

## Attachment B



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

### **Staff Report: Z-13-18-8 March 12, 2018**

#### **INTRODUCTION**

Z-13-18-8 is a request to establish Historic Preservation-Landmark (HP-L) overlay zoning for Eastlake Park, located at the southeast corner of 15<sup>th</sup> and Jefferson Streets. Maps and photos of the subject property are attached.

#### **STAFF RECOMMENDATION**

Staff recommends that rezoning request Z-13-18-8 be approved.

#### **BACKGROUND**

In July 2000, a panel was appointed to review and make recommendations to the City Council on the City's Historic Preservation Office. "The Ad Hoc Historic Preservation Advisory Panel Report," subsequently approved by the City Council on June 25, 2002, recommended that the City expand and broaden its historic survey and designation program to include more underrepresented properties, such as ethnic heritage sites. In response to the recommendations included in the report, as well as to similar requests made by the Historic Preservation Commission and the public, the Historic Preservation Office developed a five-year Survey and Designation Plan, which was approved by the City Council on June 24, 2003. Among other goals, the Survey and Designation Plan called for the completion of three ethnic historic property surveys—one for African American Heritage (to be completed FY 2003-04), one for Hispanic Heritage (FY 2004-05) and one for Asian American Heritage (FY 2005-06).

In March 2004, the City entered into an agreement with Athenaeum Public History Group to prepare the *African American Historic Property Survey*. It was completed in October 2004. The survey provided a valuable historic context titled "African Americans in Phoenix, 1868-1970" and recommended 29 individual properties and two neighborhoods eligible for listing in the Phoenix Historic Property Register and National Register of Historic Places. Eastlake Park was one of the 29 properties recommended eligible in the survey.

In January 2005, the HP Commission initiated HP zoning for Eastlake Park, along with six other eligible African American properties. The City Council approved the HP zoning application for Eastlake Park (Z-19-05-8) on June 1, 2005.

Since 2005, some of the African American properties have been re-evaluated to determine if they would be eligible for Historic Preservation-Landmark (HP-L) zoning, which is reserved for properties of exceptional historical significance. The first of these,

Tanner Chapel A.M.E. Church, was approved for HP-L zoning on December 15, 2010. A second African American property, George Washington Carver High School, received HP-L zoning on March 1, 2017. After reviewing Eastlake Park, staff determined that it too would qualify for HP-L zoning. Consequently, the Planning Commission initiated this application on January 4, 2018.

## **LANDMARK DESIGNATION**

The rationale for HP-L overlay zoning is explained in Section 808 of the City of Phoenix Zoning Ordinance:

A classification of historic preservation zoning, landmark, is created to recognize that there are some historic properties that possess historic or architectural significance, integrity, distinctive visual character and quality that is a level of exceptional significance among historic properties. Designation by this category gives public recognition of the importance of these properties.

Section 803 of the Zoning Ordinance defines a landmark as:

A structure or site which contains an outstanding or unique example of an architectural style, which contains or is associated with a major historic event or activity, which contains important, intact archaeological resources, which is a site or structure of unique visual quality and identification, or which is a site of general historic or cultural recognition by the community. A landmark shall also meet all criteria for designation as an HP District (as set forth in Section 807.D and 807.E).

The Ordinance further states that landmark designation can occur for a property already within an HP District or in conjunction with designation as an HP District, and that the review and hearing procedures are the same as for regular HP designation. The only exception is that with landmark designation the HP Commission is required to adopt a set of findings documenting the uniqueness and significance of the subject building or site.

## **SIGNIFICANCE**

Eastlake Park qualifies for landmark designation under two of the categories listed in Section 803 of the Zoning Ordinance:

*# 2 – Associated with a major historic event or activity*

*# 5 – A site of general historic or cultural recognition by the community*

The property is exceptionally significant in Phoenix history in two areas: 1) Entertainment/Recreation; and 2) Ethnic Heritage. These two areas are addressed in the narrative below.

### Entertainment/Recreation

Eastlake Park is exceptionally significant as the oldest developed park in the city of Phoenix, dating to 1889. The park was established by Samuel E. Patton, who was born in Pennsylvania and came to Phoenix in 1880 as chief clerk of the military telegraph office. The following year, Patton resigned his government position and became a building contractor. From 1883 to 1886, he had a partnership with architect James M. Creighton. Their work included the Maricopa County hospital (1883), several buildings at Fort Huachuca (1884-1885), Phoenix mayor Emil Ganz's residence (1885) and the Normal School building at Tempe (1885-1886).

In 1887, Patton began construction of his first opera house, which was on Center Street between Washington and Jefferson streets. Completed that same year, the "Patton Opera House" had a large public hall measuring 55 feet wide by 60 feet long with a 12-by-20-foot stage. It was one of the first three-story buildings in Phoenix, with offices on its third floor. Acts from as far away as New York City played at the opera house, which Patton managed.

In 1889, Patton expanded his operations by partnering with Moses H. Sherman to establish a park at Jefferson and Marble (now 16<sup>th</sup>) Streets. Sherman's interest in the park was two-fold—first, he was an investor in the Collins Addition, where the park was located. Second, he owned the Phoenix Street Railway, which was being extended through the Collins Addition and would terminate at the park property. The park was developed as a destination that would attract buyers to the Collins Addition, as well as an area for residents to enjoy while waiting for trolley cars to arrive.

"Patton's Park," as it was called, included a 1,000-seat pavilion, a dancing platform and an 80-by-125-foot "swimming bath," ranging in depth from eighteen inches at one end to seven feet at the other. Several dressing rooms were attached along the front side of the pavilion and bathers entered the pool through a platform at the shallow end. Very popular from its opening day, the park was used for acrobatic, contortionist and trapeze acts; tightrope walking; comical songs and dances; and daredevil performances. The park also became a popular venue for baseball games.

Unfortunately, Patton's fortunes turned shortly afterward when he was unable to pay his tax debt. In 1891, he sold the opera house and it was leased to F.B. Devereaux, who managed it for the next two seasons. Patton left Phoenix for Flagstaff, eventually moving to Williams and Prescott before returning to Phoenix in 1897.

Devereaux also took over management of Patton's Park, which by now was known as "Phoenix Park." An article from the May 20, 1892 edition of the *Arizona Republican* notes that Devereaux was overseeing a theater at the park, which had been "overhauled and placed in first-class shape for summer concerts and entertainments." The scenery from the opera house had been placed in the park theater and the season was set to open the following week. The same article states that the "natatorium is

completed and is being flushed and filled with water” and “will be open to the public tomorrow, if the bathing suits, 100 of which are expected, arrive.” The article concludes that with weekly dances, a gymnasium apparatus and refreshments of all kinds, “Phoenix Park is destined to become a popular pleasure resort during the sweltering summer months.” A later article indicates that Devereaux was planning an elaborate Fourth of July celebration at the park, including a spectacular fireworks display.

An 1895 newspaper article reported that B.N. Pratt, who was manager of the streetcar line (as well as Sherman’s brother-in-law), was “spending money freely” on Phoenix Park. The article noted, “He seems determined to make it as attractive a summer resort as possible. Of course, he expects to get his money back again by increased patronage of the car line.” Additional improvements were made to the swimming baths, and a new floor was laid in the pavilion.

Major changes came to the park in 1902 when the athletic field was moved further south, and a new lake was created in its place. A February 9, 1902 newspaper article describes it as “a beautiful lake a quarter of a mile in circumference with an island in the center 35 feet high.” The article further states, “In laying out the lake, thought has been taken for the picturesque and nowhere on its margin is there a stretch of straight shore line.” Plans also called for a new boat house, swings and drinking and ornamental fountains.” However, it noted that “the greatest convenience of all is the new loop in the street car track ... The trip to the east end of the line and back can be made without stopping ... Passengers will be taken directly to the door of the bath house and to the new park entrance.” The park also offered free admission to patrons of the street cars. That same year the name of the park was changed to “Eastlake” to reflect the presence of the lake and the park’s location on the east side of town.

In 1910, the park was annexed to the Phoenix townsite, and in 1914 it was acquired by the City of Phoenix. The City eventually filled in the lake, and by 1927 a new swimming pool had been constructed, along with a pump house. This was followed by a new bath house in 1937, a band shell and amphitheater in 1945 and a recreation hall in 1950. The bath house was funded by the Works Progress Administration (WPA).

Other improvements completed during this era include a wading pool (1926) and playground equipment, a tennis court, a softball field and two horseshoe courts (1936), although these features are no longer present. Beginning in 1933, the Phoenix Police Department operated a pistol range at the park, but it closed when materials were diverted to the war effort during World War II.

The following existing features in Eastlake Park contribute to its historic character and should be preserved:

- Swimming pool (1927)
- Pump house (1927)

- Palms lining north, west and south sides of park (ca. 1930, some removed pre-1969; newly planted palms along north side of park along Jefferson Street also included)
- Ball field (1936, rededicated 2001 as “Randy Johnson Field”)
- Bath house (1937, addition 1953)
- Band shell and amphitheater (1945)
- Recreation hall (1950, addition & renovations 1990)

### Ethnic Heritage

Eastlake Park is exceptionally significant for its role in African American history in Phoenix. For over 100 years, it has hosted many important cultural events, including lectures, protests and celebrations. It has also served as an important gathering place where African Americans have held neighborhood meetings, picnics, concerts, sports and other recreational activities. No other park is as closely associated with the local African American community as is Eastlake.

Several significant events occurred at Eastlake Park in the early 1900s. One of the first was the first local celebration of the issuance of the Emancipation Proclamation, which took place on September 22, 1909, with Governor Richard E. Sloan as the keynote speaker.

Two years later, nationally recognized African American leader Booker T. Washington spoke at the park at the “Great Emancipation Jubilee.” The event lasted for three days, with Washington speaking each day and Phoenix Mayor Lloyd B. Christy and George U. Young, Secretary of the Arizona Territory, also featured as speakers.

In June 1921, the community celebrated “Emancipation Day” or “Juneteenth” for the first recorded time, at Eastlake Park. The Juneteenth Celebration marked the anniversary of rural African Americans in Texas learning that slaves had been emancipated. During the celebration, over 500 African Americans went to Eastlake Park to participate in parades, hear speeches, listen to music and enjoy picnics. The committee in charge of the event made a plea to employers of African Americans to give them the day off for the celebration, which was to occur only once a year.

Beginning in 1925, the *Arizona Republican* newspaper held its first “Colored Children’s Picnic” at Eastlake Park. The picnic became a very popular annual event, taking place each year through 1941. In addition to food, music and dancing, the festivities included various foot races, swimming races, and games. By the 1930s, the newspaper was also sponsoring a separate picnic for Mexican children, also at Eastlake Park, and a picnic for white children, at Riverside Park.

On October 9, 1932, a demonstration took place at Eastlake Park to protest the planned execution of nine African American men in Alabama (later known as the “Scottsboro Boys”), who had been unjustly convicted of raping two white women. The protest was

part of “Scottsboro Week” activities planned across the country by the International Labor Defense and Communist Party.

In 1933, Phoenix voters approved a \$1.9 million bond election which dedicated \$915,000 for the City’s parks program. Under the program, Eastlake was designated as a “Class B” district recreational park “for the colored citizens of the community.” During this time, many of the existing features were constructed, including the baseball field, bath house, band shell and amphitheater and recreation hall. These improvements were crucial to the African American community, as this is where many black residents met to dance, play and socialize.

During the Civil Rights Era, many protests and demonstrations were held at Eastlake Park. In 1948, a crowd of approximately 1,000 people listed to African American activist Claudia Jones speak about equal rights for African Americans. In 1963, the Maricopa County chapter of the NAACP held a demonstration to protest discrimination in employment, education, public accommodations and housing in Phoenix. That same year nearly 1,000 Freedom Marchers assembled in Eastlake Park and marched to City Hall with a list of grievances against the City, County and State. They met with Mayor Sam Mardian, who appointed a Human Relations Commission and adopted an equal employment creed for the City.

In January 1986, as momentum increased to recognize a holiday celebrating the birthday of Martin Luther King, Jr., a march was organized from Eastlake Park to the state capitol, where a special program would take place in the rotunda, followed by a festival at Wesley Bolin Memorial Plaza. Organizer Gene Blue stated, “It will be a march reminiscent of the civil-rights days—no floats, no bands, no music. Just people.” An estimated 15,000 people from across the state participated in the march.

The march was successful, as Governor Bruce Babbitt signed an executive order in May 1986 creating a paid state MLK holiday. However, the success was short-lived, as Babbitt left office the following year and his successor, Evan Mecham, reversed Babbitt’s decision just days after becoming governor. After several months of criticism, Mecham declared a non-paid MLK holiday on the third Sunday in January. However, reaction across the state to the non-paid holiday was generally poor.

At the MLK birthday celebration held at Eastlake Park in January 1990, activists expressed their determination to carry on the fight for a paid holiday honoring King. Later that year Arizona voters were given the opportunity to vote on the issue. That same year, the National Football League threatened to move Super Bowl XXVII, which was planned for Arizona in 1993, if the MLK holiday was voted down. In the November election, the voters were offered two King Day options: Proposition 301, which replaced Columbus Day on the list of paid state holidays; and Proposition 302, which merged Lincoln’s and Washington’s birthdays into one paid holiday to make room for MLK Day. Both measures failed to pass, with only 49 percent of voters approving Prop. 302, the more popular of the two options, although some who voted “no” on 302 voted “yes” on Prop. 301. Consequently, the state lost the chance to host Super Bowl XXVII, which

was held at the Rose Bowl in Pasadena, California. In a 1992 referendum, Arizona voters, this time given only one option for a paid King Day, approved state-level recognition of the holiday.

In 1997, a civil rights memorial titled "Peace" was created to commemorate Eastlake Park's history. Designed by Ronald Turner and Shannon Owen, the memorial includes a large Arizona flag along with a 10-foot-long bronze model of Eastlake Park as it appeared in 1895. It also includes a timeline of important local and national events relating to civil rights. Part of the inscription on the memorial reads, "Eastlake Park's history is one of peace rather than confrontation. During the turmoil over civil rights in the state and nation, Eastlake Park provided a haven where discussion outweighed strife, where people met to protest peacefully and where children played without care of the times."

### **ADDITIONAL CRITERIA**

According to Section 807.D of the Zoning Ordinance, 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.

In this case, the park itself dates to 1889, with many of the existing improvements from to the 1927-1950 era, thus meeting the age requirement. It also retains sufficient integrity to convey its historical significance, even though some of its features have been altered or removed.

Section 807.E further 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-L zoning boundaries follow the current HP zoning boundaries, as well as the current and historic park boundaries. The total area to be rezoned is 11.28 acres.

## **CONCLUSION**

The rezoning request Z-13-18-8 to establish Historic Preservation-Landmark (HP-L) overlay zoning for Eastlake Park should be approved for the following reasons:

1. The property meets the requirements for landmark designation set forth in Sections 803 and 808 of the Zoning Ordinance;
2. The property also meets the eligibility criteria for age and integrity set forth in Section 807.D; and
3. The proposed boundaries meet the eligibility criteria outlined in Section 807.E.

### Writer

K. Weight

3/12/18

### Team Leader

M. Dodds

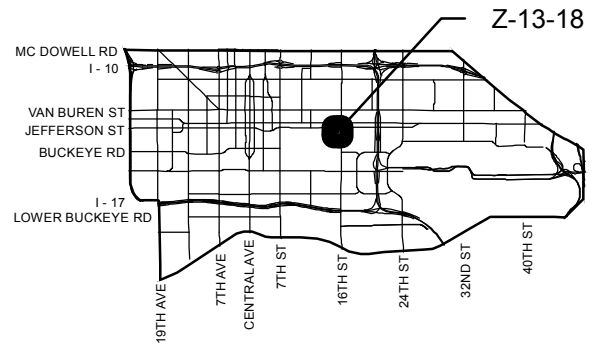
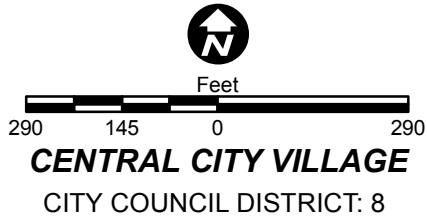
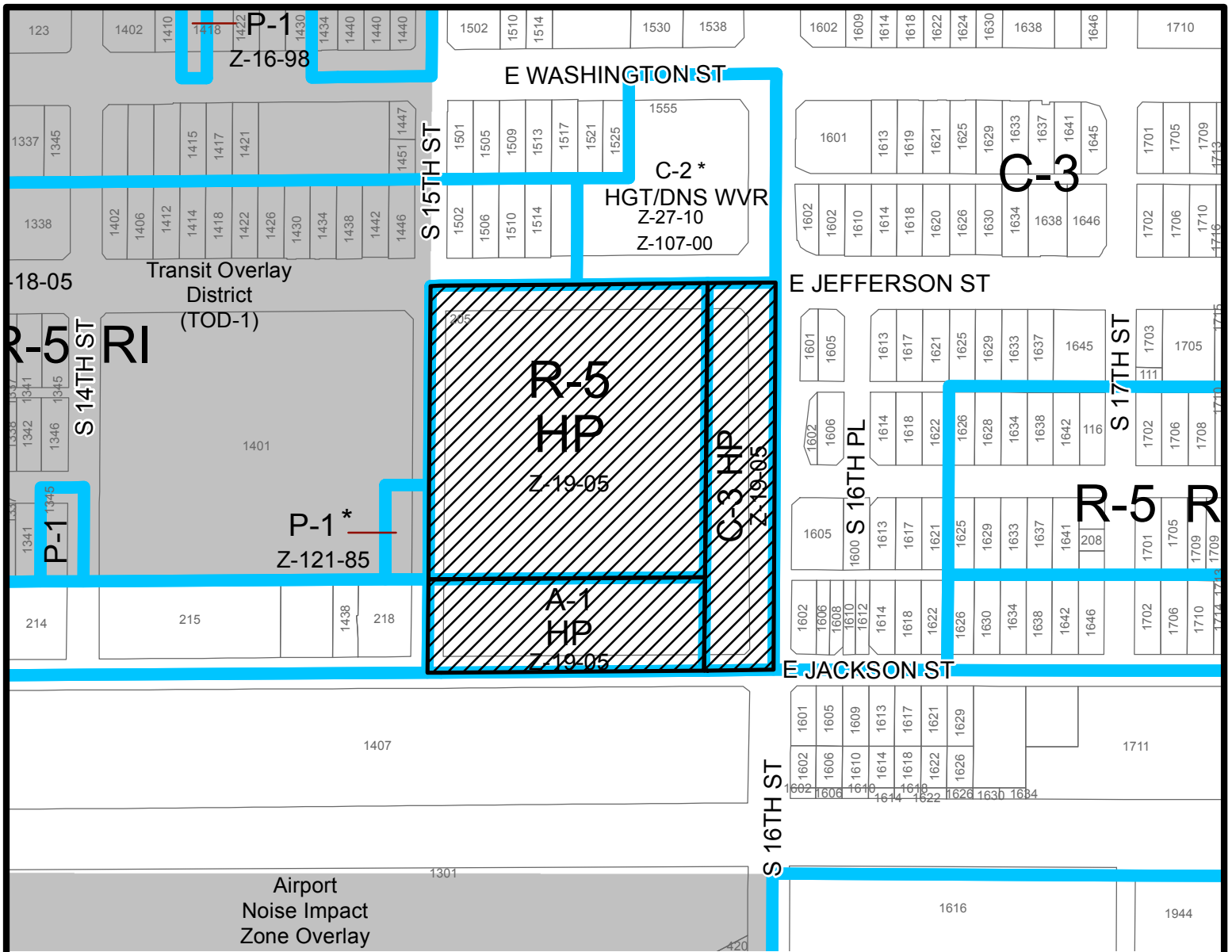
### Attachments

Sketch Map (1 page)

Aerials (2 pages)

Photos (4 pages)





APPLICANT'S NAME: City of Phoenix Planning Commission

APPLICATION NO. Z-13-18

GROSS AREA INCLUDING 1/2 STREET  
AND ALLEY DEDICATION IS APPROX.

11.28 Acres

DATE: 2/23/2018

REVISION DATES:

2/27/2018

AERIAL PHOTO &  
QUARTER SEC. NO.

QS 10-30

ZONING MAP

F-9

#### REQUESTED CHANGE:

FROM: A-1 HP ( 2.18 a.c.), C-3 HP ( 2.24 a.c.), R-5 HP ( 6.86 a.c.)

TO: A-1 HP-L ( 2.18 a.c.), C-3 HP-L ( 2.24 a.c.), R-5 HP-L ( 6.86 a.c.)

#### MULTIPLES PERMITTED

A-1 HP, C-3 HP, R-5 HP

A-1 HP-L, C-3 HP-L, R-5 HP-L

#### CONVENTIONAL OPTION

N/A, 32, 298

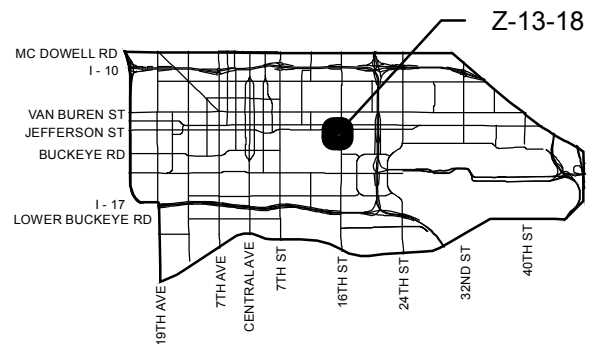
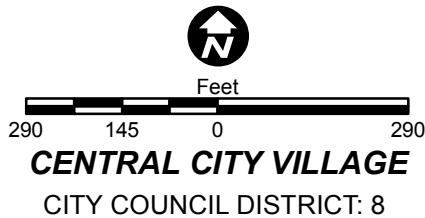
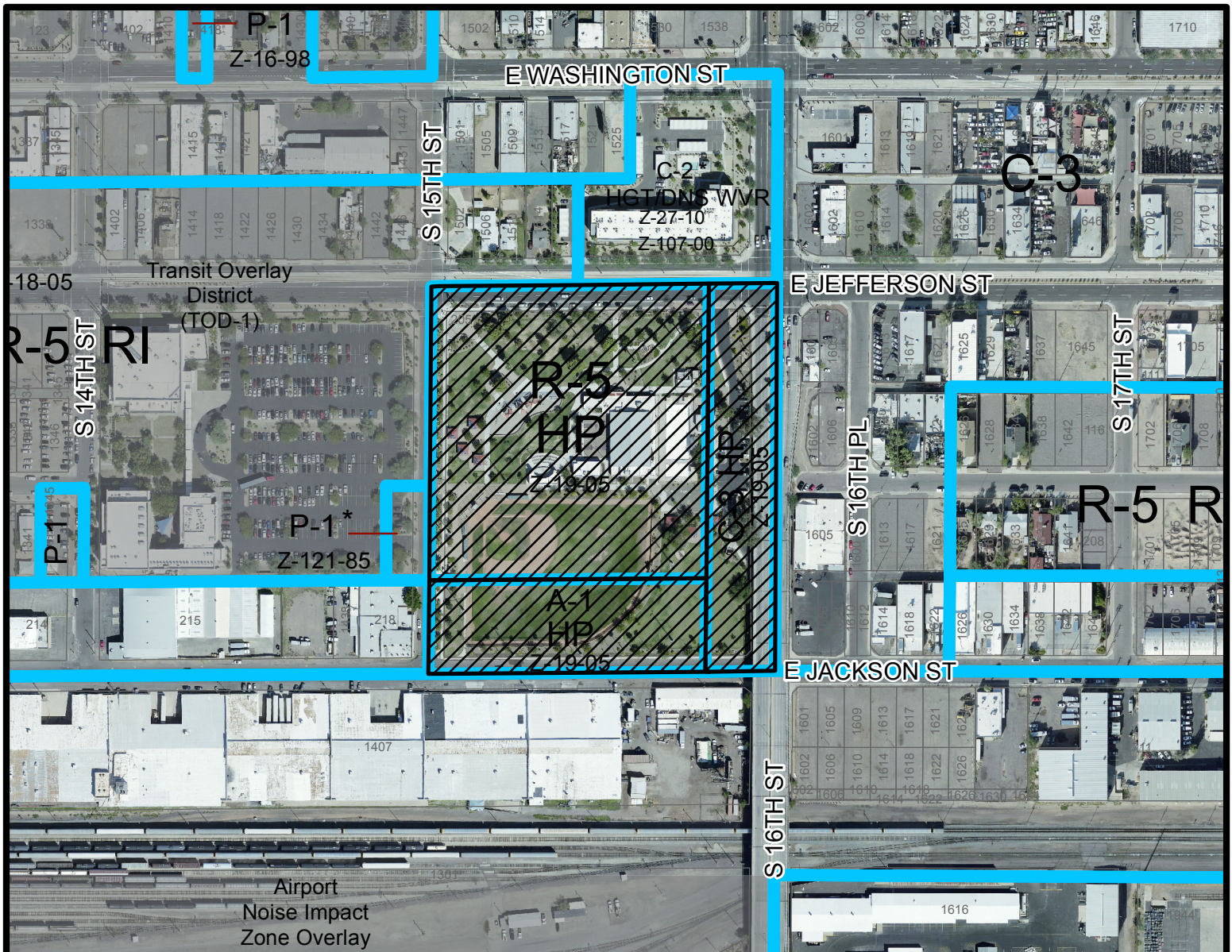
N/A, 32, 298

#### \* UNITS P.R.D. OPTION

N/A, 39, 358

N/A, 39, 358

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



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**MULTIPLES PERMITTED**

A-1 HP, C-3 HP, R-5 HP

A-1 HP-L, C-3 HP-L, R-5 HP-L

**CONVENTIONAL OPTION**

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**Eastlake Park**  
**205 S. 15<sup>th</sup> St. / 1549 E. Jefferson St.**  
**Proposed Historic Preservation-Landmark (HP-L) Zoning Overlay**  
**(shaded in yellow)**



**Z-13-18-8**  
Eastlake Park



**Photo 1.** View of sign at park entrance, looking southeast from corner of 15<sup>th</sup> and Jefferson Streets.



**Photo 2.** View of swimming pool, looking southeast from north end of pool.



**Photo 3.** View of pump house, looking southeast from front lawn.



**Photo 4.** View of historic streetscape, looking southeast from corner of 15<sup>th</sup> and Jefferson Streets.



**Z-13-18-8**  
Eastlake Park



**Photo 5.** View of ball park, looking southwest from outfield fence, with historic palms in background.



**Photo 6.** View of bath house, looking west from east parking lot.



**Photo 7.** View of band shell and amphitheater, looking south from lawn.



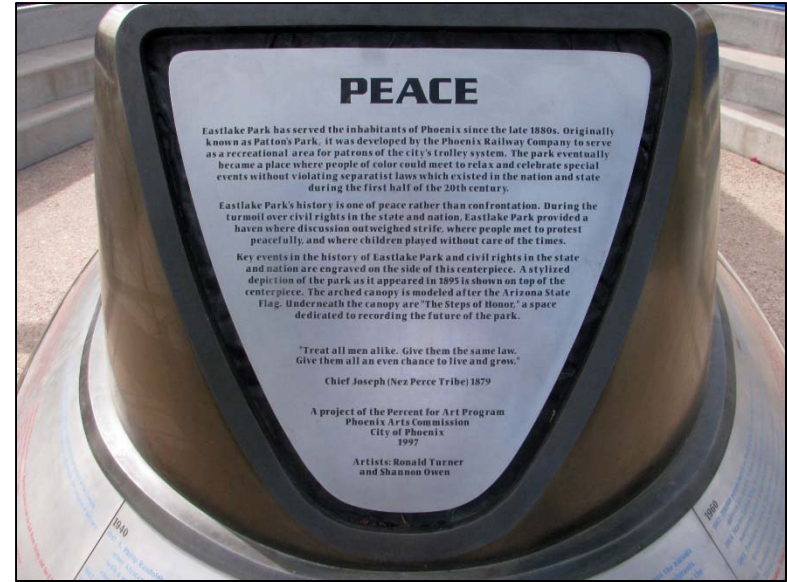
**Photo 8.** View of recreation hall, looking south from front sidewalk.



## Z-13-18-8 Eastlake Park



**Photo 9.** View of civil rights memorial, looking southeast from front lawn.



**Photo 10.** Close-up view of civil rights memorial, looking south.



**Photo 11.** Close-up view of civil rights memorial, looking north.



**Photo 12.** Close-up view of civil rights memorial, looking southeast.



**Z-13-18-8**  
Eastlake Park



**Photo 13.** Postcard of Eastlake Park, postmarked 1913.



**Photo 14.** African American band concert at Eastlake Park bandshell, ca. 1950.