



City of Phoenix

PLANNING & DEVELOPMENT DEPARTMENT
HISTORIC PRESERVATION OFFICE

Staff Report: Z-31-17-7 June 12, 2017

INTRODUCTION

Z-31-17-7 is a request to establish Historic Preservation (HP) overlay zoning for the property known historically as the Clinton Campbell House, located approximately 425 feet south of the southeast corner of 4th Avenue and Fillmore Street [357 North 4th Avenue]. Maps and photos of the subject property are attached.

STAFF RECOMMENDATION

Staff recommends that rezoning request Z-31-17-7 be withdrawn.

BACKGROUND

On March 6, 2017, the property owner, Glasir Capital Partners LLC, filed an application to demolish the subject property. At the time, the property had not been determined eligible for historic designation. However, the demolition application was subject to a 30-day hold because the building was over 50 years old and had been converted to commercial use. During the 30-day period, HP staff researched the property and determined it was eligible for HP zoning. On April 4, 2017, the HP Commission initiated HP zoning for the property, prior to the end of the 30-day hold.

Once the HP zoning was initiated, the HP Officer denied the demolition request and a hearing was scheduled, per Section 806.E.3 of the Zoning Ordinance. The hearing was originally scheduled for April 24, 2017, but it was continued twice at the request of the applicant, first to May 23, 2017 and then May 31, 2017. On May 31, 2017, the HP Hearing Officer approved the demolition request on the basis of economic hardship, in accordance with Section 814 of the Zoning Ordinance. However, on June 5, 2017, the HP Hearing Officer's decision was appealed by Jennifer Boucek of Preserve Phoenix. The case will be heard by the HP Commission on June 19, 2017, which is the same date the HP Commission will review this HP zoning application.

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

The subject property meets Criterion B for significance due to its association with early Phoenix builder Clinton Campbell. Campbell was one of the city's leading citizens and was responsible for the construction of many of Arizona's finest buildings. Examples of his work include the Arizona State Capitol Annex, several structures at Arizona State University, the University of Arizona and the Phoenix Indian School, the Phoenix Y.M.C.A. and the Cochise County Courthouse in Bisbee.

Clinton Campbell

Clinton Campbell arrived in Phoenix in 1891. He was originally from Prince Edward Island, Canada, but became a naturalized U.S. citizen in 1900. He spent five years in Colorado before moving to Phoenix. Upon arriving in Phoenix, he established a contracting firm known as "Campbell, Connell & Co."

By 1901, Campbell had achieved enough success as a builder that he was featured in a publication titled *Portrait & Biographical Record of Arizona*. The article described him as "an unusually successful contractor and builder" and noted that "his skillful handiwork is seen in many of the prominent residences and public buildings" in Phoenix. It also noted that Campbell "has built several residences for himself in Phoenix, and is living in a commodious and comfortable structure at No. 515 North Fourth Avenue." He was also a stockholder and director of the Alhambra Brick Company.

In 1906, a special anniversary edition of the *Arizona Republican* included a profile of Campbell. It stated that he "has become prominent as one of the most successful contractors of western Arizona. Many of the handsomest residences and business blocks erected in this city during the past decade are the product of his successful bidding and skill as a contractor, and have been executed under his direction." That same year Campbell became chairman of the board of trustees of School District #1.

Campbell would go on to hold many important positions in Phoenix. In 1910, he was elected vice president of the newly formed Phoenix Merchants' & Mechanics' Protective

Association. In 1915, he was a candidate for the City Commission (now City Council) but was not elected; the newspaper noted that he “did not engage in an active campaign.” In 1917, Campbell founded the Phoenix Brick Yard. In 1920, he became president of the newly organized Builders’ Exchange of Phoenix and was elected to the board of governors of the Water Users’ Association. He was also a member of the “Committee of 100” to oversee the Maricopa County highway program. In 1922, an Arizona Chapter of the Associated General Contractors of America was created and Campbell became its first vice president.

In 1931, Campbell was appointed to the Arizona Commission of Agriculture & Horticulture by Governor George W.P. Hunt. He became chairman in 1932 and served in this position until his death in 1937. Also in 1932, Campbell created the corporation of Clinton Campbell Contractor, Inc., along with Archibald R. Campbell and Louise Hartman. The company still exists today.

Campbell’s Association with 357 North 4th Avenue

It is unclear when Campbell acquired the subject property, but in 1895 his wife, Lena, purchased the adjacent lot to the north from Mr. & Mrs. P.L. Kay for \$50. The city directory from that same year indicates that Clinton Campbell lived on North 4th Avenue in “South Villa Place.” In 1899, a newspaper article reported a fire starting in Campbell’s barn at 513 N. 4th Ave. The house also caught on fire, as did another house to the north owned by Campbell and occupied by his brother-in-law, C.M. Seaman. The article states that the two burned buildings were “almost new brick cottages worth, one about \$2,000 and the other about \$1,600.”

The 1900 Census records show Campbell owned 515 North 4th Avenue and lived there with his wife (Lena), two sons, and a lodger. The house to the north, 525 North 4th Avenue, was rented by Charles Seaman, his wife and son, and a lodger. That same year the Campbells mortgaged the two lots to Anthony G. Hubbard of Redlands, California for \$3,500.

The 1911 and 1915 Sanborn fire insurance maps confirm that the addresses of the two houses had changed from 515 and 525 North 4th Avenue to 357 and 361 North 4th Avenue. Interestingly, both maps show a 1-story house with a 2-story rear sleeping porch and a wood shingle roof at 357 North 4th Avenue. However, the 1946 and 1949 Sanborn maps show a flat roof with a parapet and no sleeping porch. Oblique aerial photos from 1930 and 1957 also show a flat roof with a parapet and no sleeping porch. It is unclear whether the roof actually changed between 1915 and 1930 or if the Sanborn maps are incorrect. If the roof did change, Campbell was still the owner during that time and would have been the one to change it.

Although he continued to own the subject property until his death in 1937, Campbell appears to have moved out around 1911. A newspaper advertisement placed by Campbell that year indicated there would be an auction at 357 North 4th Avenue in which “I will sell all of my household effects in my house that I now occupy,” followed by

a list of all the items for sale. The 1912 and 1913 Phoenix City Directories show Campbell had moved to 350 South 1st Street. By 1914, he was back living at the rental property at 361 North 4th Avenue. The following year, he moved to 302 West Lynwood Street, where he remained until at least 1925.

By 1928, the Campbells had moved to Lower Tempe Road & Mountain View (now 24th Street), where they continued to live until at least 1933, when Lena died. By 1935, Mr. Campbell had married his second wife, Christine, and moved to 1814 North 12th Street. The following year, he moved back to the rental house at 361 North 4th Avenue, where he lived until he died in 1937. Christine apparently continued to live in the rental house until she died in 1965.

It should be noted that the rental house was identified as eligible in a survey of 19th century architecture commissioned by the City in 1991 and was subsequently listed on the National Register of Historic Places in 1994. It was demolished in 1999. Curiously, the subject property was not referenced in the 1991 survey and was believed to have been demolished in the 1994 National Register nomination.

Among Campbell's many residences, he lived in the house at 357 North 4th Avenue the longest. He occupied it for at least 12 years (from 1899 to 1911), and possibly as long as 16 years (if it is assumed that Campbell's house in the 1895 City Directory is this one and not the rental house). He lived at 302 West Lynwood Street for approximately 10 years and at 1814 North 12th Street for only one or two years. The other houses have all been demolished.

Post-Campbell History of 357 North 4th Avenue

After the Campbells moved out of 357 North 4th Avenue around 1911, it was occupied by a succession of renters. These include James C. Reed, a real estate dealer, who lived there from 1919 to 1925, and Herman E. Gerdes, a veterinarian, who occupied the house from 1928 to 1937.

In 1932, Clinton & Lena Campbell conveyed the two lots in La Villa Place (357 & 361 North 4th Avenue) to Clinton Campbell Contractor, Inc., along with several other properties. In 1944, the corporation sold 357 North 4th Avenue to Audrene Malone. In 1948, Ms. Malone obtained a building permit for a concrete block two-unit addition; the cost of work was reported to be \$3,000. In 1953, a second building permit was issued to Ms. Malone for a masonry two-unit addition to an apartment at 357 North 4th Avenue; again, the cost of work was \$3,000.

In 1982, the City issued a Certificate of Occupancy to convert the property from residential to commercial. At that time, it was occupied by the Sojourner Center, a domestic violence shelter. In 2015, the current owner acquired the property. While in escrow, Glasir Capital Partners LLC filed for demolition. The City approved the permit on August 5, 2015 and extended the time frame for the approval on October 1, 2015. At the time, the property had not been determined eligible for HP zoning. When the

current owner re-applied for demolition in March 2017, the new 30-day hold was in place and the property was researched and deemed eligible for historic designation.

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 includes Lot 30 of La Villa Place in its entirety, where the subject property is located. It also includes the adjacent street and alley right of way, which is customary for rezoning applications. The adjacent lots are not included since the north lot where the rental house was located is now vacant and the apartments at the rear of the south lot are not associated with Campbell.

CONCLUSION

Staff finds that the subject property is eligible for HP overlay zoning. The property meets the significance, age, and integrity requirements for HP overlay zoning set forth in Section 807.D of the Zoning Ordinance and the proposed boundaries meet the eligibility criteria outlined in Section 807.E.

Although the property satisfies the eligibility criteria, staff recommends the Commission affirm the HP Hearing Officer's decision of May 31, 2017 by withdrawing the application. Upon information and belief, the house is not in a condition where it may be rehabilitated or moved in an economically viable and feasible way. This fact coupled with the location of the house on the parcel lends reasonable support for the hearing officer's decision.

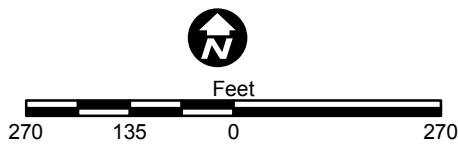
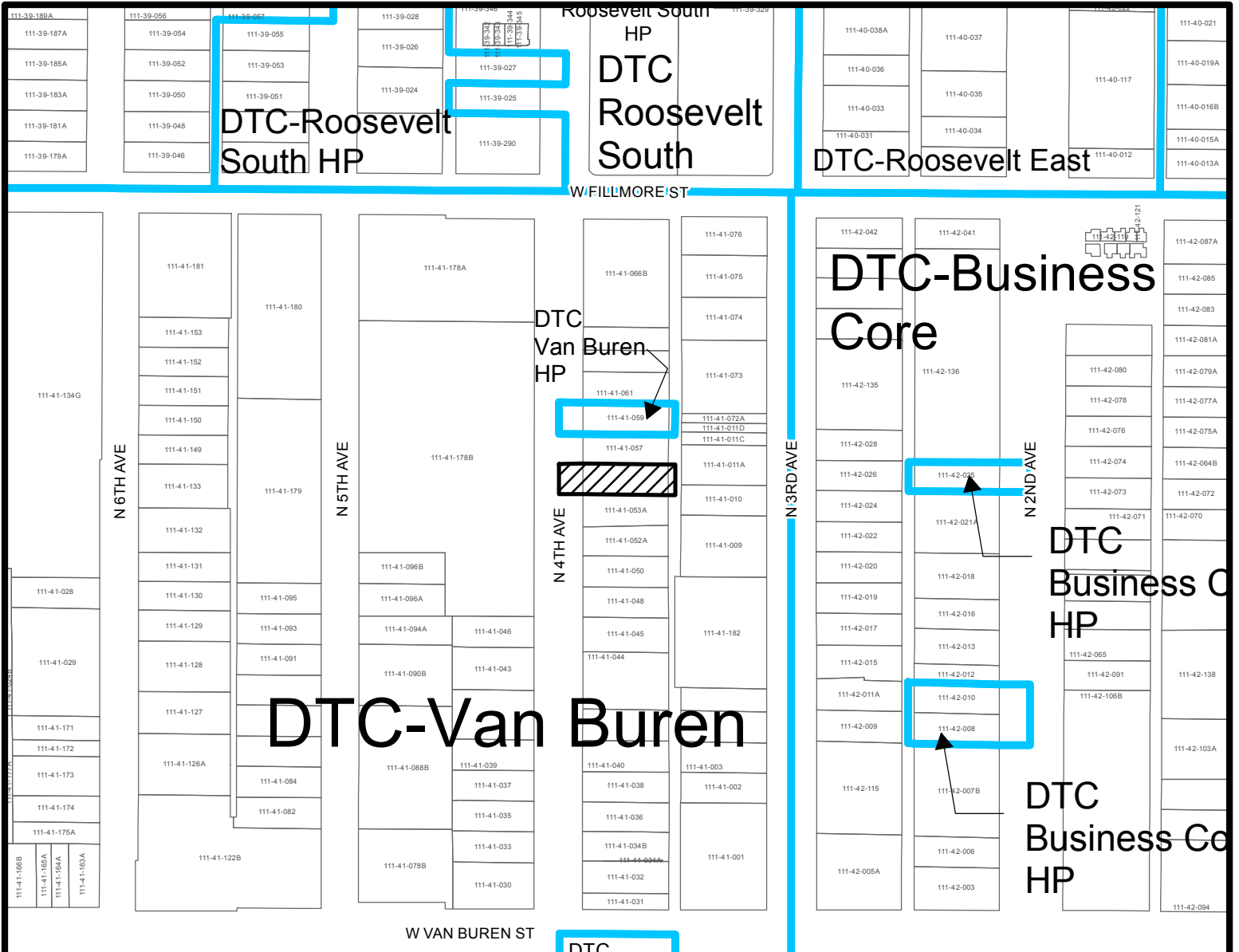
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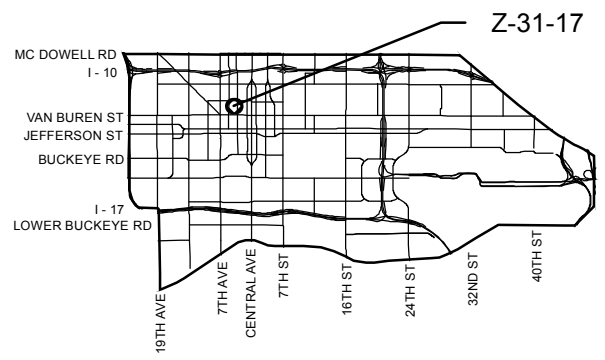
Attachments:
Sketch Map (1 page)

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Aerial (1 page)
Photos (5 pages)



CENTRAL CITY VILLAGE
CITY COUNCIL DISTRICT: 7



APPLICANT'S NAME: City of Phoenix Historic Pres Commission		REQUESTED CHANGE:	
APPLICATION NO. Z-31-17		FROM: DTC - Van Buren, (0.22 a.c.)	
DATE: 05/01/2017		TO: DTC - Van Buren HP, (0.22 a.c.)	
GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX. 0.22 Acres		REVISION DATES:	
AERIAL PHOTO & QUARTER SEC. NO. QS 11-27		ZONING MAP F-8	
MULTIPLES PERMITTED		CONVENTIONAL OPTION	
DTC - Van Buren		48	
DTC - Van Buren HP		48	
		* UNITS P.R.D. OPTION	
		N/A	
		N/A	
* Maximum Units Allowed with P.R.D. Bonus			



Clinton Campbell House
357 North 4th Avenue
Proposed Historic Preservation (HP) Zoning Overlay

Z-31-17-7
Clinton Campbell House
357 North 4th Avenue



Photo 1. View of subject property, looking southeast from 4th Avenue.



Photo 2. View of subject property, looking northeast from 4th Avenue.



Photo 3. View of subject property, looking southeast from front yard.



Photo 4. View of subject property, looking northeast from front yard.

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Clinton Campbell House

357 North 4th Avenue



Photo 5. View of adjacent property to north, looking northeast from 4th Avenue.



Photo 6. View of historic house north of adjacent property, looking northeast from 4th Avenue.



Photo 7. View of subject property, looking southeast from 4th Avenue in front of adjacent lot to north.



Photo 8. View of subject property, looking southwest from rear of adjacent lot to north.

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Clinton Campbell House
357 North 4th Avenue



Photo 9. View of adjacent property to north, looking northwest from rear of lot.



Photo 10. View of subject property, looking west from rear of lot.



Photo 11. View of subject property, looking northwest from adjacent apartment building to south.



Photo 12. View of subject property, looking northwest from adjacent lot to south.

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Clinton Campbell House
357 North 4th Avenue



Photo 13. Close-up view of southeast corner of house, looking west from rear yard.



Photo 14. Interior view of house, looking through hole at southeast corner.



Photo 15. View of subject property, looking northeast from adjacent lot to south.



Photo 16. View of apartments at rear of adjacent lot to south, looking south from rear yard.

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Clinton Campbell House
357 North 4th Avenue



Photo 17. View of apartments at rear of adjacent lot to south, looking southeast from subject property.



Photo 18. View of adjacent property to south, looking east from front yard.



Photo 19. View of adjacent property to south, looking east from 4th Avenue.