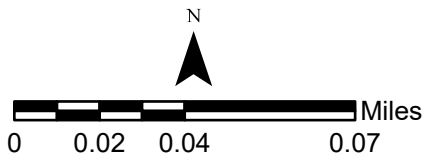
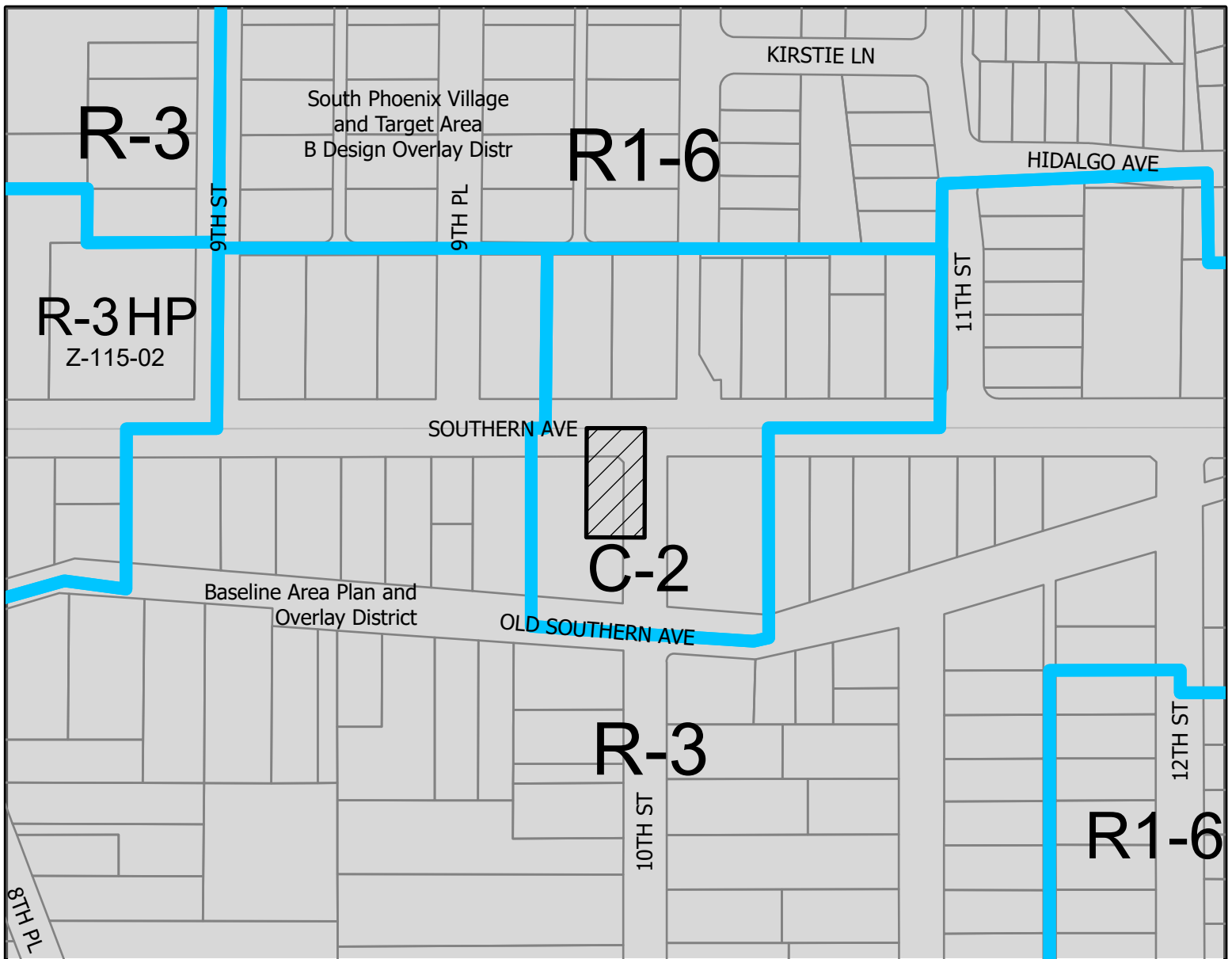
Sketch Map (1 page)

Aerials (2 pages)

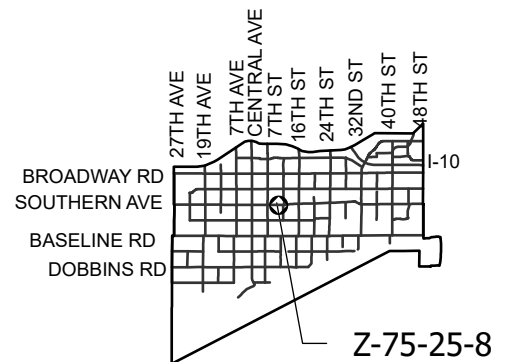
Site Photos (4 pages)

Roosevelt Park Plat Map (1 page)

Newspaper Advertisement (1 page)

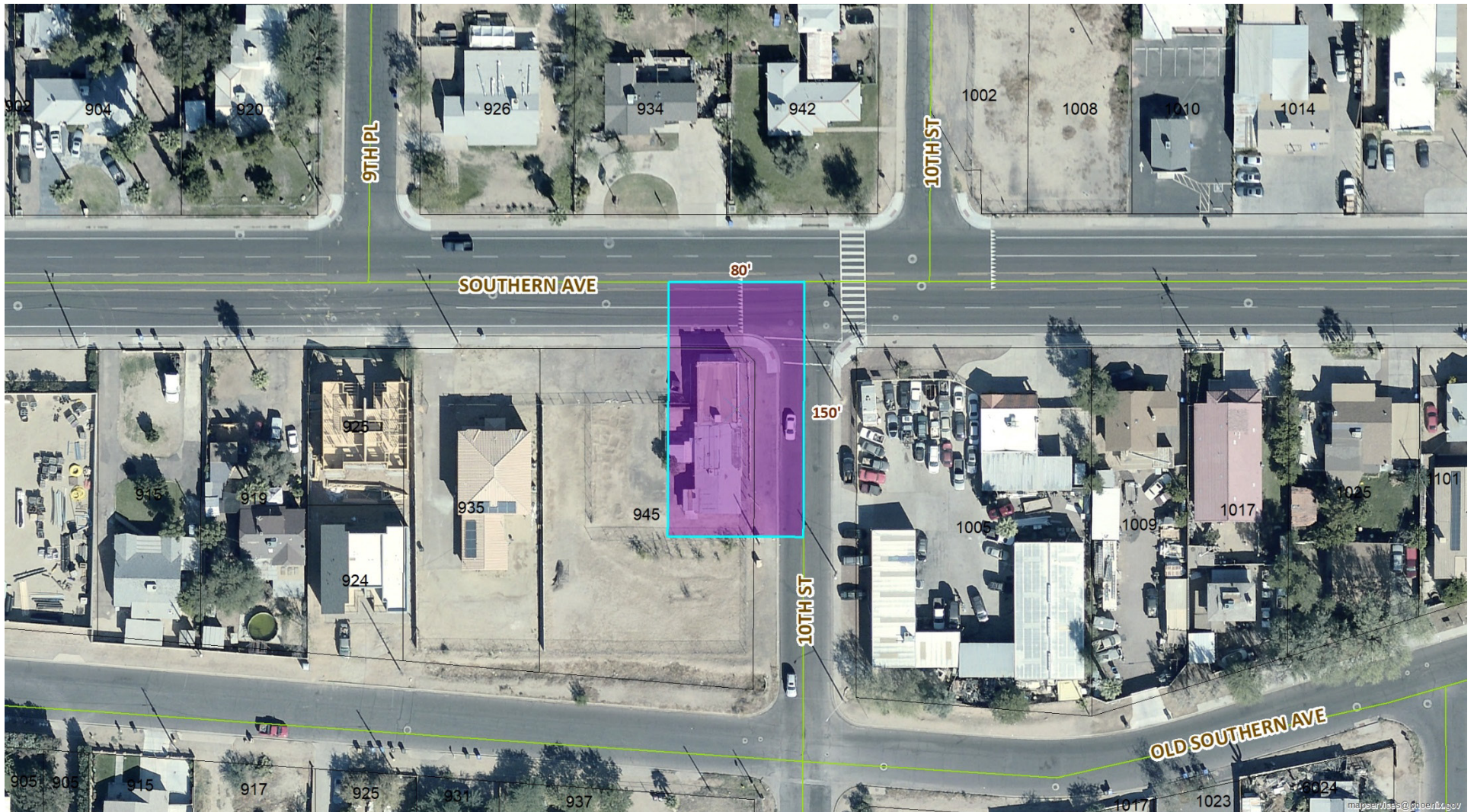


SOUTH MOUNTAIN VILLAGE
COUNCIL DISTRICT: 8



APPLICANT'S NAME: City of Phoenix Historic Preservation Commission			REQUESTED CHANGE:		
APPLICATION NO: Z-75-25-8			FROM: C-2 BAOD (0.28 ac.)		
DATE: 5/29/2025			TO: C-2 HP BAOD (0.28 ac.)		
REVISION DATES:					
AERIAL PHOTO & QUARTER SEC. NO. ZONING MAP					
GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX. 0.28 Acres			QS 2-29 D-8		
MULTIPLES PERMITTED C-2 BAOD C-2 HP BAOD			CONVENTIONAL OPTION 4 4		
			* UNITS P.R.D OPTION 5 5		

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



Roosevelt Park Grocery 945 East Southern Avenue

Proposed Historic Preservation (HP) Zoning Overlay shaded in purple

Z-75-25-8

945 East Southern Avenue
Roosevelt Park Grocery



1949



1979



2025

Aerial photos from 1949, 1979, and 2025 showing building evolution. Original building and adobe addition are present in 1949. Residence addition and accessory building are present by 1979. Accessory building removed and bathroom addition present in 2025.

Z-75-25-8

945 East Southern Avenue
Roosevelt Park Grocery



Photo 1. Exterior view of front of store, looking south from Southern Avenue, March 2025.



Photo 2. Exterior view of front of store, looking southeast from Southern Avenue, March 2025.

Z-75-25-8

945 East Southern Avenue
Roosevelt Park Grocery



Photo 3. Interior view of store, looking north from adobe addition, March 2025.



Photo 4. Interior view of store, looking north from original portion of building, March 2025.

Z-75-25-8

945 East Southern Avenue
Roosevelt Park Grocery



Photo 5. Interior view of store, looking south from original portion of building to adobe addition, March 2025.



Photo 6. Door opening at rear of store, leading to rear residence, showing exposed adobe wall, March 2025.

Z-75-25-8

945 East Southern Avenue
Roosevelt Park Grocery



Photo 7. Exterior view of subject property, with original store building at right, adobe addition at center, and 1977 residence addition at left, looking west from 10th Street, March 2025.



Photo 8. Exterior view of front of store, looking southeast from Southern Avenue, April 2019.

Z-75-25-8

945 East Southern Avenue
Roosevelt Park Grocery

My Name Is S. P. Staples

I wish to announce to the people of the Roosevelt Park District that I have been in the neighborhood for some 12 years but many have not yet found the place. I have tried to help out the church as best I could and will continue to do so. My store is at the corner of Southern Avenue and Tenth St. So if you want a loaf of Bread it will be 10 cents. If you go to town the bus fare is 30c or in your own car, gas and parking about the same. On many other things you will save on just the same.

ROOSEVELT PARK GROCERY

I am a member of the Men's Club.

Advertisement for Roosevelt Park Grocery in *Arizona Republic*, March 29, 1940.