

# MINUTES

## HISTORIC PRESERVATION COMMISSION

### April 13, 2022

Minutes of the regular hearing of the Historic Preservation commission, of the City of Tempe, which was held in hybrid format in person at City Council Chambers, 31 East 5th Street, Tempe, AZ, and virtually through WebEx.

### Regular Meeting 6:07 PM

**Present:**

**Staff:**

Dave Fackler	Steve Abrahamson, Principal Planner
Chris Garraty	Robbie Aaron, Interim Historic Preservation Officer
Elizabeth Gilbert	Ambika Adhikari, Principal Planner
Gregory Larson	Zachary Lechner, Historic Preservation Officer
Laurene Montero	Ryan Levesque, Deputy Director, Planning
Kiyomi Kurooka	Brittainy Nelson, Administrative Assistant, Com Dev
Reylynne Williams	Jared Smith, Curator/ History, Tempe History Museum
Kyle Woodson	

- 1) **Call to Audience:** Persons wishing to address the Commission on any matter may do so at the discretion of the Chair. However, Arizona Open Meeting Law limits Commission discussion to matters listed on the posted agenda. Other topics may be placed on a future agenda for discussion.

Dr. Lechner reminded the attendees of the above information.

2) **Voting of the Meeting Minutes**

Commissioner Williams requested a correction to page 2, paragraph one, line 6.

**Motion** by Commissioner Fackler to approve the amended Meeting Minutes of February, March 13, 2022; second by Commissioner Woodson. Motion passed on **6-0** vote.

**Ayes:** Dave Fackler, Elizabeth Gilbert, Gregory Larson, Laurene Montero, Reylynne Williams, Kyle Woodson

**Nays:** None

**Abstain:** Chris Garraty, Kiyomi Kurooka

**Absent:** Jim Garrison

3) **Introduction of New HPC members**

**Presentation by Staff, Zachary Lechner, Historic Preservation Officer**

Dr. Lechner stated that two new members were joining the Historic Preservation Commission: Kiyomi Kurooka and Dave Fackler. He ceded the floor, inviting both Commissioner Kurooka and Commissioner Fackler to introduce themselves.

Commissioner Kurooka said she has lived in Tempe since 1989. Her house dates to around 1940, and she has been a practicing architect in Arizona for close to 30 years. She said she previously served on two other Tempe commissions and finds commission service very rewarding.

Commissioner Fackler said he has lived in Tempe for almost 45 years. He worked for the City of Tempe, starting in 1978. He worked as a principal planner and later headed the Development Services Department. He retired from the City in 2003, then started his own consulting firm, doing essentially what he did for the City of Tempe for other small towns in Arizona and nearby states. He closed the firm in 2019. He currently also sits on the ASU-City of Tempe Joint Review Commission as an alternate, so he looks forward to being a full-time member on the HPC. He has a lot of background in redevelopment and historic preservation as a result of his experience working for the City. His primary background is architecture and planning, specializing in redevelopment, with an engineering background.

#### 4) Election of New Chair and Vice Chair

##### Presentation by Staff, Zachary Lechner, Historic Preservation Officer

Dr. Lechner stated that it was necessary for the Commission to elect a new chair and vice chair, noting that the Commission has been without a Vice Chair for some time and that Chair Buss had rotated off of the Commission after the March 2022 meeting. He opened the floor for nominations for Vice Chair, noting that self-nominations would be accepted.

Commissioner Fackler nominated himself for Vice Chair.

Dr. Lechner asked for other nominations for Vice Chair. There were none.

**Motion** by Commissioner Montero to approve Commissioner Fackler as Vice Chair; second by Commissioner Kurooka. Motion passed on **8-0** vote.

**Ayes:** Dave Fackler, Chris Garraty, Kiyomi Kurooka, Elizabeth Gilbert, Gregory Larson, Laurene Montero, Reylynne Williams, Kyle Woodson

**Nays:** None

**Abstain:** None

**Absent:** Jim Garrison

Dr. Lechner opened the floor for nominations for Chair, again noting that self-nominations would be accepted.

Vice Chair Fackler suggested that the chair should be someone with at least a couple of years of experience on the Commission. He nominated Commissioner Woodson for Chair.

Dr. Lechner asked for other nominations.

Commissioner Woodson stated that he has been on the commission for six months, and then nominated Commissioner Montero for Chair. Commissioner Montero declined the nomination.

Dr. Lechner asked for a motion to nominate Commissioner Woodson as Chair of the Commission.

**Motion** by Vice Chair Fackler to approve Commissioner Woodson as Chair; second by Commissioner Larson. Motion passed on **7-1** vote.

**Ayes:** Dave Fackler, Chris Garraty, Kiyomi Kurooka, Elizabeth Gilbert, Gregory Larson, Laurene Montero, Reylynne Williams

**Nays:** Kyle Woodson

**Abstain:** None

**Absent:** Jim Garrison

Commissioner Woodson noted his reluctance to take the position due to his short time on the Commission, and that it would be helpful to have a Chair with more experience on the Commission. He also noted that he was willing to go along with the nomination.

Dr. Lechner stated his appreciation to Commissioner Woodson for accepting the position and turned the meeting over to him.

## 5) Selection of Technical Advisory Group representatives

### **Presentation by Staff, Zachary Lechner, Historic Preservation Officer**

Dr. Lechner explained the purpose of the Technical Advisory Group (TAG), an advisory group composed of City commissions and boards, local partner organizations, and City staff to assist in the preparation City of Tempe's General Plan 2050. He noted that the Commissions needed to nominate two members. One will serve as a backup. He also discussed the duties of TAG members and the timeline for TAG's work.

### **Presentation by Staff, Robbie Aaron, Interim Historic Preservation Officer**

Mr. Aaron is a staff member on the General Plan 2050 team. He corrected the previously stated timeframe, stating that TAG's work had been moved up to begin in June 2022, and that TAG would initially be meeting every other week before transitioning to at least once a month. Meetings will likely have a hybrid format (in person and virtual). Mr. Aaron encouraged the Commission's participation, stating that TAG will have a role in shaping what Tempe looks like now and in the future.

### **Presentation by Staff, Ambika Adhikari, Principal Planner**

Mr. Adhikari stated that he would be one of the main people project-managing the General Plan 2050. He said they are asking for two representatives in case there is a reason that both might be needed, and so diversity can be maintained. Meetings will start in June. The actual task of the committee will be to guide and work with the staff. Mr. Adhikari noted that TAG will be doing a lot of technical work on the General Plan 2050. Feedback from TAG committee members will be useful, including historic preservation insights from the HPC commissioners selected to serve on TAG. Historic preservation is very important in the General Plan. It's a very important opportunity, since General Plan development only comes once every 10 years. Mr. Adhikari went over the meeting timeline again.

### **Commission Discussion**

Commissioner Larson asked what days and times TAG would meet.

Mr. Aaron stated the meetings would be held on Thursdays, subject to change, probably sometime in the late morning, perhaps 10:30 to noon. This was thought to be the best time to accommodate the various groups who'll be serving. He said he thought the meetings would start the third Thursday in June, occurring every other week, until September. After September, meetings would be probably once a month.

Chair Woodson asked how long the committee would meet.

Mr. Aaron said TAG would start in June and run through December 2023, for an hour and a half at each meeting. He said he hoped TAG members would be champions for General Plan 2050 to help it get ratified by the voters. He said meetings would probably end in July or August of 2023 as that's when a draft of General Plan 2050 would be due to City Council. Voters would vote on the General Plan in March 2024.

Chair Woodson asked for volunteers for TAG.

Commissioner Larson indicated that he would need to leave the meeting around 7:00 p.m., and also volunteered to serve on the Technical Advisory Group.

Chair Woodson asked for a second volunteer.

Vice Chair Fackler volunteered to serve as the second HPC member of TAG.

**Motion** by Vice Chair Fackler to approve Commissioner Larson and Vice Chair Fackler as the HPC's representatives to the Technical Advisory Group for the City of Tempe's General Plan 2050; second by Chair Woodson. Motion passed on **8-0** vote.

**Ayes:** Dave Fackler, Chris Garraty, Kiyomi Kurooka, Elizabeth Gilbert, Gregory Larson, Laurene Montero, Reylynne Williams, Kyle Woodson

**Nays:** None

**Abstain:** None

**Absent:** Jim Garrison

### 3) **Update on Butler (Gray) House) located at 1220 S Mill Ave**

#### **Presentation by Staff, Zachary Lechner, Historic Preservation Officer**

Dr. Lechner introduced Ryan Levesque, Deputy Director of Planning in the City of Tempe's Community Services Department. Dr. Lechner stated that Mr. Levesque has been providing the HPC with updates on the situation with the Butler (Gray) House.

#### **Presentation by Staff, Ryan Levesque, Deputy Director of Planning**

Mr. Levesque provided some background on the situation with the Butler (Gray) House. In November, City received a demo request for the house. The owner wished to sell or maximize his development interest. The item was taken before the HPC in December 2021. The Commission denied the request, resulting in a 180-day stay on demolition. The City worked with the owner to determine alternatives. Now the City has offered a façade conservation easement on the home, proposing a withdrawal of the demolition request, and upon doing so, the applicant is requesting a lot split to allow him to build a separate property on the back rear of the alley. The front portion (the Butler House) would retain the historic designation, and the new build on the rear of the property would not be subject to historic preservation review. The City is looking to schedule the item by resolution with City Council. He noted that the HPC has a copy of a façade conservation easement draft. City is waiting on the property owner to agree to terms. The property owner needs to sign the agreement before City Council can act. The property owner has put up the property for sale. He is weighing his options. Now the City is trying to determine what the property owner wishes to do and whether he'll accept the City's proposal, including the façade conservation easement.

#### **Commission Discussion**

Vice Chair Fackler asked what protections Butler (Gray) House would have regarding whether construction on the new lot would need to be compatible with the historic house.

Mr. Levesque stated that there is reference to terms and conditions listed in proposed agreement. The resolution has material value for the property owner as a result of them signing the conservation easement. The owner has contemplated a certain house size already. Likely a setback variance will be needed. It would likely be a two-story home on the rear part of the lot. It would meet all other setbacks of the district, lot coverage as well. It's likely it would be sold to a future owner.

Mr. Aaron asked that the two-story addition would require a use permit, as well. Mr. Levesque said it wouldn't in the new lot configuration. He added that a zoning map amendment for historic designation overlay would likely identify more details for that plan; a neighborhood meeting would be held and public input would be sought. To amend the historic overlay, the item would have to come back to the HPC for approval.

Chair Woodson asked if the easement ran with the property.

Mr. Levesque stated that this was correct—the easement would run with the land for the five-year term. If an executed agreement was received and approved by City Council, the easement would likely run starting June 1, 2022, for five years. The City is looking to overlap the time period of the demolition permit.

Chair Woodson asked who would bring the easement up for renewal.

Mr. Levesque said it would automatically term out after the five years. At that time, he said he hoped that the owner at that time would be willing to renew it.

Commissioner Montero asked why they City couldn't get a perpetual easement.

Mr. Levesque said the City proposed a perpetual easement. The owner had asked for more compensation than the City was at liberty to consider.

Chair Woodson asked if the owner's approval is needed for the easement.

Mr. Levesque confirmed that it is.

Commissioner Larson asked if the draft façade easement was specifically prepared for the Butler (Gray) House or if this was just an example based on another easement agreement.

Mr. Levesque stated that it was based on another agreement.

Commissioner Larson mentioned that on p. 2, section 2.1, he couldn't figure out what it was saying. There was a reference to reimbursement, which isn't mentioned again in the easement. He asked Mr. Levesque to have the City Attorney's Office review and potentially reword it. He identified a reference to a 30-day time limit following an "event," but he didn't see a way to document the event (the event was 30 days from reimbursement from the City).

Mr. Levesque said he thought that the 30-day time period is following the execution recording of the agreement.

Mr. Larson thought that would be a critical change to include. He also referenced some language in the draft conservation easement that Mr. Levesque confirmed was a holdover from the document that the Butler (Gray) House easement was modeled on; he said it would be corrected.

Commissioner Larson said he didn't see language in the easement that says "runs with the land" or that the agreement is binding upon successors in interest and assigns. He said that language needs to be added probably in section 1; otherwise, it may not survive past the first transfer of title.

Chair Woodson asked if there were any other questions or comments.

Mr. Levesque thanked the Commission for its feedback and said he would keep the Commission and HPO informed about developments and possible signing of the agreement.

Chair Woodson asked if the HPC will see another draft or if the City would make the requested changes to the easement and try to secure an agreement from the homeowner.

Mr. Levesque stated that the City needed to move forward because the City is currently in agenda report review. This item will likely be on there. Legal review is being finalized; after that it can go to the property owner. The City Attorney's Office has advised that the agreement with the property owner needs to be signed before the City can have the Mayor and Council review it. That's currently scheduled for the regular April 28 Council meeting, but will have to be pulled if an agreement is not reached by that time.

Chair Woodson asked for another update on the item as it moves forward.

Mr. Levesque agreed.

**7.) Request for Certificate of Appropriateness for the landscape plan for the Ash Avenue Bridge abutment approach/roadbed and adjoining westside embankment, located at Tempe Beach Park, as well as for the General Plan Land Use Agreement, Zoning Map Amendment, and Planned Area Development Overlay. This request is in coordination with the 250 Rio project (PL210130).**

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**Presentation by Zachary Lechner, Historic Preservation Officer**

Dr. Lechner introduced the presenters, including Manjula Vaz, attorney at Gammage and Burnham, Mike Duffy of RSP, and Mark Vinson of VinsonStudio.

[At 7 pm, Mr. Larson, messaged via WebEx his apologies for having to leave the meeting early.]

**Presentation by Manual Vaz (Gammage & Burnham), (Mike Duffy (RSP), and Mark Vinson (Vinson LLC)**

Ms. Vaz introduced the presentation. She said they came to the Commission during the summer to discuss the project. She said the site was the site of the Old Pennysaver building. Its north of Rio Salado, and to the west of Tempe Beach Park. The realignment of Ash Avenue is part of larger 250 Rio project, which includes building an office building. The roadbed is the front door to the building. She described the office building specs, and noted that she's not asking commission for approval regarding the office building. The point here is to get approval for a Certificate of Appropriateness on the landscape. Later, they'll go to DRC for General Plan Amendment. The applicants will also need to get Zoning Map Amendment and PAD approval. She turned over the presentation to Mark Vinson to talk about the Ash Avenue Bridge approach rehabilitation.

Mr. Vinson pointed to some historic images showing Ash Avenue Bridge and of the bleachers at Tempe Beach Stadium. He showed two additional historical images of the Ash Avenue Bridge that show the historic roadbed along the approach to the bridge. He provided some history related to the bridge, noting that the Ash Avenue Bridge quickly grew obsolete. In 1919, the concrete roadbed was added, and the bleachers were added in approximately 1935. Mr. Vinson said in 2018 the City commissioned his firm to create an assessment related to rehabilitating the bridge approach. The bridge abutment was rehabilitated in 2012 and the bleachers were rehabbed in the early 2000s. The roadbed is in poor condition. The remaining piece is the roadbed; it's been fenced off and not useful to anyone for a number of years. He said his report pointed to ways to move the roadbed to a usable condition, while making it ADA compliant, and adhering to the Secretary of the Interior's Standards for Rehabilitation. A bondbreaker could be applied to the existing concrete to allow it to remain in place; only a topping would be needed, which could be removed. He proposed occasional windows to reveal the original roadbed and some landscaping on the east and west side, along with stabilization of the embankment. Cost for this work would be nearly \$1 million today, putting it out of reach for the City budget. Mr. Vinson went over some drawings showing the proposed rehabilitation.

Mr. Duffy said RSP is largely incorporating Mr. Vinson's recommendations; the difference in their proposed design is that in some key locations pedestrian access to the project area is being added. Mr. Duffy pointed out a diagram. He said Ash Avenue will serve as a front door, so they want to activate Ash Avenue and maximize views to the park and downtown, and maximize shade.

Mr. Vinson noted earlier developments for this area, but said those hadn't satisfactorily addressed the roadbed. He said the roadbed had been disused, which the proposal seeks to reverse. In some of the earliest concepts, there were some proposals like building overhang over the roadbed. His advice was to pull back any building overhang, to pull ground-level frontage back to retain west-facing embankment, and to simplify any patterns in roadway topping—taking out non-historic elements while maintaining continuity of materials from historic to new and making it compatible but distinct from the historic roadway.

Mr. Duffy provided an overview of the 250 Rio project pertaining to the orientation of the building and landscaping.

Mr. Vinson said the development team heeded his advice and believes there is a win-win scenario for the developers, the building tenants, and the citizens of Tempe. He mentioned the Veteran's Memorial Project that the 250 Rio project would provide enhanced access for. He said the City also benefits from not having to deplete its budget for historic facilities.

Mr. Duffy went over sketches of the rehabilitated roadbed sections, as well as a look at the proposed cut-outs revealing the historic roadbed and landscaped embankment.

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**Commission Discussion**

Commissioner Montero asked whether the project would require archaeological monitoring.

Ms. Vaz said the applicants will enlist Logan-Simpson for archaeological monitoring through an agreement with the City.

Commissioner Montero said she thought there was going to be an ethnographic study of the Butte and whether that was being considered in this project design. She noted potential impacts to alignments and the archaeology on the Butte.

Mr. Duffy said they were looking into that but don't have anything on that to share this evening.

Commissioner Montero recommended holding a site visit for the Commissioners, saying it was a little hard to visualize.

Chair Woodson thought that would be a good idea and asked for information about the progress of the 250 Rio project, as well as for clarification regarding what exactly the applicants are requesting of the Commission.

Ms. Vaz went over the progress of the project and noted having reviewed the project with the HPC earlier. She said the next step is to go to DRC and then to City Council. They are working on a development agreement with City regarding the Ash Avenue bridge abutment approach.

Mr. Vinson said the applicants were tonight requesting a Certificate of Appropriateness for the roadbed.

Chair Woodson asked if the 250 Rio project's area already included the area including the roadbed, embankment, and the stadium bleachers.

Mr. Duffy said the property line doesn't currently include Ash Avenue roadbed but that their project seeks to rehabilitate the Ash Avenue roadbed.

Chair Woodson asked if it was not necessary for the Ash Avenue roadbed-related request before the Commission to be approved in order for the applicants to move forward with their project.

Mr. Duffy said technically that was true but would love to incorporate the roadbed into the project.

Chair Woodson asked whether the applicants had been approached by the City to incorporate the Bridge into their project.

Ms. Vaz said the City has been looking at different options for rehabilitating the approach. The discussion with the City included discussions, including with the former City of Tempe HPO, John Southard, of how the 250 Rio project might incorporate the Ash Avenue approach. She confirmed that she discussed the matter with John Southard and Robbie Aaron.

Dr. Lechner stated that the applicants also made a presentation at the June 2021 meeting of the HPC.

Commissioner Kurooka asked who would maintain the roadbed area.

Ms. Vaz said that the City would continue to own the property but that the developer would maintain the property. If the City isn't satisfied with the maintenance of the property, then the City could take over that role. The developer wishes to maintain the property well.

Commissioner Kurooka said it's sad that the City can't afford to maintain the roadbed.

Chair Woodson wanted to know if some kind of easement would be given to the developer.

Ms. Vaz said that they would put a public access easement on it, so everyone would have access.

Vice Chair Fackler asked Mr. Vinson when he put the plan together.

Mr. Vinson said in 2018.

Vice Chair Fackler asked if the City formally accepted it.

Mr. Vinson said he provided the report to the HPO; he wasn't aware of any presentation to the HPC.

Vice Chair Fackler said it looked like the roadbed reveal windows were above grade.

Mr. Vinson confirmed that a thin lip would be put in to prevent something like a wheelchair from dropping down from the new to historic surface.

Vice Chair Fackler said he was worried that the reveals would become a reservoir when it rained and leech into the historic property below. He said he had hoped that the window would provide view of historic roadbed, but also block out the elements.

Mr. Vinson said that could be explored. He said the reveals could be moved to provide some opportunity for drainage.

Vice Chair Fackler thought that with a 2 to 4-inch hole, the water would need to gotten rid of. He thought additional work on that detail was needed.

Mr. Vinson said that moving the reveals to the other side of the approach for drainage purposes might work better, and Mr. Duffy concurred.

Vice Chair Fackler said putting curbing around the reveals would make a tripping hazard or an impediment to a bicyclist. That detail should be looked at from a historic preservation perspective as well as in terms of how people will use the roadway.

Mr. Vinson said the number of reveals could be limited and a railing placed around them.

Vice Chair Fackler gave the example of the Hayden House, with below grades capped with glass that you walk on. He thought this might be a solution to the related issues at the roadbed (e.g., visibility and moisture).

Commissioner Woodson wanted to know that as the applicant's plans for the roadbed evolve if the Commission would be able to see revised plans.

Ms. Vaz said they would like some recommendation that the HPC is generally OK with the roadbed project and then incorporate Vice Chair's comments when presenting to the DRC regarding site planning. She said they'd be happy to come back to HPC and discuss developments as things progress or continue to work with the City of Tempe HPO.

Commissioner Williams wanted to know if Hines/RSP Architects is using the VinsonStudio assessment in their plan.

Mr. Duffy confirmed that this was the case and that they'd enlisted Mr. Vinson as a consultant.

Commissioner Williams said she didn't see how the applicants were utilizing the 2018 VinsonStudio assessment.

Mr. Duffy ran through some slides showing rehabilitation concepts that came from the VinsonStudio plan. He noted a difference was the inclusion of the rehabilitated former PennySaver building.

Chair Woodson asked about the current usage of the building being developed.



Mr. Duffy and Ms. Vaz confirmed that the building has been vacant for approximately 20 years.

Chair Woodson asked how the integrity of the west embankment was being maintained.

Mr. Vinson said this was one of the key elements of the assessment. He said the sloping embankment was a character-defining element and should be maintained in any rehabilitation of the roadbed, as laid out in the plan.

Chair Woodson asked if the slope would be maintained with landscaping, which Mr. Vinson confirmed.

Commissioner Williams asked if there was a similar instance where a project was building next to a historic property and requesting a Certificate of Appropriateness.

Mr. Aaron brought up the example of the 100 Mill Project.

Ms. Vaz said this team was involved in redeveloping 100 Mill and the historic Hayden House; she noted working with the HPC on getting a Certificate of Appropriateness for Hayden House.

Mr. Aaron gave another example of a similar historic property project with which Ms. Vaz is associated.

Chair Woodson added some additional suggestions, including adding signage and material. He noted a big change to the western embankment. He said bringing this area into more usage with public access is a good aspect of the plan.

Mr. Vinson noted that interpretive signage is a part of the plan.

Mr. Aaron suggested that the Commission could add into the conditions of approval the removal of potential tripping hazard with the roadbed cut-outs. He said that two motions would be needed, one for Certificate of Appropriateness for the portion owned by the City, and then a second motion for a recommendation of approval for the 250 Rio PAD to the Development Review Commission. It pertains to an 18-ft swath of land (Lot 2 labeled on the presentation slides) will soon be owned by the developers.

**Motion** by Vice Chair Fackler to approve the Certificate of Appropriateness for the Ash Avenue Bridge abutment approach, with conditions of approval that the Vinson plan continue to be integral to the developer's plan, windows on the roadbed be revisited to ensure safety, and when such details are updated that they be brought back to the HPC for additional comment. Commissioner Montero amended the motion by adding archaeological monitoring to the conditions of approval; second by Commissioner Gilbert. Motion failed on **4-3** vote.<sup>1</sup>

**Ayes:** Dave Fackler, Elizabeth Gilbert, Kiyomi Kurooka, Kyle Woodson

**Nays:** Laurene Montero

**Recuse:** Chris Garraty

**Abstain:** Reylynne Williams

**Absent:** Jim Garrion, Gregory Larson

**Motion** by Vice Chair Fackler for recommendation of approval of PL210130, which consists of a general plan amendment, a rezone, a PAD, and a DPR for the 250 Rio project, located at 250 W. Rio Salado Parkway, with conditions of approval equal to the prior 250 Rio-related Certificate of Appropriateness motion, in lots 1, 2, and 3; Vice Chair Fackler amended his motion to only include lots 1 and 2; second by Commissioner Gilbert. Motion failed on **4-3** vote.<sup>2</sup>

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<sup>1</sup> After this vote, Dr. Lechner stated that the motion had passed, but in a review of the vote after the meeting, Assistant City Attorney Teresa Voss determined that the motion failed because, according to City Ordinance governing the Historic Preservation Commission (specifically, TCC 14A-3[f]), "the concurring vote of five (5) members shall be necessary for any action of the commission on any matter."

<sup>2</sup> After this vote, Dr. Lechner stated that the motion had passed, but in a review of the vote after the meeting, Assistant City Attorney Teresa Voss determined that the motion failed because that according to City Ordinance

**Ayes:** Dave Fackler, Elizabeth Gilbert, Kiyomi Kurooka, Kyle Woodson

**Nays:** None

**Recuse:** Chris Garraty

**Abstain:** Laurene Montero, Reylynne Williams

**Absent:** Gregory Larson, Jim Garrison

**8. Discussion of Venue Projects/Sunbelt Holdings' preliminary plans for development of Hayden Flour Mill site, located at 119 S Mill Ave**

**Presentation by Zachary Lechner, Historic Preservation Officer**

Dr. Lechner introduced Lorenzo Perez (Venue Projects), Heidi Kimball (Sunbelt), and Maria Laughner (City of Tempe)

**Presentation by Maria Laughner, Deputy Economic Development Director**

Ms. Laughner noted her excitement in introducing the development team selected during the RFP process. She mentioned that some current and former members have already met with Venue/Sunbelt. She introduced the presentation and said they are looking forward to the Commission's feedback.

**Presentation by Heidi Kimball, Sunbelt Holdings, and Lorenzo Perez, Venue Projects**

Mr. Perez said they'd been meeting with other Tempe boards and commissions. Mr. Perez introduced his firm. They try to find new uses for old sites and have a community-based approach. He wants to be a countermodel to demolition culture he saw growing up in Phoenix.

Ms. Kimball described Sunbelt Holdings. They've developed several projects in Tempe, including ASU Research Park. They mostly do land development, as well as vertical development. They are used to very complex transactions with great joint venture relationships. They have extensive experience in ground leases.

Mr. Perez shared some of his firm's recent projects in the greater Phoenix area, including Rise Uptown. He noted experience with historic tax credits. He said they build as well as develop. He gave the example of his firm's work with Phoenix's Desert Botanical Gardens.

Ms. Kimball went over Sunbelt's Marina Heights project. She said they are very comfortable working with transit-adjacent properties. She highlighted the Culdesac project that her firm is working on with the City of Tempe.

Mr. Perez went through some examples of other places throughout the country that have transformed old industrial complexes into community gathering places. He sees Millenium Park as a good reference point for the Hayden Mill Flour site plan. He wants to take a light approach to both the land and the mill buildings. New structures should be as limited as possible and subordinate in scale, with sensitivity to where they're placed. He wants to work with existing constraints as much as possible. He wants the site to be as inclusive as possible for Tempe residents of all types. This project is about preserving as well as activating the space. Mr. Perez said he and his team has spent a lot of time walking the site. He discussed the main elements on the Hayden Mill Flour site. He noted the high visibility of the site from various places in Tempe. The trailhead is very active, and the Venue/Sunbelt plan seeks to draw on this current use. He said new structures would be designed to help amenitize the site. The development plan is a campus approach. He said much of their initial effort would be to preserve the 1918 mill and silo before shifting to addressing Rio Salado and Mill Avenue structures and address the upper terrace. Finally, they'd come up with a landscape/hardscape approach to Terrace 6 behind the tracks. He said that a water feature could be introduced, in part to be used as an interpretive element to talk about how the mill functioned.

Mr. Perez said they decided not to commit to any architectural direction yet; they wanted to meet and get feedback from stakeholders first. He wants maintenance of appropriate scale of structures so that strong views can be maintained. Tempe Butte is a key context, and they want to acknowledge the historical significance of local Tribes. They want to work closely with the Four Southern Tribes and gain their assistance with educating the public.

Mr. Perez said activation is important to keep the site dynamic and to tell stories relating to the history of the mill and site in regard to different ethnic groups. Performance and visual arts would be a component of their vision for the site. He said his team looked at examples of places that integrated art to make sites dynamic and said his team were open to using creative lighting at the site.

Mr. Perez noted that financing projects like this are challenging and that they support public and private financing opportunities. He referenced Peter Buseck's park plan, which overlaps with the Venue/Sunbelt vision.

Regarding historic preservation strategy, Mr. Perez said the developers wish to work with Tempe HPC and SHPO and have reached out to Mark Vinson. He said his firm spends time at the site to get a feel for it. They want to take a reverent and thoughtful approach to the historic spaces and determine what can and can't stay. They would like to use items that stay in creative ways as art or as interpretive, creative features. He highlighted other projects around the country that have repurposed historic materials well. He said their plans and ideas are flexible at this point. He said that prior projects that have attempted to redevelop this site haven't been successful. He said the project is personal to him.

#### **Commission Discussion:**

Chair Woodson thanked Mr. Perez for the presentation and said he was aware of long, tortured history of redevelopment plans for this site. He said it's been a long road getting here and is glad to see the project getting to this point. He mentioned Chair Buss's involvement in the recent RFP process for the Hayden Flour Mill site. He asked if this was an FYI presentation.

Mr. Perez confirmed that and said this was the beginning of a long process.

Chair Woodson said he liked how the historic structures are being prioritized, noting they are critical for to Anglo-American history of the area and the founding of the city of Tempe. He said he liked that the architectural plan is being structured to keep the focus on the historic structures. He asked for more information on how historic structures' use would be integrated and what kind of rehabilitation work would be done.

Mr. Perez said the mill has three pretty functional floors. He referenced a grade change at the mill site itself. He said ground level might be food/beverage or possibly cultural. Second and third floors will need some structural work but are gorgeous. Openings have been manipulated; old elevations will need to be studied and gotten back to what they were. He wants to learn and tell stories of how those spaces were used. Mr. Perez said the upper floor's volume is beautiful and is mostly cast in place concrete. He noted that the first two mills burned down. There's some weather damage, charring, and vandalism on the 1918 mill. The upper floor and roof was added during certain periods; lots of machinery is present on the roof in old images. He said they'd probably like to have an activated roof. They supply great views. There's not much space available for use of the silos. He discussed how the silos were used historically and described the structure of the silos. He said his team toured the silos. These are spaces that could be used to help people understand the history of milling. For now, the site is draining City resources, and he hopes that they can develop enough revenue to help fund the continued development and operation of the site. The new structures are intended to add amenity to the site. He's open to suggestions to help determine how new buildings will be designed.

Chair Woodson asked if Mr. Vinson would be enlisted for assistance.

Mr. Perez said Mr. Vinson and other architects with historic preservation experience have offered assistance.

Chair Woodson referenced pursuing a National Register nomination.

Mr. Perez said the Part I is done with feedback on Part II from the National Park Service. He said they'll reach out to SHPO to work with them on the best approach for getting through the National Register approval process.

Chair Woodson said there is great opportunity for educational and historical opportunities on the site, as mentioned by the applicants.

Commissioner Montero said the presentation was interesting. She asked if SRPMIC had been consulted on this project and if there was thought on archaeological monitoring for the area.

Mr. Perez said he'd met with Salt River and Gila River communities and that he consulted with the team working on 100 Mill project across the street about archaeological monitoring.

Commissioner Kurooka said she'd like to see the history museum relocated to the location to attract people. She said typical thinking is that restaurants and retail is best way to attract people but that people will go to places to see art, which also drives the economy. She said she'd like the team to seek an alternative to commercial development.

Mr. Perez said his team had just been presenting at the Tempe History Museum. There was a discussion of using the site as a satellite museum. He loves the idea of art and space. He wants to make sure the architecture is elegantly understated. He said there's an opportunity to use the site to talk about environment and history.

Commissioner Kurooka said she would like that corner to maintain excellent views. She mentioned that view corridors of Tempe Butte are being lost due to high rises.

Vice Chair Fackler complimented the presentation and the approach. He said all other development pursued on this site were trying to do too much because financing dictated it. Now that the City owns the site, this can be overcome. The developers' low approach has a good chance of being successful. He hoped that the plans would continue not to include parking spaces. He noted the huge number of parking spaces in downtown Tempe. He said this plan would make Mill Avenue even more walkable. He said the mill and silo, in particular, are problematic. Other plans proposed building huge structures instead of treating the historic structures for what they are. He wondered what previous studies say about the structural integrity of the historic structures, which concern him the most. He said he'd like to see as little as possible in terms of new structures so that it's appropriately developed. He wished there was some way to coordinate this development with Tempe Mission Palms. He congratulated the developers on what they'd accomplished so far. He said he's been looking for the connecting piece for years between downtown Tempe and Rio Salado.

Mr. Perez said the site is multi-mobility, which makes it attractive. It's been liberating not to worry about cars. He wants to do as little as possible, but just enough, to this site.

Commissioner Williams confirmed that Ms. Laughner had sent an intro email to Gila River and Salt River communities to get a conversation with the O'odham community going. She said they had a good meeting with Venue/Sunbelt and hoped there would be future meetings to discuss the cultural appropriateness related to Tempe Butte. She agreed with Mr. Perez that lines of sight around the Butte are very important, traditionally and culturally, for the Native American communities to have because the Butte plays an important role in their history and culture. She hoped that conversations could be had with the Four Southern Tribes to get everyone's viewpoint and to ensure the cultural appropriateness of this space.

Chair Woodson said he was pleased Venue/Sunbelt was including Peter Buseck in their plans. He accepted their presentation and said he looked forward to hearing more.

**Agenda Item 9: Discussion of City landscaping plan for Hayden House patio, located at 1 W Rio Salado Pkwy  
Presentation by Zachary Lechner, Historic Preservation Officer**

Dr. Lechner clarified that this agenda item was not an actionable item, but that the presenter was only providing information. He introduced Braden Kay, Director of Sustainability & Resilience.

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Presentation by Braden Kay, Director of Sustainability & Resilience

Dr. Kay thanked the HPC for their work with the earlier Hayden House rehabilitation project. He said that the Downtown Tempe Authority (DTA) wants to use the house for revenue measures. One of the difficulties has been the unshaded back patio. Dr. Kay mentioned that he has some grant money for climate-adaptive landscaping. He gave some examples of other places in Tempe where the City has done this. He said he wanted to use the grant for landscaping in the back of Hayden House. He said there are some challenges, including archaeology. He said that last week a decision was made not to pursue in-the-ground landscaping. For now, he will pursue temporary, above-ground irrigation. Fruitless olive trees will be placed on the site and temporarily in-boxes on cinderblock to avoid touching the ground. Consultants have indicated that archaeological monitoring and permitting will be required for in-ground, longer term solutions. This temporary solution is designed to last between 6-24 months while additional solutions are devised. He commended the stewardship of Mr. Aaron and Dr. Lechner in regard to the Hayden House.

**Commission Discussion:**

Chair Woodson wanted to know if any action was being requested of the Commission.

Dr. Kay said this was an FYI to let the Commission know about an above-ground temporary solution and that he would come back to the HPC with a longer term plan.

Dr. Lechner indicated that because there was no ground disturbance with the temporary landscaping and irrigation plan, no Certificate of Appropriateness was needed. Comments from the Commission were certainly invited.

Chair Woodson said he attended Sunday's Hayden House rededication and was pleased to see recognition for Jacob Butler and his fence design. He applauded the City and others for their work on the project.

**Agenda Item 10: Request for Certificate of Appropriateness for restoration of historic structures at Moeur Park, located at the intersection of Mill Ave and Curry Rd**

**Presentation by Zachary Lechner, Historic Preservation Officer**

Dr. Lechner noted that the applicant was the Community Services Department, specifically Parks & Recreation. He introduced presenter Erin Kirkpatrick, Capital Improvement Projects Coordinator for the City of Tempe.

**Presentation by Erin Kirkpatrick, Capital Improvement Projects Coordinator**

Ms. Kirkpatrick introduced herself and noted that Craig Hayton, Deputy Director of Community Services was also available remotely. She stated that she had brought the Moeur Park project before the Commission last February seeking input on restoration and revision of the ramadas. She discussed the location of Moeur Park and said that the restoration plan pertains to the southern portion of the park. The park is split in elevation, with upper and lower ramadas. Lower ramadas were built in the 1930s by the Works Progress Administration (WPA), and the City is looking to restore them. On the upper section, there are 1950s ramadas. They suffer from deferred maintenance and need restoration. They will be raised, taken apart onsite, and put back together on footings that will not mimic historic columns. As many original materials will be used as possible. Funding comes from a SRPMIC grant and Parks CIP. Other notable improvements to the park include new lighting, landscaping along the hillside, site furnishings like picnic tables, and tree planting along the upper ramada. Cleaning and repair of mortar, rock, and steel of the ramadas will happen. Besides deconstructing, repairing, and putting back together the steel ramadas, roof panels will be replaced. Also, stairs and steel railing will be replaced. Outside of the historical scope are things like providing ADA access, putting in a drinking foundation, improving landscaping, irrigation, and lighting. Ms. Kirkpatrick development review will follow issuance of a Certificate of Appropriateness, followed by final permitting, and then construction. There will be opportunities for HPC or HPO to weigh in on anything Community Services has questions on, including things like mortar and paint color. Archaeological monitoring will occur during the construction.

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**Commission Discussion:**

Chair Woodson and Commissioner Montero stated that all of their questions were answered by the presentation.

Ms. Kirkpatrick asked if the Commission received a copy of the plan set. Dr. Lechner confirmed that he gave the Commission a copy of the 100% plan.

Chair Woodson asked if archaeological monitoring was part of project scope. Ms. Kirkpatrick that it was and that she wasn't sure where things stood currently with ASM permitting. She said Scott Solliday has been working with them on that.

Chair Woodson asked if a motion for approval of a Certificate of Appropriateness was needed. Dr. Lechner confirmed that it was.

Commissioner Garraty asked if the archaeological monitoring was part of the conditions of approval for Certificate of Appropriateness. Dr. Lechner said the COA is not part of the conditions of approval but that it could be if the Commission felt it was necessary to state this explicitly. Ms. Kirkpatrick said they were under contract for archaeological monitoring already. Dr. Lechner said the City is obligated to do it, so it is essentially mandated, but it can be included in the conditions of approval if the commissioners are more comfortable doing that. Commissioner Montero said she thought it should be added to the conditions of approval. Chair Woodson also supported adding archaeological monitoring to the Certificate of Appropriateness's conditions of approval because of Moeur Park's historic nature. Mr. Aaron said the commissioner who makes the motion can add the archaeological monitoring condition of approval to the motion for approval of the COA.

**Motion** by Commissioner Garraty for approval of Certificate of Appropriateness of Moeur Park rehabilitation plan, with added condition of approval requiring archaeological monitoring; **second** by Vice Chair Fackler.  
Motion passed on **7-0** vote.

**Ayes:** Dave Fackler, Chris Garraty, Elizabeth Gilbert, Kiyomi Kurooka, Laurene Montero, Reylynn Williams, Kyle Woodson

**Nays:** None

**Abstain:** None

**Absent:** Gregory Larson, Jim Garrison

**Agenda Item 11: Chair/Staff Updates**

Chair Woodson said he appreciated that the Commission is now meeting in the City Council chambers.

Dr. Lechner said that request of approval for the updated Historic Preservation Plan will be on the May HPC meeting agenda. He noted additional revisions to the plan that have occurred since the HPC gave preliminary approval in November 2021. He also said simultaneous approval would be sought for two inventories of historic buildings in Tempe. If the HPC is granted final approval to the two inventories and the HP Plan, they would move on for approval to City Council in late May. Dr. Lechner stated that Logan Simpson is working on a blanket, monitoring, and treatment archaeological plan, but has been delayed due to COVID-19. Completion of this plan might occur later this year.

Dr. Lechner also stated that he received information from the Arizona State Historic Preservation Office regarding their next round of Historic Preservation Grant CLG Pass-Through Grants. He described these grants. Eligible projects do not include brick-and-mortar projects. He described the various types of projects that are eligible. Funds have to be matched by up to 40% from another source. The deadline is June 24. He said the HPO would be discussing possible options, but also welcomed feedback from the Commission. He said he wasn't looking for ideas at this point but wanted the Commission to know this was on the horizon.

**Agenda Item 12: Current Events/ Announcements / Future Agenda Items**

- **Member Announcements**
- **Staff Announcements**

Jared Smith of the Tempe History Museum said the Museum has added two new full-time staff members: Reanna King as coordinator of public programming, and Jen Sweeney, working on education and related programs, along with a new part-time front desk employee. Mr. Smith said free performances were coming on Fridays (April 22, May 6, and May 20), starting at 7 pm. They are free and inside. A new exhibit is opening—"Tempe Sister Cities: 50 Years of Citizen Diplomacy." He said it should be an excellent show. Its official opening night is April 26.

Commissioner Kurooka stated she noticed that a new stone marker commemorating women's suffrage had been placed on the north side of the Hayden House. She read the text of the marker and encouraged people to take a look.

Dr. Lechner said that Commissioners received an email regarding the upcoming boards and commissions appreciation event at the Tempe Center for the Arts on May 6 from 5-7 pm. Mayor Woods emailed requesting RSVPs. Dr. Lechner encouraged Commission members to RSVP if they are interested in attending.

Hearing adjourned at 9:29 pm.

Prepared by: Zachary Lechner, Historic Preservation Officer  
Reviewed by: Zachary Lechner, Historic Preservation Officer

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