

## Attachment B



### City of Phoenix

PLANNING & DEVELOPMENT DEPARTMENT  
HISTORIC PRESERVATION OFFICE

### Staff Report: Z-61-18-8 September 28, 2018

#### **INTRODUCTION**

Z-61-18-8 is a request to establish Historic Preservation (HP) overlay zoning for the property known historically as the Arizona Sash & Door Company Warehouse, located approximately 230 feet north of the northeast corner of 1<sup>st</sup> and Buchanan Streets [411 South 1<sup>st</sup> Street]. Maps and photos of the subject property are attached.

#### **STAFF RECOMMENDATION**

Staff recommends that rezoning request Z-61-18-8 be approved.

#### **BACKGROUND**

In December 2016, the City of Phoenix HP Office received a request from Brevoort Preservation Strategies on behalf of the property owner, 1<sup>st</sup> Buchanan, LLC, to establish HP overlay zoning for the subject property. The property had been previously evaluated for historic designation but was never recommended eligible because the original brick had been sheathed with stucco and the window openings had been filled in. However, staff learned that the original windows were still present and visible from the inside, and the owner began the process of removing the infill from the openings. On December 20, 2016, HP staff officially recommended the property eligible for HP zoning. The owner continued to rehabilitate the property, restoring the original steel windows, removing the stucco to expose the original brick, and making other improvements to convert the former warehouse to office use.

On January 9, 2017, the HP Commission formally initiated HP zoning for the property. However, staff delayed filing the HP zoning application until August 2018, after the rehabilitation was completed and the owner had submitted an Ownership Verification Form and Proposition 207 Waiver.

The building is currently occupied by Scientific Technologies Corporation (STC), a leading healthcare technology and consulting firm. STC moved to the rehabilitated building in January 2018 after nearly 30 years in their Scottsdale and Tucson locations. The 26,000-square foot former warehouse features an open-office layout, all-glass conference rooms, and “The Edge,” an event rental and collaboration space.

## **ELIGIBILITY CRITERIA**

The eligibility criteria for HP overlay zoning and listing on the PHPR are set forth in Section 807.D of the City of Phoenix Zoning Ordinance. To qualify, a property must demonstrate significance in local, regional, state, or national history, architecture, archaeology, engineering, or culture, according to one or more of the following criteria:

- A. The property is associated with the events that have made a significant contribution to the broad pattern of our history;
- B. The property is associated with the lives of persons significant in our past;
- C. The property embodies the distinctive characteristics of a type, period, or method of construction, represents the work of a master, possesses high artistic values, or represents a significant and distinguishable entity whose components may lack individual distinction; or
- D. The property has yielded or may likely yield information integral to the understanding of our prehistory or history.

In addition to the significance requirement, the property must also be at least 50 years old or have achieved significance within the past 50 years if it is of exceptional importance. The property must also possess sufficient integrity of location, design, setting, materials, workmanship, feeling, and association to convey its significance.

## **SIGNIFICANCE**

### Criterion A - Events

The Arizona Sash & Door Company Warehouse is significant under Criterion A as an early example of railroad-related commerce in Phoenix. Such examples were once common but are becoming increasingly rare. The historic context for railroad-related commerce in Phoenix and the relationship between the railroad and warehouses in Phoenix is established in the *Historic Phoenix Commercial Properties Survey*, completed in 1984 by Janus Associates, Inc.

The historic context characterizes late nineteenth through early-twentieth century commercial development in Phoenix as falling under three periods: 1) Settlement Period (1870-1886); 2) Victorian Period (1887-1912); and 3) Early Urban Center Development (1912-1931).

During the settlement period, the community of Phoenix functioned largely as a commercial supply center for the surrounding farmland which produced crops sold to nearby mining areas, as well as to Fort McDowell, located northeast of Phoenix. The population of Phoenix reached roughly 1,700 by 1880, and in 1881 leaders of the community incorporated the town. The buildings of this early settlement period were typically of adobe construction and had limited setbacks from the street.

In 1887, the Maricopa & Phoenix Railroad line was completed between the Southern Pacific station at Maricopa Wells and Phoenix, opening new commercial markets for the agricultural products produced in the irrigated lands surrounding Phoenix. The new line also allowed for new building materials to be brought to Phoenix, resulting in a significant increase in the number of buildings of brick construction. In 1889, Phoenix was made the territorial capital of Arizona, furthering its prestige and leading to increased financial investment in the community. In 1895, the Santa Fe, Prescott & Phoenix Railroad completed a line between Prescott and Phoenix, establishing a station along Harrison Street west of Central Avenue, while the Maricopa & Phoenix station was located along Harrison Street east of 6<sup>th</sup> Street. Due to the construction of the rail lines along Harrison Street, it, along with Jackson Street, immediately to the north, became the primary location for new warehouse development.

Arizona achieved statehood in 1912, with Phoenix as state capital, and set on a fast pace of growth. The Maricopa & Phoenix Railroad constructed a new depot at Central Avenue and Harrison Street by 1912, and between 1912 and 1913, the Arizona Eastern Railroad constructed facilities between Central and 1<sup>st</sup> Avenues and Harrison and Jackson Streets which cemented this area as a wholesale and warehouse district for goods moving within and outside the state. During World War I, Arizona experienced copper and cotton production booms as the goods were used to support the war effort. While the cotton bubble burst in 1920, which negatively impacted the broader economy, the increase in modes of transportation during the 1920s, through auto, plane, and rail, helped to facilitate a rise in tourism to Phoenix. In 1923, the Santa Fe and Southern Pacific railroads constructed the combined passenger Union Station at Harrison Street and 4<sup>th</sup> Avenue, a high-style Mission Revival building constructed to impress tourists arriving in Phoenix. The continued presence of rail traffic along Harrison Street, both commercial and passenger, provided an anchor for the use of the area south of the business district between Van Buren and Jefferson Streets.

Given its location at Harrison and 1<sup>st</sup> Streets, the property at 411 South 1<sup>st</sup> Street was well suited for industrial development. It was situated two blocks east of the Arizona Eastern Railroad Freight Depot and had access to side tracks running to the north of the lot, making it a prime location for manufacturing. City directories and newspaper advertisements show that development at the site began as early as 1908, when it was occupied by the Artificial Cement Company, operated by contractor M.L. Vieux. By 1913, the Phoenix Cement Works (also operated by M.L. Vieux) occupied the site. Sanborn fire insurance maps from 1911 and 1915 show that the present building had not been constructed yet; instead, several smaller buildings are present. Phoenix city directories indicate that Phoenix Cement Works remained at this location through 1919.

By 1920, the site was occupied by the El Paso Sash & Door Company, which had filed articles of incorporation in Arizona two years earlier. It is believed that the present building was constructed at this time. The 1920 and 1921 Phoenix City Directories

show that the address for the El Paso Sash & Door Company was 401 South 1<sup>st</sup> Street and the manager of the company was H.V. Cowan. Interestingly, a newspaper article from September 1921 indicates the firm was moving back to their headquarters in El Paso but would maintain a representative in Arizona to continue to bid on work.

By 1922, articles began to appear for the Arizona Sash & Door Company, which was located at 411 South 1<sup>st</sup> Street. The 1923 Phoenix City Directory shows the firm at this address and indicates that the president and vice president of the company were Maury C. Edwards and George Evans, who both lived in El Paso. It is clear from newspaper articles that despite the new name, the firm was operating as a subsidiary of the El Paso Sash & Door Company. Advertisements for the company read, “El Paso Sash & Door Co., Phoenix Representatives, Arizona Sash & Door Co.”

In 1925, the Arizona Sash & Door Company was acquired by local businessmen, and the name was changed to the Arizona Sash, Door & Glass Company. Articles of incorporation were filed with the Arizona Corporation Commission on May 13, 1925. The board of directors for the new company included J.R. Halstead, M.H. McCalla, A.A. Corpstein, William Corpstein, and H.H. Shoup. A newspaper article that same month indicates that the business “will remain under the management of Monroe Harris, who has been in charge of the local plant since it was established here in 1920 by the El Paso Sash & Door Company.” The article also indicates that the firm would continue to conduct business at 411 South 1<sup>st</sup> Street.

The reorganized firm quickly became the most prominent and prolific millwork company in Phoenix. The chief competitor at the time was the Southwestern Sash & Door Company, which also had ties to El Paso. Arizona Sash & Door Company products were used in several Phoenix buildings, likely due to relationships among the local businessmen. Growth in Phoenix was burgeoning, and many of the larger high-rise buildings were under construction. A prime example is the Luhrs Building, completed in 1924, exclusively using millwork and windows from Arizona Sash & Door Company. The firm continued to be a prolific supplier of building materials for several other major projects.

In 1927, the Arizona Sash, Door & Glass company constructed a new building at 9<sup>th</sup> Avenue and Lincoln Street and moved to that location. The 1928 Phoenix City Directory shows the property at 411 South 1<sup>st</sup> Street as vacant. During the period between 1929 and 1936 the address 411 S. 1st Street did not appear in city directories. It also did not appear in subsequent newspaper articles until 1934 when help wanted advertisements were posted for a furniture refinisher; however, no company name was provided. The directories show Barrow Furniture occupying the site in 1937 and the State Board of Social Security & Welfare there in 1938. The 1940 directory lists both Barrow Furniture and the State Board of Social Security & Welfare at 411 South 1<sup>st</sup> Street, while the 1942 directory shows only the latter.

Once again, there was a gap in the listings in the directories and newspapers until 1946, when an advertisement showed H & R Transfer Company at the site. A 1946 Sanborn map (the first available after 1915) depicts the brick building as a transfer & storage warehouse. Newspaper articles and advertisements indicate that H & R remained at this location, doing business as H & R Transfer & Storage until 1973. Building permit applications indicate that H & R retained a presence at 411 South 1<sup>st</sup> Street as late as 1978. Prior to rehabilitation in 2016, the building was occupied by Phoenix Packaging Products.

#### Criterion C – Design/Construction

The Arizona Sash & Door Company Warehouse is significant as a rare remaining 1920s building in the Phoenix Warehouse District. It is an excellent example of the property type, “Post-World War I Industrial Architecture, 1919-1931,” as outlined in the *Historic Phoenix Commercial Properties Survey*.

Warehouses constructed during this era show the use of a variety of building materials, new construction systems that reflected the engineering advancements of the time, and increased attention to the quality of design in the image of the periods' eclectic styles. The most frequently used construction material continued to be brick masonry, but it was used with more variety in color, texture and application. Tapestry brick and buff or dark-colored masonry were more commonly used in response to the increased attention to aesthetics. In addition, brick or hollow clay tile began to be used as non-bearing panels in concrete column structural systems. Cast-in-place concrete emerged during this period, either as entire wall systems or as post and beam systems.

Heavy timber wood trusses for roof structural systems were still common, but steel trusses, lighter in weight and with greater spanning capabilities, began to be used during this period. Architectural cast stone was another material popularized during this period and was frequently used in industrial architecture in cornices, copings, sills, and lintels. Concrete floors were typical and often replaced the wood floors of earlier buildings. Materials for other elements, such as doors and windows, continued to be wood, although a few examples of steel windows can be found. The architectural styles used for industrial buildings during this period mimicked the popular choices for other types of buildings in Phoenix. The most frequent applications were the Spanish Eclectic variations, the Second Renaissance Revival, and the Neoclassical Revival styles. Vernacular prototypes were not uncommon, while examples that ventured into the Moderne styles, not popular until the mid-1930s, were rare. Stylistic references were most commonly applied to the principal façade, as opposed to the entire building.

Scale is another dominant physical characteristic of the industrial architecture built after World War I. Buildings were larger, due in part to the need for more square footage to serve the function. That scale was accomplished with the construction technology of multiple-span trusses which could enclose large areas efficiently and economically.

Siting of these buildings was similar to that of earlier examples, with a public façade fronting on a street, and the dock side of the building adjacent to rail spurs. The size continued to be large, one-story volumes; however, more buildings were constructed to house offices and/or retail shops at the façade.

The Arizona Sash & Door Company Warehouse exhibits the characteristics of the “Post-World War I Industrial Architecture, 1919-1931” property type. It is a relatively early example of the combined use of concrete framing and brick wall construction. The building has a full basement, with poured concrete walls and floor. The basement features a grid of post and beam concrete framework. The first floor has a row of concrete piers at the center. The roof framing is a conventional wood truss system. Steel windows, which are also common to this property type, are present on the north, south, and west sides of the building. Like other examples of this property type, the building at 411 South 1<sup>st</sup> Street is sited with a primary public façade fronting on the street, and a “dock side” with a loading dock adjacent to the railroad tracks.

## **INTEGRITY**

The subject property meets the eligibility criteria for integrity. The building is still in its original location, adjacent to the railroad line, which is a key component of its significance. Although many historic buildings in the warehouse district have been lost, the industrial setting is still sufficiently intact to help convey the building’s significance. While previous alterations had adversely affected the building’s historic integrity, now that the rehabilitation has been completed, the building’s original design, materials and workmanship are evident once again.

## **BOUNDARY JUSTIFICATION**

Section 807.E states that, when applying the evaluation criteria in Section 807.D, the boundaries of a historic district should be drawn as carefully as possible to ensure that:

1. The district contains documented historic, architectural, archaeological or natural resources;
2. The district boundaries coincide with documented historic boundaries such as early roadways, canals, subdivision plats or property lines;
3. Other district boundaries coincide with logical physical or manmade features and reflect recognized neighborhood or area boundaries; and
4. Other non-historic resources or vacant land is included where necessary to create appropriate boundaries to assist in meeting the criteria in Section 807.D.

The proposed HP zoning boundary contains the subject historic property and follows documented historic boundaries. It includes Lots 1 and 3 of Block 2 of Linville’s Addition, as well as the adjacent right of way in the street and alley, which is customary for all zoning cases.

## **CONCLUSION**

The rezoning request Z-61-18-8 to establish Historic Preservation (HP) overlay zoning for the subject property should be approved for the following reasons:

1. The property meets the significance, age, and integrity requirements for HP overlay zoning set forth in Section 807.D of the Zoning Ordinance; and
2. The proposed boundaries meet the eligibility criteria outlined in Section 807.E.

### **Writers**

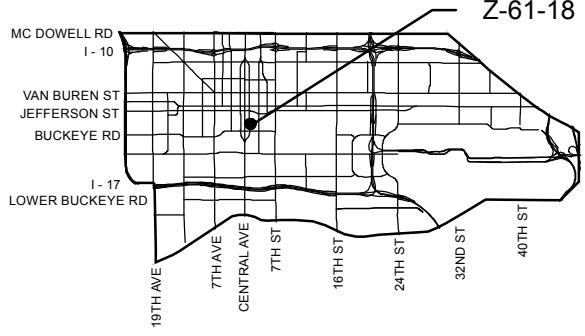
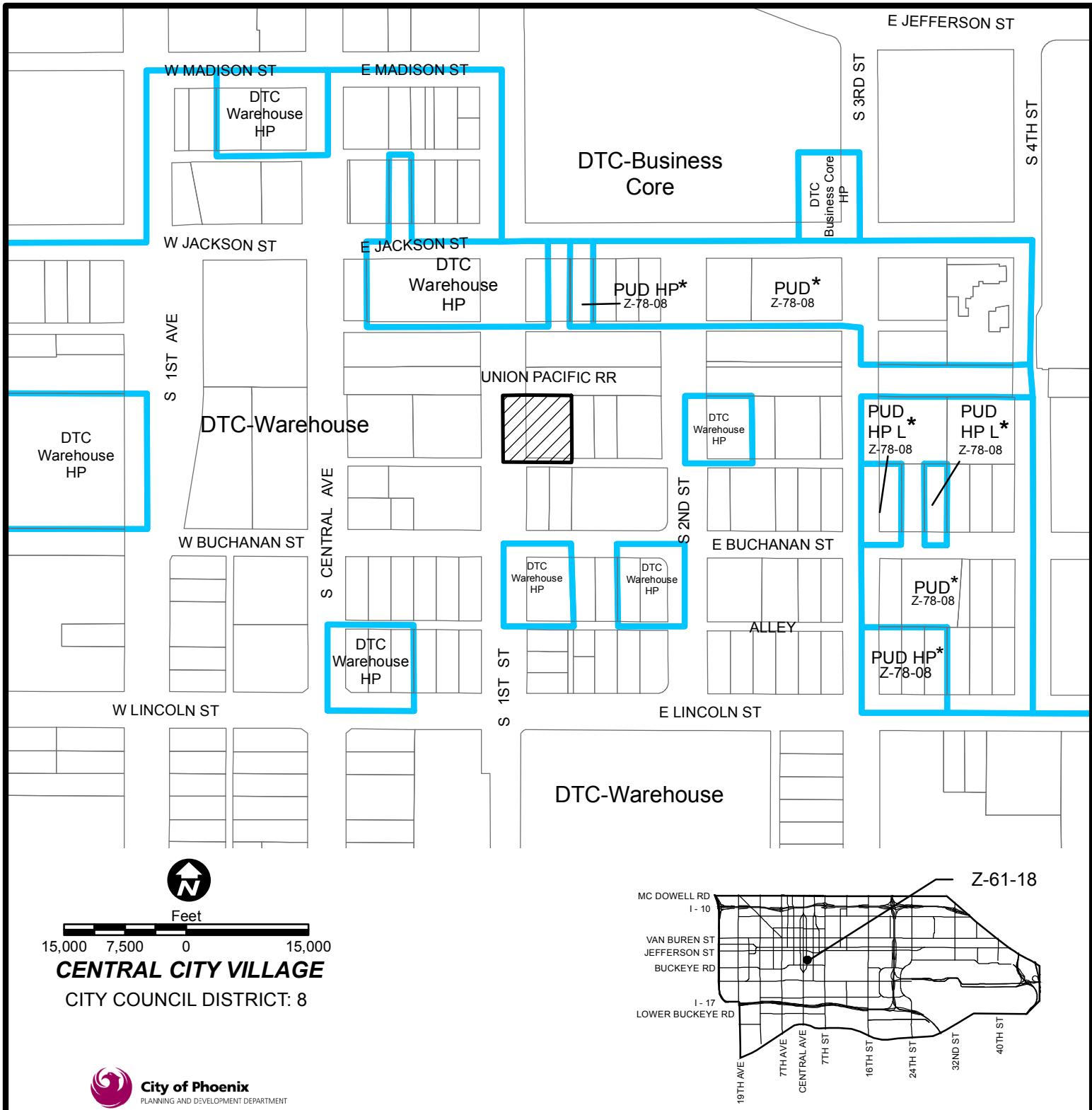
K. Weight  
H. Ruter  
9/28/18

### **Team Leader**

M. Dodds

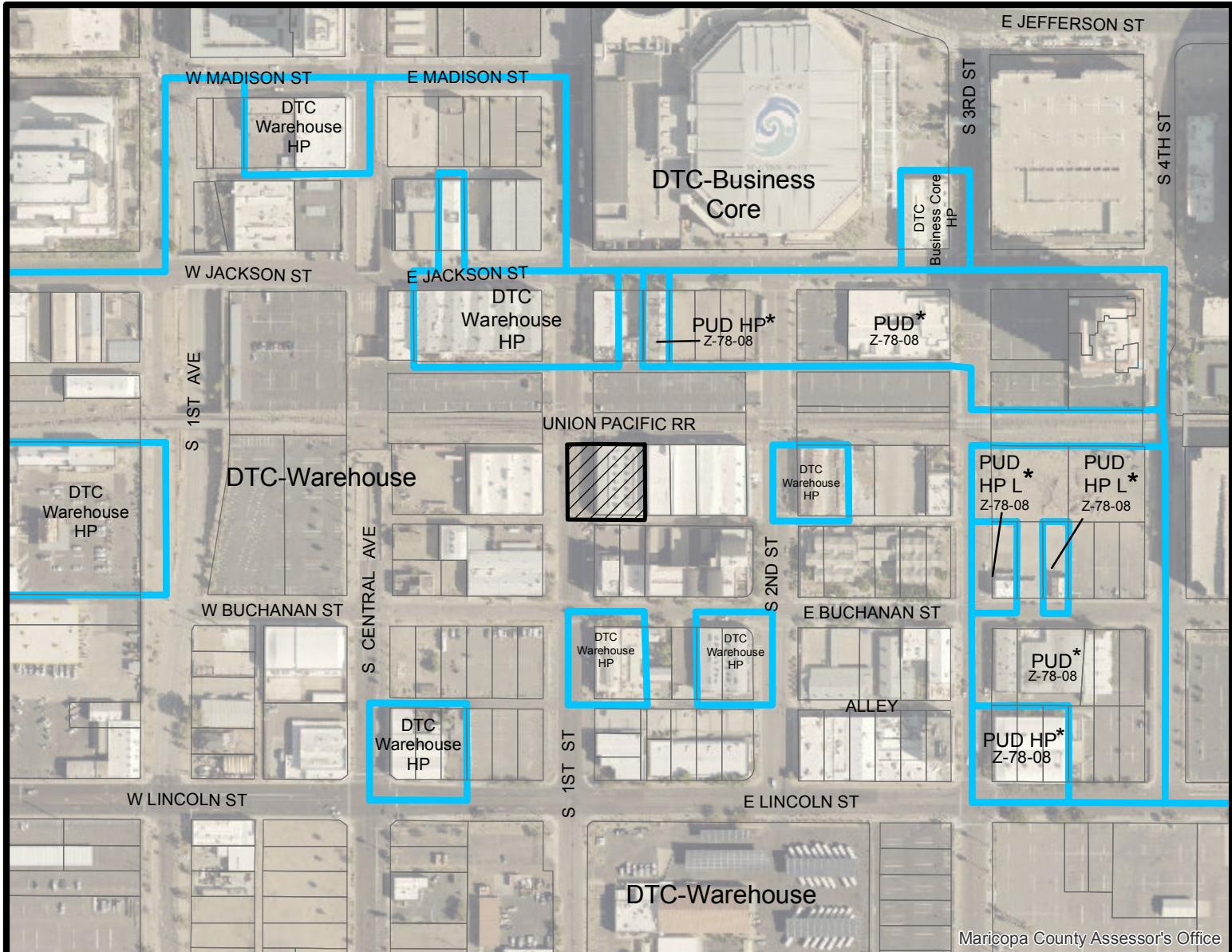
### **Attachments:**

Sketch Map (1 page)  
Aerials (2 pages)  
Photos (4 pages)



|   |                                      |                                 |            |                              |
|---|--------------------------------------|---------------------------------|------------|------------------------------|
| APPLICANT'S NAME:   | City of Phoenix Hist Pres Commission |                                 |            | REQUESTED CHANGE:            |
| APPLICATION NO.   | Z-61-18                              | DATE:                           | 8/27/2018  | FROM:                        |
| GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX. |                                      | REVISION DATES:                 |            | TO:                          |
| 0.51 Acres  |                                      | AERIAL PHOTO & QUARTER SEC. NO. | ZONING MAP | DTC-WAREHOUSE HP (0.51 a.c.) |
| MULTIPLES PERMITTED   |                                      | CONVENTIONAL OPTION             |            | * UNITS P.R.D. OPTION        |
| DTC-WAREHOUSE   |                                      | No density limit                |            | N/A                          |
| DTC-WAREHOUSE HP  |                                      | No density limit                |            | N/A                          |

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



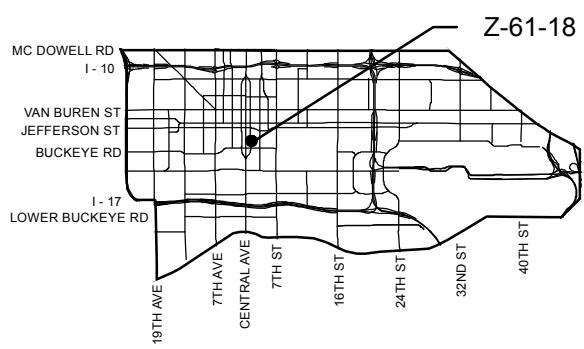
  
 Feet  
 15,000 7,500 0 15,000

## CENTRAL CITY VILLAGE

CITY COUNCIL DISTRICT: 8



**City of Phoenix**  
PLANNING AND DEVELOPMENT DEPARTMENT



APPLICANT'S NAME: **City of Phoenix Hist Pres Commission**

APPLICATION NO. **Z-61-18**

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

**0.51 Acres**

DATE: **8/27/2018**  
REVISION DATES:

AERIAL PHOTO &  
QUARTER SEC. NO.

**QS 9-28**

ZONING MAP

**F-8**

### REQUESTED CHANGE:

FROM: **DTC-WAREHOUSE (0.51 a.c.)**

TO: **DTC-WAREHOUSE HP (0.51 a.c.)**

### MULTIPLES PERMITTED

**DTC-WAREHOUSE**

**DTC-WAREHOUSE HP**

### CONVENTIONAL OPTION

**No density limit**

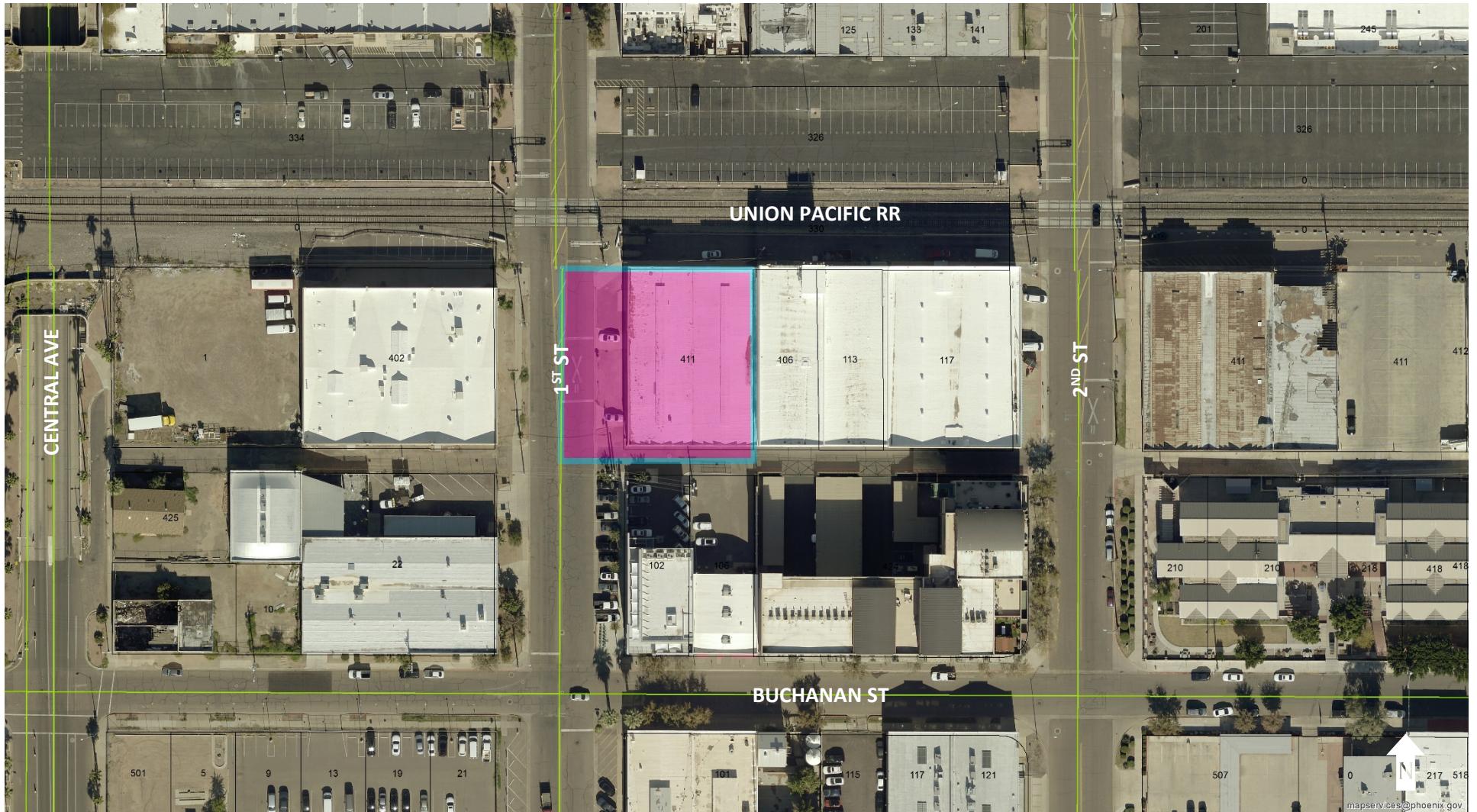
**No density limit**

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

**N/A**

**N/A**

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



**Arizona Sash and Door Company Warehouse**  
**411 South 1<sup>st</sup> Street**  
**Proposed Historic Preservation (HP) Zoning Overlay**  
**(shown in purple)**

**Z-61-18-8**  
**Arizona Sash & Door Company Warehouse,**  
**411 South 1<sup>st</sup> Street**



**Photo 1.** View of west façade of 411 South 1<sup>st</sup> Street depicting infilled windows and stucco sheathing, prior to rehabilitation, facing southeast (2016).



**Photo 2.** View of north façade prior to rehabilitation, facing southeast (2016).

**Z-61-18-8**  
**Arizona Sash & Door Company Warehouse,**  
**411 South 1<sup>st</sup> Street**



**Photo 3.** Interior view, prior to rehabilitation (2016).



**Photo 4.** Infilled windows from interior, prior to rehabilitation (2016).

**Z-61-18-8**  
**Arizona Sash & Door Company Warehouse,**  
**411 South 1<sup>st</sup> Street**



**Photo 5.** View of west façade after rehabilitation, facing northeast (2018).



**Photo 6.** View of west façade after rehabilitation, facing southeast (2018).

**Z-61-18-8**  
**Arizona Sash & Door Company Warehouse,**  
**411 South 1<sup>st</sup> Street**



**Photo 7.** View of north façade after rehabilitation, facing southeast (2018).



**Photo 8.** Interior view after rehabilitation (2018).