

Historic Preservation Plan
For the
CITY OF GLENDALE
Arizona



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Arizona

Prepared for:
The City of Glendale
Historic Preservation Commission
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Preface

Historic Preservation is a key component in the fabric of the City of Glendale. Preservation activities throughout the history of Glendale have been conducted on a “case-by-case” basis. With the City of Glendale approaching “build-out” within the next ten years and the depleting supply of land available for development, has brought about an increased need to develop a Preservation Plan and Implementation Program for the City.

The lack of a Historic Preservation Plan thus far has resulted in a patchwork of various organizations to address the special needs of specific historic resources without regard to the overall stewardship plan that ties these facilities together.

The Glendale Historic Preservation Plan is a critical component in the City’s broader efforts in long-range planning to anticipate and manage growth during the next 25 years. As an ever-increasing proportion of the building inventory reaches 50 years of age and potential eligibility for the National Register, the need for a Historic Preservation Plan becomes essential for the protection of cultural resources. Historic preservation issues will increasingly affect planning for economic redevelopment, high-density housing, and transportation corridors.



Sahuaro Ranch

**LEGAL BASIS FOR
HISTORIC
PRESERVATION**

**National Preservation
Act of 1966**

Zoning Regulations

1.0
Introduction

Historic preservation as a valid public purpose was clearly established during the twentieth century. The U.S. Constitution recognizes that the states have the right to use the police power to regulate the use of private property and provide public controls over land use, *Euclid v. Ambler (1926)*. The U.S. Supreme Court specifically recognized historic preservation as a legitimate function of government and historic preservation laws as an appropriate means to accomplish historic preservation in *Penn Central Transportation Co. v. City of New York, 438 U.S. 104 (1978)*.

Further, the National Historic Preservation Act of 1966 16 U.S.C. § 470 et. Seq. declared historic preservation to be a legitimate government function and established the basis for Federal leadership. It authorizes the National Register of Historic Places, which recognizes historic properties of national, state and local significance.

In Arizona, historic preservation is accomplished through the zoning power, which allows local governments to regulate the use of property. In accordance with State Enabling Legislation: A.R.S. §9-462.01(A)(10) Zoning regulations; public hearing; definitions ... (A) Pursuant to the provisions of this article, the legislative body of any municipality by ordinance may in order to conserve and promote the public health, safety and general welfare. (10) Establish districts of historical significance provided that:

- (a) The ordinances may require that special permission be obtained for any development within the district if the legislative body has adopted a plan for the preservation of districts of historical significance, which meets the requirements of subdivision (b) of this paragraph, and the criteria contained in the ordinance are consistent with the objectives set forth in the plan.
- (b) A plan for the preservation of districts of historical significance shall identify districts of special historical significance, state the objectives to be sought concerning the development of preservation of sites, area and structures within the district, and formulate a program for public action including the provision of public facilities and the regulation of private development and demolition necessary to realize these objectives.
- (c) The ordinance establishing districts of historical significance shall set forth standards necessary to preserve the historical character of the area so designated.
- (d) The ordinances may designate or authorize any committee, commission, department or person to designate structures or sites of special historical significance in accordance with criteria contained in the ordinance, and no designation shall be made except after a public hearing upon notice of the owners of record of the property so designated. The ordinances may require that special permission be obtained for any development affecting the structures or sites.

PLANNING FOR HISTORIC PRESERVATION

**Growing Smarter
A.R.S. §9-461.05(E)(7)**

(E) "The General Plan shall include for cities of fifty thousand or more... (7) a conservation, rehabilitation and redevelopment element consisting of plans and programs for: (a) the elimination of slums and blighted areas; (b) community redevelopment, including housing sites, businesses and industrial sites and public building sites ; (c) neighborhood preservation and revitalization; (d) other purposes and authorized by law."

The recent Grow Smarter legislation recognized the importance of plans that addressed particular resources, areas or identified issues and needs of the community. It notes that (A) "The Planning Agency may...prepare specific plans based on the General Plan and drafts of such regulations, programs and legislation as may in the judgment of the agency be required for the systematic execution of the General Plan." (B) (2) "Specific plans may, in addition to recommending Zoning Ordinances and subdivision regulations, include (2) regulations of the use of land, buildings and structures, the height and bulk of buildings and structures and the open spaces around buildings and structures."

Glendale Historic Preservation Plan

1. Identify significant resources within the City by conducting Historic Property Surveys.
2. Participate in the Certified Local Government (CLG) Program.
3. Adopt a Historic Preservation Ordinance, which establishes Historic Preservation Overlay Zoning, the Glendale Historic Property Register and the Glendale Historic Preservation Commission.



Downtown streetscape

GOALS OF THE GLENDALE HISTORIC PRESERVATION PLAN

The goals of the City of Glendale's Historic Preservation Plan are to:

- Protect, preserve and enhance the significant elements of the City's historical, architectural, cultural and archaeological heritage;
- Encourage the sensitive adaptation of historic properties to modern uses;



- Encourage the identification and recognition of significant historic resources;



- Assure that new construction, additions, alterations and demolitions to both historic and non-historic properties within Historic Preservation Districts are carried out in a manner which is not detrimental to the historic integrity of these districts;

- Encourage the identification and protection of prehistoric and historic archaeological resources;



Irrigation canals along roads

- Protect and preserve those properties within the City which may not have popular appeal, but are valuable to the community in terms of tourism, education, neighborhood character and identity and economic development;
- Preserve and enhance the City's attractiveness to potential homebuyers, tourists, businesses wanting to relocate and other visitors, there supporting and promoting commercial development and economic benefit to the City's economy; and
- Encourage the stabilization, rehabilitation and conservation of the existing housing stock, including the prevention of needless demolition of structurally sound buildings, in order to strengthen the City's older neighborhoods.



**HISTORIC
PERIODS OF
DEVELOPMENT
AND ASSOCIATED
INFLUENCES**

**Early Settlement
1880-1890**

**Town site Development
1891-1906**

2.0 Historic Resources

Understanding the nature of a community's historic, architectural and cultural resources and the various periods of development and influences they represent is critical for the successful operation of a municipal Historic Preservation program that preserves and protects the properties that uniquely "tell the story" of the community's history. The following outline based on previous Glendale historic resource surveys summarizes the historic events associated with Glendale's historic resource properties.

- Construction of the Arizona Canal enabled agricultural development northwest of Phoenix.
- Desert Lands Act of 1879 opened irrigable lands in the Salt River Valley to homesteading.
- Promotional efforts of Phoenix capitalist and land developer, W.J. Murphy.
- "Colonization" of Glendale/Peoria area with ranches by settlers from around Chicago.



*Adobe Building
Sahuaro Ranch*

- Construction of Grand Avenue in 1888 from Phoenix to Peoria (through Glendale site).
- Establishment of the "Temperance Colony of Glendale" by B.A. Hadsell and members of the Church of the Bretheren from Illinois.
- Platting of the Glendale Town site in November 1892.
- Completion of the Santa Fe, Prescott and Phoenix Railway in 1895 through Glendale.

- Flood of 1895 followed by three years of drought devastated Glendale farmers.
- Construction of the Beet Sugar Factory in 1907 improved the town's fortunes.



Beet Sugar Factory

- Completion of Roosevelt Dam in 1910 assured a stable irrigation water supply.
 - First building boom of housing and businesses for new agricultural workers.
 - Town of Glendale was incorporated 18 June 1910 with a population of 1000.
 - Extension to Glendale of the Phoenix Street Railway System operated 1911-1928.
 - Russian colonists arrived in 1911 to cultivate sugar beets.
 - Catlin Court residential subdivision platted in 1915 as first cohesive neighborhood.
 - Cotton boom during WWI collapsed in postwar depression.
-
- Effects of depression were most severe in Glendale in 1931-1933.
 - New Deal programs help housing and farming.
-
- Thunderbird Field and Luke Field established by US Army Air Corps in 1941.
 - Aluminum defense plant established south of Glendale.
 - American Institute for Foreign Trade established at former Thunderbird Field in 1946.
 - Airmen and defense workers settle in Glendale after WWII.

Development Trends 1907-1929

Depression and the New Deal 1930-1940

World War II and the Postwar Boom 1941-1950

HISTORICAL AREAS OF SIGNIFICANCE AND THEMES

Agriculture

- Irrigated field crops
 - Grain
 - Sugar beets



Beet Sugar Factory

- Cotton

- Cattle and dairy



*Sahuaro Ranch Dairy
Barn & Milk House*

- New Deal subsistence farms
(*Glendale Part-time Farms Tract*)

Education

- Elementary



*Glendale Elementary School
Classroom*

- High School (*Glendale High School*)
- College (*Thunderbird*)

Commerce

- Goods (*Sine Hardware Store*)
- Services



*First National
Bank of
Glendale*



- Town site (*Murphy Park*)
- Residential Additions (*Catlin Court*)
- Irrigation canal system



Replica Irrigation Pump House

- Community organizations



Glendale Woman's Club

- Wagon road and highway (*Grand Avenue*)
- Railroad
- Airport (*Glendale Airport*)
- Municipal Government (*no known resources survive*)
- Federal Government



*Glendale High School Auditorium
Constructed by WPA*

Community Planning and Development

Transportation

Government

Cultural and Ethnic Groups

- Russian immigrant farmers



Molokan Farms

- Mexican-Americans
- Temperance colonists (*No known resources survive*)

Religion

Military

- Army Air Corps training bases (*Luke Field, Thunderbird Field*)

ARCHITECTURAL THEMES

Residential Architecture in the Salt River Valley 1880-1956

- Vernacular Architecture
 - Adobe



- Stone



- National Folk



- Bungalow Era
 - Bungalow



- Southwest Style



- Period Revival Era
 - English Cottage



- Tudor
- Spanish Eclectic

- Modern Era
 - Ranch Style



- Contemporary Style

- Eclectic Houses

**Commercial
Architecture in the
Salt River Valley
1900-1956**

- Early 20th-century Era
 - Commercial Panel Brick



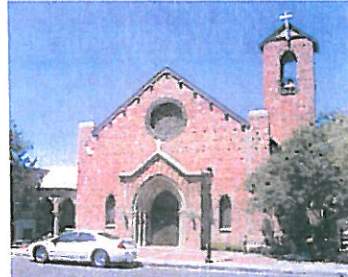
- Commercial Box



- Late 20th-century Era
 - Modern
-

**Religious Architecture
in the Salt River
Valley
1900-1960**

- Period Revival
 - Gothic Revival



- Spanish Eclectic

PROPERTY TYPES

Residential

Commercial

Agricultural

Religious

- Single-family



- Store



- Bank
- Office
- Service

- Farm and ranch



- Processing facilities (*cotton gin; beet sugar factory*)

- Church
- Parsonage



Educational

- Elementary school
- High School



Governmental

- Office
- Fire station

Transportation

- Railroad
- Airport

DISTRIBUTION OF HISTORIC RESOURCES

Central core

Linear resources

Outlying sites

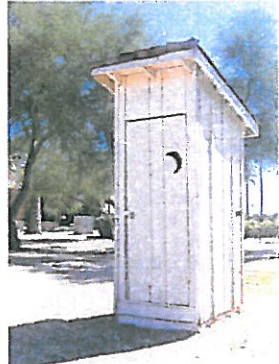
- Original town site



- Early residential additions
- Grand Avenue corridor
- Canals
- Arterial and collector road grid

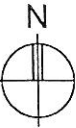


- Railroad
- Farms, ranches and homesteads

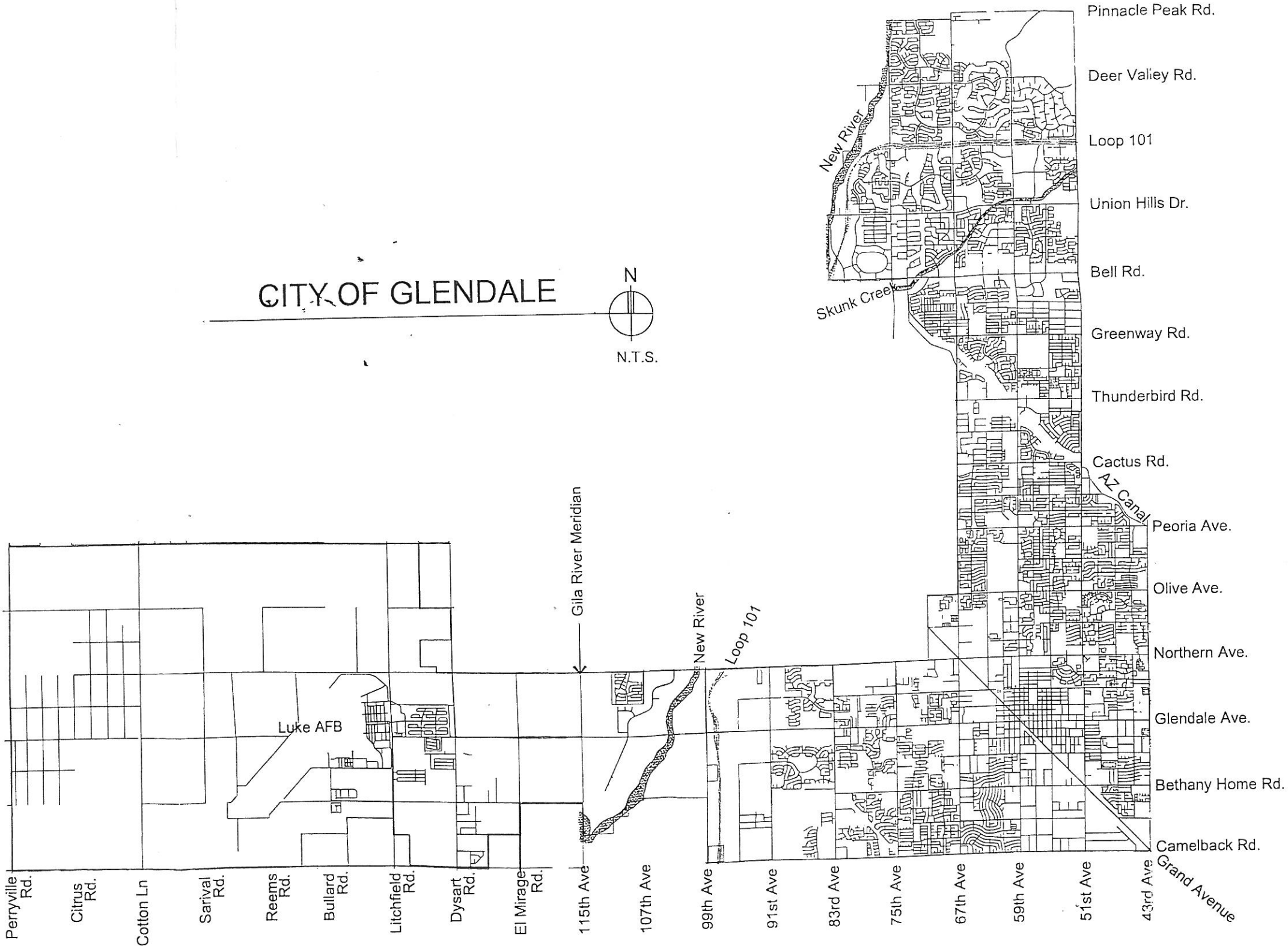


- Later residential additions
- Military bases

CITY OF GLENDALE

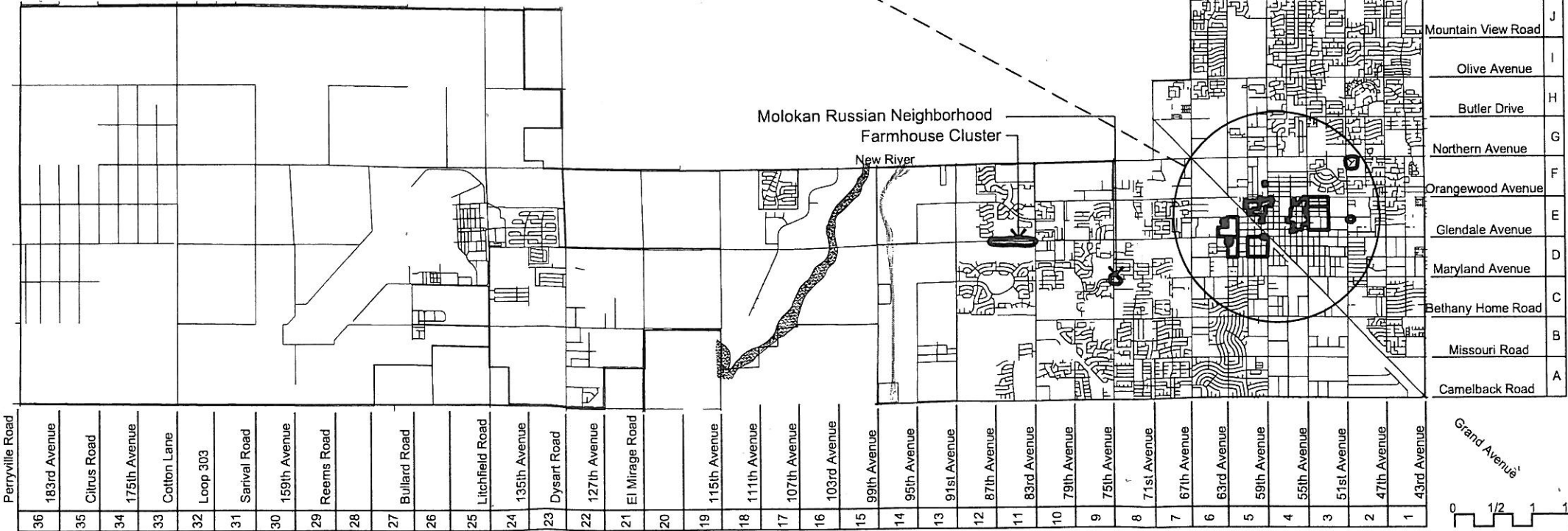
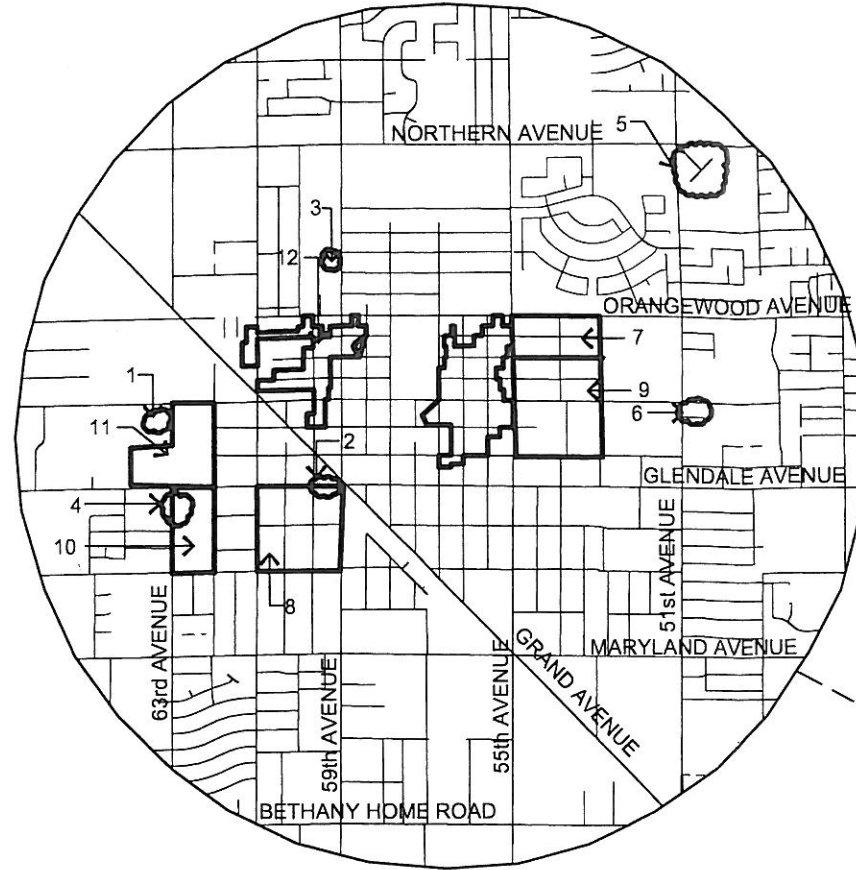


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POTENTIALLY ELIGIBLE PROPERTIES

PROPERTY DESCRIPTION	SITE NO.
Farmhouse Cluster	1
Farmhouse Cluster	2
Farmhouse Cluster	3
Farmhouse Cluster	4
Displaced Farmer's Subdivision	5
10 Rental Houses	6
Neighborhood East of 55th Avenue, bounded by Orangewood, State, 53rd Avenue, and 55th Avenue	7
Neighborhood southwest from City Hall. Bounded by Glendale, Ocotillo, 59th Avenue, and 61st Avenue	8
Neighborhood bounded by Glendale Avenue, State, 55th Avenue, and 53rd Avenue	9
Neighborhood bounded by 62nd Avenue, 63rd Avenue, Ocotillo Avenue and Glendale Avenue	10
Glendale High School	11
Expanded Original Townsite / Catlin Court	12



**NATIONAL REGISTER
POTENTIALLY ELIGIBLE
INDIVIDUAL PROPERTIES
AND DISTRICTS**



A major component of research in the 2003 Historic Preservation Plan was a survey and focus group workshops with local historic property owners, community leaders, and other stakeholders to identify issues and concerns related to local historic resource preservation. (Learn more about the survey in Chapter 4.) One question in the survey asked the public to rank, in order, what they believed threatened the preservation of Glendale's historic resources. As might be expected, various groups of people had slightly differing opinions depending if they were history buffs, homeowners, business operators, or government officials. But when all the responses were compiled as a whole, the following order of threats emerged, ranking from most to least serious:

1. Redevelopment pressure
2. Lack of public awareness of historic properties
3. Lack of funding for preservation, repair and maintenance
4. Poor maintenance
5. Lack of formal protection
6. Lack of assistance for private owners
7. Absentee ownership
8. Government or Public Works projects
9. Land values higher without historic properties
10. Insensitive additions and alterations

THREATS TO HISTORIC RESOURCES



Redevelopment Pressure



Lack of formal protection



Land values higher without historic properties

The historic preservation community of Glendale perceived redevelopment pressure as the single greatest threat to the preservation of the city's historic resources and thus of its "small town charm". Of lesser importance, but also a concern, was the need for a public education to foster appreciation for the historic properties associated with the city's history. Also, a public education program should teach the importance of conserving and sensitively rehabilitating historic properties. Both the developers and government officials should be shown how economic redevelopment and historic preservation can be mutually complementary actions. Furthermore, there is a need for monetary, technical, and governmental assistance for historic preservation projects. The survey provided reassurance that the citizens are certain about local political support for historic preservation.

The public survey also inquired about the order of importance that certain property types had for the community. The resulting ranking showed the order in which the local resources should be addressed by the preservation program for protection and preservation. The citizen's answers appear to follow the mainstream thinking of communities throughout Arizona and the nation with slight adjustment for the agricultural foundation of the city's establishment.

1. Homes of original settlers
2. Significant schools and churches
3. Downtown commercial buildings
4. Early 20th-century neighborhoods
5. Historic landscapes and settings
6. Farms and agricultural properties
7. Railroad buildings and structures
8. Public and government buildings
9. Industrial buildings and structures
10. Mid-20th-century neighborhoods

**HISTORIC
PRESERVATION
ORDINANCE
ESTABLISHED**

3.0 Glendale's Historic Preservation Program

The Glendale Historic Preservation (HP) Program was created in the early 1990s by City staff with the support of elected officials and concerned citizens. The goal for establishing the HP Program was to assist the municipal government in its efforts to obtain the resources and expertise needed to address the issues of working with historic buildings and areas. In developing the HP Program, the operations of other Historic Preservation Programs in Arizona were studied and the State Historic Preservation Office was consulted on the requirements and benefits for being recognized as a Certified Local Government (CLG).

Although historic preservation issues had not generated community-wide interest or concern at this point, the staff proactively moved forward with the development of a program that would give the City the tools to identify systematically the significant historic resources of the community, encourage their rehabilitation and re-use, and undertake public actions to support their preservation and enhancement.

The Glendale Historic Preservation Ordinance was adopted by the City Council on 28 July 1992, and its program support was assigned to the Planning Department. To this date, a liaison Planning Department staff member, with clerical support, is solely responsible for assisting the program operations. Currently, there are not dedicated funds budgeted annually for the HP Program operations.

Historic Preservation Commission was created to oversee the operations of the HP Program. It is a seven-member body of city residents appointed by the Mayor and the City Council one from each district plus one-at-large. The members are selected for their demonstrated previous interest in historic preservation issues. To meet the requirements of the CLG Program, the members are also selected for their expertise in architecture, history, architectural history, planning, landscape architecture and archaeology. The ordinance sets forth the following powers and duties for the HP Commission:

- Take the initiative in bringing people together on historic preservation issues;
- Review proposed alterations to historic properties, historic districts and archaeological resources through the Certificate of Appropriateness process;
- Develop, maintain, and from time to time amend, a plan for historic preservation in the city;
- Survey historic properties including archaeological resources;
- Recommend to the Planning Commission and City Council designations for Historic Preservation Districts;
- Establish guidelines for evaluation of historic properties, including archaeological resources;
- Provide public information and education on preservation;
- Coordinate resources and provide technical assistance
- Promote revitalization of the city through preservation
- Make recommendations to the Planning Commission, City Council and citizens of the City regarding historic preservation.
- Initiate plans for the restoration or rehabilitation of privately owned buildings and the preservation of archaeological resources.
- Discourage, and work with City departments to prevent, unwanted demolition of historic buildings and structures and the destruction of archaeological resources.



Revitalization promotion



*Historic Preservation
Recommendations to Planning
Commission, et. Al.*

The HP Ordinance also established a process for designating local historic districts and individual properties through Historic Preservation (HP) Overlay zoning. The procedures for Historic Preservation Overlay Districts require the submission of a petition of 50% plus one of the property owners within the proposed district boundaries that control 50% of the properties within the district or boundaries.

Once locally designated, all requests for permits for new construction, rehabilitation, and demolition are to be forwarded by the Development Services Department to the HP staff liaison for review and concurrence. Decisions of the staff liaison can be appealed to the HP Commission, who has the authority to deny clearance for new construction or rehabilitation. Permission for demolition cannot be denied, but can be deferred for one-year alternatives to demolition.

Typical of early HP Program development, the City's initial activities focused on survey. The first historic building survey in Glendale was conducted in 1980. It has been supplemented by subsequent cultural resource surveys of limited areas focusing on transportation projects on Grand Avenue and Glendale Avenue. An update and comprehensive expansion of the 1980 town site survey was completed in 1997.

Although the City of Glendale has completed a comprehensive identification of potentially eligible historic properties and districts, the Historic Preservation Program has had only limited efforts to designate properties to the Glendale Historic Property Register or the National Register of Historic Places. By 2003, only five individual properties and one historic district have been listed on the National Register of Historic Places. And of those, only three have been designated under the auspices of the Glendale Historic Preservation Program. These nominations were prepared, in part, to enable the historic property owners to participate in the Arizona State Property Tax Reduction or Federal Historic Preservation Tax Credit programs



HP Overlay Zoning has been used to locally designated six historic properties and districts. Of some concern is the fact that the boundaries of the Glendale Original Town site/Catlin Court National Register Historic District does not coincide with the local district boundaries. This has created a potential for administrative and jurisdictional conflicts in dealing with eligibility for tax abatements and incentives, eligibility for preservation grants, local design review, and local demolition review.

During the 1990's, much of the HP Programs' efforts has focused on promotion and educational activities. The annual Ruth Byrne Historic Preservation Award program was initiated to recognize contributions made by individuals and groups in advancing historic preservation in Glendale. A historic preservation education "kiosk" also has been constructed as a traveling exhibit and for rotating display for Glendale public library facilities and other public buildings.

The Historic Preservation Commission has initiated the development of a Manistee Ranch Video project. Arizona Public Service is preparing the video. The video will explain the importance of agriculture for Glendale and specifically the Manistee Ranch buildings and grounds.

The Historic Preservation Program is housed within the Planning Department as part of the Long Range Planning and Research Division activities. One staff person devotes a portion of their duties to staffing the Historic Preservation Commission.

**HISTORIC
PRESERVATION IN
THE PLANNING
DEPARTMENT**



**HISTORIC
PRESERVATION
PROGRAM
ACTIVITY TO 2003**

**Milestones of Historic
Preservation in
Glendale**

- 1976 – First local history anthology, Glimpses from Glendale's Past, collected by Glendale Bicentennial Committee.
- 1992 – Historic Preservation Ordinance adopted.
- 1997 – Glendale became a Certified Local Government.
- 2002 – Video production of the history and preservation of Manistee Ranch.
- 2003 – Glendale Central City Master Plan adopted, supporting sensitive economic redevelopment within historic areas.
- 2003 – City of Glendale Historic Preservation Plan prepared with CLG grant.

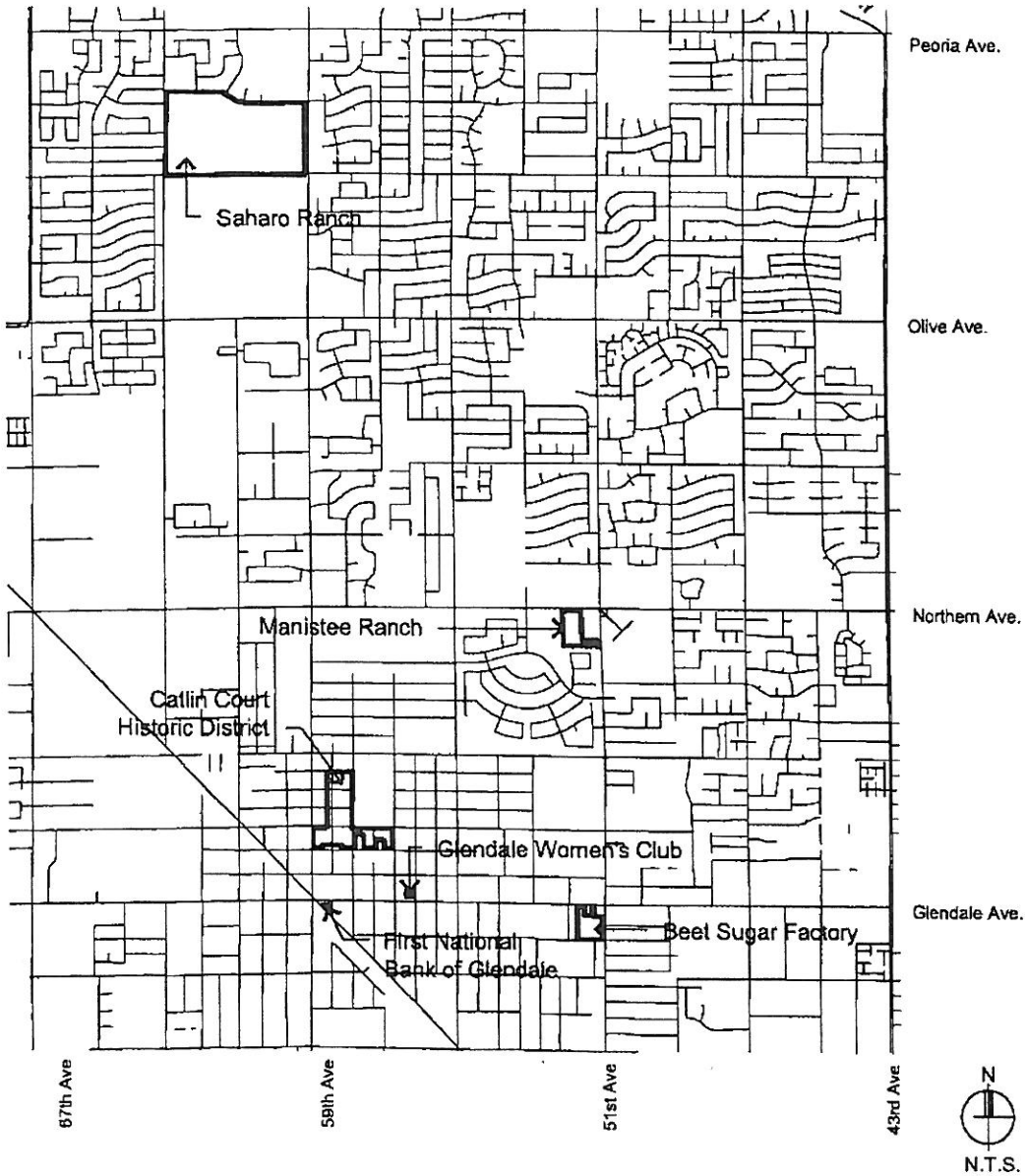
**Historic and Cultural
Resources Surveys in
Glendale**

- 1980 – Glendale Historic Building Survey. Janus Associates.
- 1986 – Grand Avenue Corridor Cultural Resource Survey. Janus Associates.
- 1990 – Town site/Catlin Court Historic District Survey. Janus Associates.
- 1993 – Grand Avenue Alignment Historic Building Survey. Woodward Architectural Group.
- 1997 – Glendale Historic Resource Survey. Alliance Architects.

**National/State Register
Nominations and
Glendale Historic
Property Register
Designations**

- 1977 – Glendale Beet Sugar Factory.
- 1980 – Sahuaro Ranch.
- 1983 - First National Bank of Glendale.
- 1989 – Glendale Woman's Club Clubhouse.
- 1991 – Glendale Original Town site/Catlin Court Historic District.
- 1997 – Manistee Ranch.

NATIONAL REGISTER
LISTED PROPERTIES
AND HISTORIC
DISTRICTS IN
GLENDALE



COMMUNITY SURVEY AND FOCUS GROUPS

Survey target groups

Returns

General Findings

4.0 IMPLEMENTATION RECOMMENDATIONS

In 2003, a targeted community survey and subsequent focus groups helped identify historic preservation priorities and the sequencing for recommended work and program activities.

- Community leaders.
 - Business owners.
 - Historic property owners.
 - Community-at-large.
 - City staff and elected officials.
-
- Distributed 1,100 surveys.
 - Received 300 responses.
-
- The percentage of response was very high and attitudes were very positive.
 - Responses were typical of those throughout the state and nation with adjustments for the agricultural heritage foundation of the community.
 - As valuable as the public opinions expressed were the identification of people interested or willing to become involved with the Historic Preservation Program efforts.
 - The public believes that the City, HP Commission, and community groups should work cooperatively but focus individually on those issues or areas for which they each are best equipped to address. The City and HP Commission, as the leader in local historic preservation, should facilitate the formation of partnerships with other community groups to promote historic

preservation and operate the various on-going programs.

- The various agencies within the City government should be made more aware of historic preservation issues and collaborate with the HP Commission and City HPO staff to assure the protection and sensitive rehabilitation of private and public historic properties.
- The City should work with the State Historic Preservation Office to provide training for HP Commission members, City staff, and elected officials.
- The City should provide support for historic preservation projects in the form of grants, tax incentives, and streamlined bureaucratic process.
- With most of the significant, potentially eligible properties identified in previous surveys, the City should aggressively pursue the designation and protection of those properties in order of priority as adjusted by level of imminent threat.

Although all of the subject groups shared virtually the same opinions, concerns, and desires regarding historic preservation issues, each one placed a different emphasis on those issues. The following list shows the primary concerns of the groups vary.

Differences according to survey subject groups

Community leaders

- Desire to protect the oldest and most significant buildings in the city.
- Desire to foster public appreciation and awareness of the local heritage and to educate the public in the benefits of historic preservation.
- Concern about balancing progress, growth, and economic redevelopment with preservation of historic properties.

Business owners

- Concerns about the City's review procedures for additions and alterations to commercial buildings.

Historic property owners

- Desire for financial aid in rehabilitation projects.
- Desire to use heritage tourism to attract visitors and improve business.

- Concerns related to absentee ownership within historic neighborhoods.
- Concerns about the City's review procedures for additions and alterations to historic homes.
- Interest in a streamlined plan review and design approval process.
- Desire for financial and technical information about historic property rehabilitation.

Community-at-large

- Desire to retain the "small town charm" of the community.
- Concerns about loss of open space and the surviving agricultural character of outlying areas to the west of Downtown.

City Staff

- Concerns about lack of funding for staffing and programs in historic preservation.
- Concerns about perceived limitations of historic preservation compliance on public works projects funded in part by State and Federal programs.
- Concerns about perceived limitations that historic preservation places on planning for redevelopment and growth.

IMPLEMENTATION PLAN

The effective operation of any municipal HP Program requires that a variety of efforts be undertaken to accomplish the goals of recognizing the community's cultural, historical, and architectural resources and protecting and preserving these resources. However, this work cannot be done in isolation. To be successful requires an informed citizenry appreciative of Glendale's heritage as well as a range of programs and projects to integrate historic preservation with the City's work to achieve larger community goals. Further, as a Certified Local Government, Glendale also has responsibilities to enforce its HP Ordinance and State legislation (e.g., Growing Smarter) to designate and protect historic and archaeological properties; maintain a qualified historic preservation commission; survey and maintain a detailed inventory of its designated properties; and provide for adequate public participation.

As an HP Program grows and develops, there also is a sequence of activities that traditionally occurs. Early on, the primary focus of work is to first identify and determine those resources in the community that are worthy of preservation. Educational outreach efforts are frequently undertaken concurrently to explain why the historic buildings and areas are considered important and what designation will mean to the property owners and the community. As the designated historic resource population grows, the work of the HP Program expands to include specific activities and assistance for the preservation of these properties. Review procedures are usually created and programs to educate, guide and/or support the property owner's and historic district association's efforts to preserve their needs of the properties are better understood, the City's programs more fully developed with the support of community partnerships, additional resources and preservation advocacy.



Typical of other programs, much of Glendale's HP work in the last decade has been in survey with some designation activity. Through these systematic studies, an understanding has been gained about the resources that comprise the historic core of the community. Preliminary data also has been compiled about the physical characteristics, areas of significance and threats to the preservation of the residential areas. There is a growing interest in designation of historic neighborhoods and the expansion of HP-related education and assistance.

Given these circumstances, the Glendale HP Program is at a critical juncture. This plan has been prepared to provide guidance in continuing to develop an effective municipal HP Program and assist the HP Commission in gaining expertise in the oversight of the operations of HP Programs. The following sections provide recommendations for specific activities related to:

- HP Program Capacity Building
- Building Community Awareness and Support
- Survey and Designation
- Protection and Incentives

Some recommendations are fairly simple to undertake, while others will take multiple years to develop and successfully implement. Over the next five years, it is recommended that at least 50% of the annual HP work program activities be directed towards building the capacity of the HP Program operations and the community's support for historic preservation. A number of activities have been suggested that relate to the overall efforts needed for the continued development of the program elements. The HP Commission, working with City staff and interested citizens, should decide on an annual basis the relative merits and priorities for implementing the suggested work tasks. But, initially, it is recommended that these should be the core activities of the Glendale HP Program.

Another approximate 25% of the annual HP Program activities should build upon the strong foundation that has been laid in the survey process. Findings from the previous surveys should be further analyzed and discussed to identify plans for future designations and the need for more focused survey undertakings. Involving residents, students, professional associations and volunteer groups in the conduct of surveys and the compilation of documentation needed for designation will both assist in the City's identification and evaluation work and facilitate public knowledge and appreciation for Glendale's historic, prehistoric, and architectural resources. Work groups of the HP Commission, preservation partners and interested citizens should begin the systematic review of the information that has been collected to ensure that losses do not occur without some proactive effort to determine their importance to the community.

As the program develops beyond the next five years, more emphasis will be needed on the development of mechanisms for protection, preservation, and enhancement of the designated properties. The final section provides preliminary recommendation as to the type of refinements that might be made to the HP Ordinance and possible policies and/or practices that might be developed as part of the program's functions. These areas should be refined as HP issues are encountered and additional properties come under the purview of the program's operations.

- Survey and designation.
- Protection and incentives.
- Community outreach.
- Program resource support.
- Timely issues.

**Proposed components
of the HP Program
Annual Work Plan**



HISTORIC PRESERVATION PROGRAM CAPACITY BUILDING

HP Commission

The following tasks should be undertaken to improve the efficiency and support the expansion of the HP Program operations:

- Provide training for the HP Commission members in the many aspects of their duties and of the legalities and technicalities of Historic Preservation Programs.
- Increase visibility and expand awareness of public and City staff of the HP Commission's existence and role.
- Prepare a plan for recruitment, involvement, and training of potential HP Commission members to ensure continuity and the ability to meet CLG requirements when turnover occurs.
- Provide opportunities for HP Commission members to meet and network with other commissioners and preservationists throughout the metropolitan area, region and nation.
- Expand HP Commission efforts to include standing committees to address identified goals and/or program needs.
- Contact people identified by community survey to invite participation on committees.

HP Staff

The work of the HP Program is divided between the Long-range Planning Director and members of the Planning Department staff - all who have other work responsibilities. This limited staff assistance and experience with HP Program development will affect the ability to expand the HP Program operations and meet the growing demand for services related to additional designated historic properties. It is anticipated that new programs or projects will not be possible without additional staff support and training. Consequently, it is recommended:

- Consider annual contractual services to support specialized programs or provide technical

assistance for the current and growing HP Program.

- Monitor workload generated by expanded program operations and reassess staffing and contract services needs on an annual basis.
- Provide training for the Planning Department staff that will support, in their part-time duties, the HP Program and Commission.
- Provide cross training for the City staff of other departments to support the HP Program (Development Services, Neighborhood Services, Planning and Zoning, Public Works).
- Work to better integrate the various departments with HP Commission process of Design Review.
- Train staff members of Development Services to work as ombudsman to streamline building permit process for historic property owners.
- As the HP Program grows and as City funding increases, establish the full-time position of HP Officer to consolidate the work currently shared by part-time staff. However, continue the part-time staffing provided by the Planning Department and other City staff to supplement the full-time position.
- Provide additional support personnel for the professional HP staff.

The 2003 Community Survey identified an interest and need for more information and services to assist property owners in planning and undertaking the work needed to maintain and preserve their historic properties. With the large number of properties becoming 50 years old in the next decades, it is also important from a conservation point of view as well as a preservation perspective that private property owners be prepared to deal with the needs of this aging building stock. Without proactive efforts to provide information, training and resources the public sector may become burdened with providing substantial reinvestment funding. There is much that can be done to expand the current HP Program. The initial steps can be implemented with very little cost by

Resources



mobilizing the community volunteers under the leadership of the HP Commissioners and the part-time City HP staff. To begin, choose projects that do not require a great deal of funding. As the program efforts expand, an operating budget for the HP Program's support will need to be developed accordingly.

Consider expanding the technical assistance available through the HP Program to include such things as:

Training Workshops

Information provided could range from basic home maintenance and repair to specialized topics. Workshops could be planned and conducted in partnership with the building trades, professional groups, and historic district associations among others.

School Education Programs

Explore the possibility of partnering with schools to incorporate historic preservation education in the existing school curriculum and class subject plans.

Real Estate Agency Education Programs

Develop a plan for establishing a working relationship with the local real estate industry to provide agents with historic district maps, printed materials, and workshops about historic property ownership, property tax abatement, and financial assistance for rehabilitation.

Design and /or Project Planning Consulting Services

Provide on-call services or regularly scheduled times that property owners could meet with design or construction experts to plan rehabilitation projects.

City Ombudsman for HP Projects

Establish a City staff person responsible for assisting and coordinating the necessary building or development approvals for projects involving designated historic properties.

Directory of Services

Compile information on suppliers, vendors and sources for services and materials related to historic property preservation.

"How To" Materials

Prepare a series of booklets, brochures, videos, etc. on historic property rehabilitation, maintenance, functional up-grades and enhancements.

Developing different types of financial assistance to support the preservation of historic properties is a key component of many successful Historic Preservation Programs. Explore the development of the following programs and/or support:

Create a program providing matching funds for the exterior rehabilitation of privately owned locally designated buildings to encourage reinvestment in properties.

Work with lending institutions to explore sources of funding and the development of programs to provide financing for the acquisition and rehabilitation of historic homes.

Providing historic properties priority in receiving development incentives or expedited procedures will encourage private sector interest in working with historic properties and tangibly demonstrate the City's commitment to historic preservation.

City assistance to historic property owners in qualifying or completing documentation for other government financial incentives programs will encourage their use and provide investments that benefit the local community.

**Exterior Rehabilitation
Grant Funding**

**Mortgage /
Rehabilitation
Financing**

**Development
Incentives**

**Federal and State
Historic Preservation
Tax Programs**



BUILDING COMMUNITY AWARENESS AND SUPPORT

Preservation partnerships

One of the most important tasks needed for the success of the City's historic preservation efforts is to increase the larger community's awareness of the community's important historic and archaeological resources and engender support for their preservation. This issue was deemed important by the responses of the survey. Additionally, the focus groups clearly indicated this need, both in terms of their questions and apparent lack of knowledge of the HP Program, but also in articulated requests. However, while this was an agreed upon need, City-initiated efforts to educate and inform the public about the importance of historic preservation was not ranked as one of the higher priorities for its attention. Consequently, work in this area is perhaps best done in cooperation with other organizations.

To develop a strategy for building community awareness and support, it is recommended that work be undertaken by the HP Commission, City staff and interested citizens in the following areas:

- Identify other City Boards and HP-related community organizations with missions related to heritage, education, and preservation and invite them to work with the HP Commission to develop collaborative efforts for public education.
- Conduct joint meetings with other City Boards and HP-related organizations to acquaint them with the HP Commission function and to identify areas to work together.
- Work with the historic district associations in their efforts to facilitate networking and communication among the historic neighborhoods.
- Plan and participate in Valley-wide preservation related events.
- Collaborate with the Glendale Public Library, Glendale Historical Society, Sahuaro Ranch Foundation, and Manistee Ranch Foundation on their current education outreach programs.
- Explore opportunities to develop historic preservation education programs and hands-on restoration projects with Boy and Girl Scout programs and FFA/4H groups.

- Develop a plan for establishing a working relationship with the local press and media.
- Continue to work with the City's Public Information Office to find ways to promote Glendale's historic properties and inform about the HP Program.
- Establish, maintain, and up-date a Glendale Historic Preservation website with the help of the City staff and computer-literate volunteers.
- Explore different formats (website, printed materials, lectures and workshops, walking tours, video programs, traveling exhibits) for public education and develop measurement to assess their effectiveness.
- Continue the production of videos about the other Glendale Historic Property Register properties to air on the City channel and distribute to the community, businesses, service groups, and churches.
- Explore the preparation and placement of articles about Glendale historic properties in publications with regional and national readership.
- Organize a speaker series on Glendale historic properties and the City's HP Program.
- Conduct an annual town meeting on historic preservation and invite the public to discuss the issues related to historic preservation in Glendale.
- Promote historic events and community celebrations (Independence Day, Arizona Statehood, Glendale Founders, Glendale Glitters, etc.) and find means of incorporating aspects about local historic properties and the importance of historic preservation.
- Continue the City's annual historic preservation awards to recognize outstanding local preservation achievements.
- Conduct HP Commission public meetings at historic property locations and include some information about the property as part of before or after the meeting. Publicize the locations and invite the citizenry.

Local Resident Education



**Visitor Related
Promotion**

- Sponsor community events and workshops to discuss important resources, historic property rehabilitation, and resources available about historic preservation.
- Work with the Community Visitors Bureau, Chamber of Commerce, and Downtown merchants to develop a tourism outreach program.
- Participate in the community's various festivals and functions to promote historic preservation and heritage tourism.
- Develop materials geared to a popular audience about Glendale's historic properties and distribute to local hotels, motels, restaurants, antique shops, and Downtown merchants.
- Develop walking and driving tours with different themes (early settlers, farmers and ranchers, W.J. Murphy's and early community development, residential architectural styles, Downtown commercial district, etc.) to heighten visibility of historic aspects of the community.

Although the City has undertaken a great deal of survey work to date, the work to identify, document and evaluate the significance of historic buildings, areas and sites should be an on-going process. Furthermore, a concerted effort must be made to designate individual properties and historic districts to the Glendale Historic Property Register in order to protect them and to offer HP benefits.

- Review the existing surveys to identify properties/neighborhoods that meet eligibility criteria and that may also be threatened.
- Conduct field tours and work sessions of the HP Commission to better understand the patterns and issues identified by the historic resource surveys and the community opinion survey.
- Prepare a prioritized list of properties/neighborhoods for designation.

- Develop printed brochures to explain in simple terms the criteria for designation, documentation requirements, and the procedures used for listing districts and individual properties on the Glendale Historic Property Register.
- Conduct meetings with community groups to explain this procedure with goal of fostering public support.

- Develop an annual plan for designations. Start slowly using community survey for priorities and select properties with cooperative owners. These properties are:
 - Homes of original settlers.
 - Significant schools and churches.
 - Downtown commercial buildings.
 - Early 20th-century neighborhoods.
 - Historic landscapes and settings.
 - Farms and agricultural properties.

SURVEY AND DESIGNATION

Analysis of Historic Resource Survey Findings

Designation Criteria and Procedures

Designation Activities



- Conduct field reviews of the homes of original settlers and evaluate their eligibility for designation.
- Conduct meetings with downtown property owners and merchants to discuss individual designation of eligible properties and possible incentives.
- Evaluate early neighborhoods to identify additional eligible historic districts.
- Review plans for expansion of Catlin Court Historic District to determine if expansion is appropriate or separate historic districts should be constructed based upon the relevant themes of significance.
- Conduct meetings with these neighborhoods to educate residents about HP and to foster support for designation.

PROTECTION AND INCENTIVES

Design Review Procedures and Guidelines

- Conduct training for HP Commission on HP Design Review principles and practices. Conduct practice reviews including issues or circumstances that might be encountered in hearing appeals of the HP Officer's decisions.
Clarify the review powers of the City under the HP Ordinance and prepare handouts for public dissemination that describe the procedures and review criteria used.
- Develop design guidelines for designated historic districts and ensure that they comprehensively address the unique character of each district.
- Prepare design guidelines for individually designated properties.

- Prepare a plan of action that would be utilized for properties threatened with demolition and actively work to seek alternatives during the demolition delay period.
- Require documentation and/or salvage of historic properties listed on the Glendale Historic Properties Register.

- Establish a City Policy that properties listed on the Glendale Historic Properties Register have priority for eligibility or participation in City programs.
- Provide special notification of City actions within historic districts to the applicable historic district associations. Coordinate the development of the procedures with the City's Neighborhood Services Department notification system.
- Conduct an annual orientation session for City staff on the operation of the HP Program. Develop more in-depth training modules for those City staff in regular contact with historic properties and/or the HP program operations.

Demolition

Public Actions



Incentives

- Conduct an annual tour for City staff and elected officials of the historic districts and buildings newly designated on the Glendale Historic Properties Register to familiarize them with the HP Program expanding operations and additional responsibilities.

Explore the creation of financial/promotional incentives discussed by the focus groups, especially a City bond fund dedicated for HP purposes. Establish a committee of the HP Commission to develop recommendations for successful promotion and approval of the City HP bond.

- Work with local preservation partners to identify and develop financial/promotional incentives for property owners.
- Prepare public handouts summarizing federal, state and local incentives for historic preservation.
- Provide guidance for historic property owners wishing to apply for State property tax abatement or Federal rehabilitation investment tax credits.
- Investigate the amendment of the City's building codes to allow alternative approaches to govern the rehabilitation of properties listed on the Glendale Historic Property Register.
- Establish expedited Design Review and plan check procedures for projects involving designated properties.
- Provide City fee waivers for development or building projects involving designated historic properties.
- Identify zoning and development incentives that might be made available to designated historic properties.

5.0 Background Information

Addendum to Cultural Resources Survey of Four Intersections Along Grand Avenue (27th Ave. and Thomas, 43rd Ave. and Camelback, 51st Ave. and Bethany Home, 91st Ave. and SR101 Loop). Logan Simpson Design, Inc. February 2001.

Glendale Historic Building Survey. Janus Associates, Inc. 1980.

Glendale Town site/Catlin Court Historic District Survey Report. Janus Associates Inc. November 1990.

Glendale Historic Resource Survey. Alliance Architects LLC. September 1997.

Grand Avenue Intersections: Phase II Historic Property Documentation and Evaluation (75th Ave. and Olive, 67th Ave. and Northern, 59th Ave. and Glendale, 55th Ave. and Maryland). Gerald A. Doyle and Associates, PC. November 2001.

Historic Building Survey of Grand Avenue Alignment. Woodward Architectural Group. February 2003.

Glendale Central City Plan. 2003

GLENDALE HISTORIC RESOURCE SURVEYS

GLENDALE ORDINANCES AND PLANS



6.0
Appendices

APPENDIX A

HISTORIC PRESERVATION COMMISSION
YEAR ONE IMPLEMENTATION SCHEDULE
RECOMMENDATIONS

JANUARY

Week Two **STAFF/EXEC. MEETING**

Plan the Commission Meeting

- Prepare agenda, assignments, schedules, handouts for Commission meeting.
- Prepare Outreach Plan and tasks based on HP Plan recommendations.

Week Four **COMMISSION MEETING**

Plan Outreach Program

- Assign pairs of Committee members to attend HP Commission meetings in other Valley cities.
- Whole Commission attends Historic Sites Review Committee meeting.
- Develop brief presentation for use in introduction of HP Commission to other groups.
- Conduct regular business.

FEBRUARY

Week Two **COMMITTEE MEETING**

Outreach Committee

- Make assignments for contacting all volunteers from community survey list.

Week Four **COMMISSION MEETING**

- Hear reports on other city HPC meetings.
- Hear reports on Outreach Plan assignments.
- Hear reports from Outreach Committee.
- Discuss Training Plan and schedule.



Conduct regular business.

Week Two COMMITTEE MEETING

Outreach Committee

- Report on progress with contacting groups.
- Report on progress in producing educational brochures.

Training Committee

- Assign investigation of training sources.
- Assign development of training event schedule.

Week Four COMMISSION MEETING

- Hear reports on other city HPC meetings.
- Hear report on HSRC meeting.
- Hear reports on Outreach Plan assignments.
- Hear reports from Outreach Committee.
- Hear reports from Training Committee.
- Conduct regular business.

Week Two COMMITTEE MEETING

- Conduct training session for all members of Commission and heads of Committees.

Week Four COMMISSION MEETING

- Hear reports on other city HPC meetings.
- Hear reports from Outreach Committee.
- Hear reports from Training Committee.
- Conduct regular business.

MARCH

APRIL



MAY

Week Two COMMITTEE MEETING

- Conduct first full committee meetings including citizen volunteer members.

Outreach Committee

- Make assignments for contacting City agencies, property owners, civic groups, realtors, schools, merchants, etc.
- Make assignments for developing educational brochures.

Training Committee

- Arrange for training sessions by SHPO, National Trust, etc.
- Develop invitations for training sessions.

Week Four COMMISSION MEETING

- Hear committee reports.
- Plan new Register Committee.
- Make assignments to attend HP Week events.
- Conduct regular business.

JUNE

Week Two COMMITTEE MEETING

Outreach Committee

- Conduct outreach tasks.

Training Committee

- Attend training sessions.

Register Committee

- Develop tasks and schedule.
- Contact volunteer citizen members.
- Attend HP Week events.



- Week Four COMMISSION MEETING**
- Hear committee reports.
 - Hear report on HP Week events.
 - Conduct regular business.

- Week Two COMMITTEE MEETING**
- Outreach Committee
- Conduct outreach tasks.
- Training Committee
- Conduct training sessions for all.
- Register Committee
- Conduct identification tasks.

- Week Four COMMISSION MEETING**
- Hear committee reports.
 - Conduct regular business.

- Week Two COMMITTEE MEETING**
- Outreach Committee
- Conduct outreach tasks.
- Training Committee
- Conduct training session for all.
- Register Committee
- Conduct eligibility determination tasks.

- Week Four COMMISSION MEETING**
- Hear Committee reports.
 - Conduct regular business.

- Week Two COMMITTEE MEETING**
- Outreach Committee
- Conduct outreach tasks.

JUNE (cont'd.)

AUGUST

SEPTEMBER

OCTOBER



OCTOBER (cont'd.)

Training Committee

- Conduct training session for all.

Register Committee

- Conduct designation tasks.

Week Four COMMISSION MEETING

- Hear Committee reports.
- Plan "Thank You" Part at Manistee Ranch.
- Conduct regular business.

NOVEMBER

Week Two COMMITTEE MEETING

Outreach Committee

- Conduct outreach tasks.

Training Committee

- Conduct training session for all.

Register Committee

- Prepare register recommendations.

Week Four COMMISSION MEETING

- Hear Committee reports.
- Hear report from Party committee.
- Assign preparation of annual report.
- Conduct regular business.

DECEMBER

Week Two "Thank You" Party at Manistee Ranch

Week Four No Commission Meeting

- Commission Chair submits annual written report and makes presentation to City Council.
- Staff includes HP Commission Annual Report in Certified Local Government Report to SHPO.



City of Glendale Historic Preservation Plan Citizen Participation Report

APPENDIX C

Public Involvement Process

The HP Plan was discussed at the monthly public meetings of the Glendale Historic Preservation Commission, which meets in the Planning Department, Room 2A, 5850 West Glendale Avenue, Glendale, Arizona on the following dates:

January 23, 2003
February 27, 2003
March 27, 2003
April 27, 2003
May 22, 2003
June 26, 2003

The HP Plan was also discussed at two focus group sessions held on May 10 and May 13, 2003, at the Manistee Ranch, 5127 W. Northern Avenue, Glendale, AZ.

A "Glendale Historic Preservation Community Survey" was mailed or distributed during the first two weeks of March, 2003, to 1150 people on the following mailing lists:

- Caitlin Court Historic District Property Owners.
- First National Bank Property Owner.
- Sugar Beet Factory Property Owner.
- Glendale Women's Club.
- Sahuaro Ranch Board of Directors
- Glendale Historical Society Board and Membership residing in Glendale.
- Civic Pride Ambassadors.
- Glendale Planning Commission.
- Glendale Citizen's Advisory Commission on Neighborhood.
- Glendale Historic Preservation Commission.
- Glendale registered Neighborhood Associations.
- Glendale University graduates.
- Downtown Merchants Association.
- Glendale Chamber of Commerce.
- Citywide Interested Parties.
- City Management & Department heads.



**Summary of concerns
identified as part of the
public involvement
process**

Letters were mailed to in the last week of April 2003 to 102 respondents of the "Glendale Historic Preservation Community Survey" who indicated that they would be willing to participate in a focus group. The letter thanked them for responding to the survey and invited them to attend one of two focus groups to further discuss the needs and issues of historic preservation in Glendale.

Copies of the meeting notices, survey form and findings; focus group invitation, agenda, attendees and discussion items are on file with the Glendale Planning Department.

The following is the prioritized ranking of the perceived threats to Glendale's historic resources that were identified in the "Glendale Historic Preservation Community Survey":

1. Redevelopment pressure.
2. Lack of public awareness of historic properties.
3. Lack of funding for preservation, repair, and maintenance.
4. Poor maintenance.
5. Lack of formal protection.
6. Lack of assistance for private owners.
7. Absentee ownership.
8. Government or Public Works projects.
9. Land values higher without historic properties.
10. Insensitive additions and alterations.

Additionally, the following describes concerns or issues organized by the subsets of the survey respondents:

Community leaders

- Desire to protect the oldest and most significant buildings in the city.
- Desire to foster public appreciation and awareness of the local heritage and to educate the public in the benefits of historic preservation.
- Concern about balancing progress, growth, and economic redevelopment with preservation of historic properties.

- Concerns about the City's review procedures for additions and alterations to commercial buildings.
- Desire for financial aid in rehabilitation projects.
- Desire to use heritage tourism to attract visitors and improve business.

- Concerns related to absentee ownership within historic neighborhoods.
- Concerns about the City's review procedures for additions and alterations to historic homes.
- Interest in a streamlined plan review and design approval process.
- Desire for financial and technical information about historic property rehabilitation.

- Desire to retain the "small town charm" of the community.
- Concerns about loss of open space and the surviving agricultural character of outlying areas to the west of Downtown.

- Concerns about lack of funding for staffing and programs in historic preservation.
- Concerns about perceived limitations of historic preservation compliance on public works projects funded in part by State and Federal programs.
- Concerns about perceived limitations that historic preservation places on planning for redevelopment and growth.

The implementation recommendations of the HP Plan address the concerns raised.

Business owners

Historic property owners

Community-at-large

City staff and elected officials

