

**HISTORIC SITES REVIEW COMMITTEE MINUTES
ARIZONA STATE PARKS
1300 West Washington Street, Phoenix, Arizona
July 24, 2015**

A. CALL TO ORDER PUBLIC SESSION

1. Chair Terry Majewski called the meeting to order at 9:32 AM

B. ROLL CALL / INTRODUCTION OF MEMBERS AND STAFF

1. HSRC Committee Members present

- a. John Jacquemart
- b. John Lacy
- c. Don Ryden, Vice Chair
- d. Doug Kupel
- e. Kathryn Leonard
- f. Brooks Jeffery
- g. Terry Majewski, Chair
- h. Jan Balsom
- i. Winston Thorne

SHPO Staff Members Present

- a. Jim Garrison
- b. Alyssa Gerszewski
- c. William Collins
- d. Vivia Strang
- e. Eric Vondy
- f. Paula Scott

C. NEW BUSINESS

1. NATIONAL REGISTER NOMINATIONS

- a. Warren Historic District, Warren, Cochise, Arizona

Strang provided overview of Warren Historic District

Motion: **Jeffrey** moved that the State Historic Preservation Officer place the **Warren Historic District** on the Arizona Register of Historic Places under Criterion "**A & C**" at the **state level** of significance and recommended that the nomination be forwarded to the Keeper of the National Register for listing in the National Register of Historic Places. Motion seconded: **Balsom**.

CLG Comments:

RESOLUTION R-15-10

A RESOLUTION OF THE MAYOR AND CITY COUNCIL OF THE CITY OF BISBEE APPROVING THE SUBMISSION OF THE NATIONAL REGISTER NOMINATION TO THE STATE HISTORIC SITES REVIEW COMMITTEE FOR THE WARREN HISTORIC DISTRICT

WHEREAS, the CITY OF BISBEE has pursued historical designation for the City's Warren District; and,

WHEREAS, to that end the CITY, with a grant from Arizona State Parks, retained Ryden Architects to conduct a survey of the Warren District to determine whether it would be appropriate for the District to be nominated for listing in the National Register of Historic Places; and,

WHEREAS, Ryden Architects, beginning in 2011, with the assistance of twenty-seven volunteers who contributed a total of 353 hours, conducted a survey of the Warren District; and,

WHEREAS, Ryden Architects, after conducting the survey, concluded: "Warren AZ is recommended eligible for listing in the National Register of Historic Places as a historic district at the state level of significance under Criterion A for its historic association with the national progressive movement for promoting social order through aesthetic planning of urban development and under Criterion C for its well-preserved examples of architectural styles and reinforced concrete construction of early twentieth-century buildings"; and,

WHEREAS, Ryden Architects has drafted a Registration Form to be reviewed by the State of Arizona Historic Sites Review Committee, of the State Historic Preservation Office and, if approved, submitted to the U.S. Department of Interior; and,

WHEREAS, the State of Arizona Historic Sites Review Committee will be reviewing the potential nomination of the Warren District for listing in the National Register of Historic Places at its July 24, 2015 meeting; and

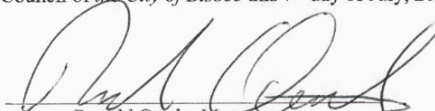
WHEREAS, the State Historic Preservation Office requires that the City approve the nomination and the information contained therein; and

NOW, THEREFORE, BE IT RESOLVED THAT the Mayor and City Council of the City of Bisbee approves the nomination of the Warren District for listing in the National Register of Historic Places and authorize the Mayor to take all actions necessary to implement and complete the activities submitted in said nomination application; and


RESOLUTION R-15-10

THAT, the City of Bisbee will comply with all State Historical Preservation Office guidelines, Federal Statutes and regulations applicable to the National Register of Historic Places.

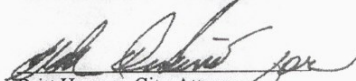
Passed and adopted by the City Council of *the City of Bisbee* this 7th day of July, 2015.


Ronald Oerle, Mayor

ATTEST:


Ashlee Coronado, City Clerk

APPROVED AS TO FORM:


Britt Hanson, City Attorney

Discussion:

- Ryden, preparer excuses himself from the discussion. Offers to provide a presentation and answer questions.
- There are a few small editorial comments. The Panama Pacific Expo was in San Francisco not in San Diego. Define vesica piscis. Captions and photos in additional documentation are confusing. Why is the integrity discussion absent from the body of the nomination?
- Clarify which two properties are already listed. The baseball park should be individually eligible. Make it a site within the district.
- It could be a site for the 1917 deportation. Is it a 1935 WPA building?
- It should be treated as a site. Should something with individual significance be rolled into the district?
- It would take a separate nomination.
- Are all the areas of significance listed supported adequately in section 8? Choose the strongest areas.
- Was Warren town site a patent? Indicate the town was built on top of the mine.
- It was not a town site.
- Revisit significant dates. Make sure the dates are all tied to the district.
- Similarities between Warren and Tucson nominations. Make the summary paragraphs more concise. Revise issues with description for Tucson nomination. Fix font issues. Include other work done on Warren in the past. Explain methodology and recognize Jim Woodward.
- This was a collaborative effort over many years.
- Justify areas of significance separately. Community Planning and Development is strongest area of significance. Define Progressivism in both nominations.
- Avoid using Progressivism as an architectural movement in Tucson nomination. But for Warren, Teddy Roosevelt was friends with the Greenways. There was a definite progressive approach as a response to what was going on in Bisbee.
- Baseball park has national significance but we need a stronger case. Separate out the baseball history from the deportation.
- The WPA improvements and streetscape should be called out as a contributing site in section 7. Give examples and photographs of WPA work for future management purposes. Treat the system as a whole, almost like a landscape feature. The ballpark should be a separate site.
- Revise visual / political boundary issue. Clarify what the natural reserve is.
- This is meant to be a comprehensive historic resource management document for the community.
- There are some citations for direct quotes that are missing. Add literature regarding company towns and the use of control. It's a big thing for social history and historic archaeology. Revise inventory list. It's really comprehensive but explain why they are contributors or non-contributors.
- Clarify materials on page 11. Do these changes compromise the integrity? It needs to be tied into something later to determine integrity of properties.
- Tie Warren and Greenway to Iron Range company town in Coleraine, Minnesota.

Majewski: Called for the vote.
Motion Carried.

b. Tucson Downtown Commercial Historic District, Tucson, Pima, Arizona

Strang provided overview of Tucson Downtown Commercial Historic District

Motion: **Jeffery** moved that the State Historic Preservation Officer place the **Tucson Downtown Commercial Historic District** on the Arizona Register of Historic Places under Criterion "**A & C**" at the **local level** of significance and recommended that the nomination be forwarded to the Keeper of the National Register for listing in the National Register of Historic Places. Motion seconded: **Lacy**.

CLG Comments: See page 6-9.



July 20, 2015

Vivia Strang, National Register Coordinator
Arizona State Historic Preservation Office
1300 West Washington St.
Phoenix, AZ 85007

Re: Downtown Tucson Historic District National Register Nomination

Dear Ms. Strang:

Because I will not be able to attend the July 24th meeting of the Historic Sites Review Committee (HSRC), during which the Downtown Tucson Historic District National Register Nomination will be reviewed, I am writing this letter to provide background and comments on the nomination. Please distribute this letter to relevant SHPO staff and also to the HSRC members.

Background

This district nomination builds upon the inventory of National Register listed and eligible properties in downtown Tucson conducted in 2012 for the SunLink Streetcar project, as part of the Section 106 compliance process related to federal funding for that project. The Arizona State Historic Preservation Office (SHPO) reviewed and approved the inventory, including the National Register eligibility evaluations. Based on that inventory, the City of Tucson Historic Preservation Office (CHPO) recognized that there is likely sufficient National Register listed and eligible resources for designation of a National Register District in the eastern area of downtown Tucson, and was able to have some project funding allocated to fund preparation of a nomination by Ryden Architects.

In 2002 the CHPO worked with a Preservation Studies class (ARC 4/597j) in the University of Arizona College of Architecture, Planning and Landscape Architecture to develop a National Register Multiple Property Documentation Form (MPDF) "Historic and Architectural Resources of Downtown Tucson, Arizona" as an overarching context for the many individually eligible buildings within the downtown area. Under that historic context, 10 downtown buildings were listed in the National Register in 2002-2003. Prior to 2002, six individual buildings in the downtown area had been listed in the National Register. As downtown's post-WWII architecture has reached sufficient age, and appreciation for the significance of Mid-century Modern designs has grown, the CHPO believes that there are now sufficient National Register eligible properties for a Downtown Tucson Historic District. The City of Tucson's motivation for seeking a district

designation is to increase awareness and appreciation of the historic fabric of downtown Tucson, and to make federal and state historic tax credits more widely available for sensitive rehabilitations of downtown historic buildings.

There are at least two potential major historic districts and many individual properties and sites associated with the context of downtown Tucson. The first potential district is a commercial historic district in the eastern area of downtown, following the parallel primary commercial streets of Congress and Broadway and with a proposed period of significance between 1900 and 1968; this is the subject of the nomination now being reviewed by the AZ SHPO and the HSRC. The second potential district, the Modern Downtown Tucson Historic District, is associated with the Urban Renewal-related redevelopment of the western portion of downtown for governmental, civic, and hospitality uses between approximately 1960 and 1975.

Associated Design Guidelines

Existing City Of Tucson zoning code requires design review by the Tucson-Pima County Historical Commission for any significant exterior alteration to a historic building in the downtown zone. The code defines a "historic building" as one that is either listed in the National Register, or is eligible for listing. Unlike in the six Historic Preservation Zones in the City, there are currently no specific design guidelines to alterations and additions to historic buildings in the downtown zone; instead, the Secretary of the Interior's Standards for Rehabilitation are applied during design reviews.

In order to provide more clarity to property owners and architects, and to support consistency in the design reviews required by the City zoning code, the CHPO has hired the preparer of the historic district nomination to develop specific design guidelines for alterations and additions to historic buildings in the downtown area. The district nomination and design guidelines have been designed to work together to make design reviews easier. Character-defining features of historic buildings and streetscapes are explicitly called out in the district National Register Form and the Arizona Historic Property Inventory Forms, and the design guidelines illustrate how the Secretary of the Interior's Standards apply to the most commonly proposed types of alterations and additions in ways that retain those character-defining features.

In consultation with the CHPO and other city staff, the consultant will complete a draft of the design guidelines. Comments on the draft will be solicited from the Plans Review Subcommittee of the Tucson-Pima County Historical Commission, and from downtown property owners and local architects. The SHPO will also be asked to review and comment on both the first and final drafts of the design guidelines. If the SHPO is pleased with the outcome of this experiment in simultaneously designing a district nomination and associated design guidelines to cross-reference and work together, then this could become a model for other cities in Arizona.

CHPO Comments on the District Nomination

CHPO staff has reviewed the nomination, and offers the following comments:

The historic context developed in the existing MPDF for Downtown Tucson focuses on the historical development and associated architecture of the late 19th and early 20th centuries. This district nomination begins with the Progressive era that marked a change in Tucson's downtown architecture, expands the historic context to include post-WWII development and the Mid-century Modern movement, and relates the end of the period of significance to the decline of the central business district caused by development of Tucson's first suburban shopping malls and the effects of Urban Renewal. These approaches to developing the historic context significantly increase the number of buildings eligible to be contributing properties to the district.

This context properly focuses on the Progressive-era and Modern-period architecture and streetscapes that predominate in the proposed district, and the economic cycles and changes in construction during the early to mid-20th century. The contributing properties in this proposed district are a mixture of pre-war and post-war 20th-century styles, with shifts in styles of particular buildings often achieved through one or more changes in façade "slipcovers" rather than full replacements of buildings. The nomination does a good job in developing this theme of constant façade alterations to keep up with changing popular styles during the period of significance.

The nominated historic district includes 12 buildings individually listed in the National Register previously. Designation of this historic district will add 45 more buildings to the National Register, resulting in a total of 57 contributing properties and 26 noncontributing properties in the district. Because 69 percent of the buildings within the district will be contributing, this will be a relatively strong historic district. The district also has a high degree of integrity, looking essentially the same as it did in 1968, at the end of the period of significance.

Tucson-Pima County Historical Commission Comments on the Nomination

At the request of the CHPO, the Chair of the Tucson-Pima County Historical Commission arranged for the draft nomination to be reviewed by two members of the Commission; both reviewers are architects who serve on the Plans Review Subcommittee of the Commission. The full comments have been forwarded to the preparer, and the substantive comments are summarized as follows:

Reviewer 1 provided handwritten comments on a hard copy, which have been shared with the preparer. The substantive comments include:

~ Disagrees with statement on page 12 that the downtown postwar Modern Movement buildings "recognize the constraints and opportunities of the arid desert environment." The reviewer verbalized that, in his opinion, the designs of these mid-century Modernist buildings did not respond to the local natural setting.

~ Expand on the statement on page 31 that Tucson promoted its climate for tourism and healthcare, to explicitly mention TB sufferers and the impacts of their mass arrivals. (Preparer could refer to the Healthseekers Multiple Property historic context for Tucson).

~ Period of significance is inconsistently referenced (alternatively 1900-1968, 1880-1968, 1898-1968)

Reviewer 2 provided his comments in an email, which has been shared with the preparer. The substantive comments include:

~ Notes that the boundary as proposed is a bit jagged, but will strengthen the district in terms of the percentage of contributing properties that relate to the themes developed in the historic context.

~ Notes that the period of significance is inconsistently referenced, but thinks that 1880 – 1968 makes the most sense as the period during which downtown was transformed.

~ While he agrees with the statement on page 5 that in general Tucson's "street patterns harmonize Anglo American development with Spanish Colonial roots", he feels that the subject downtown area of this nomination shows very little of the Anglo-American Cartesian grid. He suggests rephrasing this to something like: "The street patterns in Tucson are largely a tightly patterned Cartesian grid, but the Downtown Tucson Historic District, is one of the few places in town where the organic street patterns of Spanish Colonial development have been preserved."

~ He was a little uncomfortable with the sentence on page 30: "The 'Main Street' was the American equivalent of the Italian *piazza* or the Spanish *plaza*." He thinks this needs to be qualified with something like "for commercial purposes" at the end, otherwise it might be read that "Main Street" served the religious and cultural purposes of the *plaza* -- a concept well beyond the scope of this nomination.

Please let me know if SHPO staff or HSRC members have any questions about the background or comments included here.

Sincerely,



Jonathan B. Mabry, Ph.D.
Historic Preservation Officer
City of Tucson
520-837-6968
jonathan.mabry@tucsonaz.gov

Discussion:

- Don Ryden, preparer, excuses himself from the discussion.
 - There is an MPDF for Downtown Tucson. Why the district? Why is the boundary shaped like this?
 - Period of significance in MPDF ended before inclusion of modern properties. Part of the impetus was an inventory done as part of the mitigation for the Section 106 consultation for the Modern Streetcar Project. Jonathan Mabry provided the background information in a letter.
 - There's an error on page 43. The capitol moved from Tucson to Prescott in 1877. It wasn't brought to Phoenix until 1889.
 - Gerrymandered approach for the boundary is ok.
 - The district can serve the purpose of creating a conservation area. In terms of integrity, the district as it conveys right now is post-war. Focus on post-war.
 - It's a 20th century downtown. It's a mixture of pre-war and post-war properties. It doesn't matter how they were changed, or if they were sheathed. The larger story is the competition in downtown and that change is natural. Sometimes two, three, or four layers were not a loss of integrity, but it changed pre-war buildings into a post-war image.
 - Many of the pre-war buildings are listed under the older MPDF. With the Montgomery Ward building, the post-war sheathing was removed and the rehabilitation took it back to pre-war grandeur. If it wasn't rehabbed it would have been still eligible with the sheathing, but under a completely different significance. The only way this can be a cohesive district is to focus on Criterion A with the evolution of downtown. That means keeping the buildings sheathed. Yet, the city wants to encourage rehabilitation.
 - Using the evolution argument, the commercial storefronts change. That's the reality of commercial downtowns. Architecture changes. Incorporate that flexibility into the argument for Criterion A. It's not frozen in place with materials and superficial expression.
 - The MPDF lacks cohesion, it identifies the best of the best. But when going through the streetscapes and looking at the secondary buildings, they have something to contribute. The city's approach was, here's the aggregate and here's the mix. It gives the City of Tucson a method and justification for guiding change. The MPDF was great, but it didn't deal sufficiently with future resource management. The street car is causing development pressure. The city is trying to hold onto the historic character of downtown. We're also developing design guidelines.
 - Creating a historic district is a much easier management tool than an MPDF for the City of Tucson.
 - Add the methodology and explain existence of MPDF. That will be the justification for preparing a district nomination.
-
- Questions use of "Progressive architecture." Summary paragraph for sections 7 and 8 should be concise. Why use locally popular? Why are there asterisks? In section 7, on page 15, good summary of commercial architecture. Could be a description of the whole district. Clarify the rate of change in section 7, page 18. This will be design guidelines? Revise most important contributing properties in section 7, page 21. Revise significant dates. Don't use transportation and commerce as areas of significance with Criterion C. If pursuing Criterion A use commerce, transportation, or community planning and development.
 - Don't use Criterion G. 1968 is very close for the 50 year mark.
 - Keep the background information, but take out transportation as an area of significance. Tie character defining features to the period of significance for what should be retained. Revise design guideline language and focus on which information needs to be in here for a National Register nomination.

- Change map date. Provide explanation of three levels of contributing and eligible properties. Tie together with the map. Include in the methodology.
- Include archeological resources into the discussion. Work with Jonathan Mabry on archaeological sensitivity map.
- Don Ryden will work with SHPO staff. HSRC doesn't need to see the nomination again.

Majewski: Called for the vote.
Motion Carried.

c. Date Palm Manor Historic District, Tempe, Maricopa Arizona

Strang provided overview of Date Palm Manor Historic District

Motion: **Thorne** moved that the State Historic Preservation Officer place the **Date Palm Manor Historic District** on the Arizona Register of Historic Places under Criterion "**A & C**" at the **local level** of significance and recommended that the nomination be forwarded to the Keeper of the National Register for listing in the National Register of Historic Places. Motion seconded: **Leonard**.

SHPO Staff Comments: None

Discussion:

- Scott Solliday, preparer, summarizes changes that were made. Explains use of Tempe post-war subdivision context.
- Add why properties contribute and don't contribute in the inventory list.
- Mention of SHPO policy regarding additions. Should that be quantified in the nomination? How big can the additions be and still be in accordance with the standards?
- In section 7 on page 8 in Tomlinson nomination, there's an assessment of eligibility. Incorporate something similar in Date Palm nomination.

Majewski: Called for the vote.
Motion Carried.

d. Tomlinson Estates Historic District, Tempe, Maricopa, Arizona

Strang provided overview of Tomlinson Estates Historic District

Motion: **Lacy** moved that the State Historic Preservation Officer place the **Tomlinson Estates Historic District** on the Arizona Register of Historic Places under Criterion "**A**" at the **local level** of significance and recommended that the nomination be forwarded to the Keeper of the National Register for listing in the National Register of Historic Places. Motion seconded: **Jacquemart**.

SHPO Staff Comments: None

Discussion:

- Use Criterion A.
- In Section 7, page 10, incorporate reason for contributing and non-contributing properties in inventory list.

Majewski: Called for the vote.
Motion Carried.

2. RECOMMENDATION OF POTENTIAL ELIGIBILITY (ROPE)

a. Broadway Village Shopping Center & Broadway Village Annex

Motion: **Kupel** moved that the Historic Sites Review Committee recommend to the State Historic Preservation Officer that the **Broadway Village Shopping Center & the Broadway Village Annex** have qualities that make them individually eligible for listing in the National Register for Historic Places. Motion seconded: **Lacy**.

Discussion:

- Demion Clinco, preparer, provides summary of impetus for recommendation of eligibility for Broadway Village. Looking for direction as to the shopping center and the annex are individually eligible under Criterion C, and / or both are eligible as a district under Criterion A.
- Jonathan Mabry, City of Tucson Historic Preservation Officer, is in support of the individual eligibility of these buildings.
- SHPO already concurred with determination of eligibility for 1939 Joesler portion in the 2012 Broadway inventory. The Baz portion wasn't 50 years old yet.
- Garrison provides summary of SHPO staff disagreement regarding eligibility of Broadway Village Shopping Center.
- They could be nominated together as a district under A, but they need to also be individually eligible under C for local management purposes for the landmark issue.
- The properties will eventually be nominated as part of the Broadway Boulevard district.

Majewski: Called for a vote.
Motion Carried.

3. Joesler Work Session: The Residential Architecture of Josias T. Joesler and John and Helen Murphey in Tucson, Arizona, 1927-1956

Section E.

- Section E of the MPDF will be discussed prior to Section F.
- After 2012 rejection, the Goodman MPDF was the model given by the Keeper. That's the kind of academic rigor the Keeper is requiring of MPDFs now. Intended as larger scale context for other Tucson architects and will be reused.

- When submitting to the Keeper, the MPDF should be sent with nominations for one or two of the best Joesler properties out there.
- Clarify some of the uncorroborated assertions and subjective terminology. Revise page 122, discussion of setting. Revise the speculative comments on pages 137 and 138. Avoid using first person plural. Five S's are inappropriate and subjective.
- Eliminate the first four lines on page 68.
- Rancho is subset of Spanish Colonial Revival. Not the same as Cliff May. It's Joesler's variation of Spanish Colonial Revival.
- Is Sonoran Revival on page 143 appropriate?
- National trends and local trends have some standing.
- When discussing Joesler, include the midtown properties in with other residential architecture.
- Some of the properties are in Pima County, not just in Tucson. Revise this in the text and title.

Majewski: Called for a vote.
Motion Carried.

Section F.

- Paula Scott summarizes creation of Section F.
- The eligible versus the ineligible is a pretty simple construct. Think about it as an original, unaltered Joesler or Joesler-Murphey. If it's been changed, do the changes meet the Secretary of Interior Standards? If they don't meet the Standards, the property is ineligible.
- Need to establish the threshold of integrity for the essential features.
- Joesler designed alterations are acceptable.
- The Murphey-Joesler properties are Criterion A, and the Joesler properties are Criterion C.
- Scott summarizes each of the 6 example properties (Andersen, Goodman, Wilson, Woolen, Dun, H. H. Brown).
- Glass porch enclosure is an acceptable alteration, if the form and windows are intact.
- Link character defining features to Standards.
- When evaluating a property, examine issues for Criterion C first, then move on to A.
- Combine previous version of Section F and registration requirements prepared by Brooks Jeffrey (2013) with Paula's Section F while following the Goodman MPDF example and the Keeper's recommendations. One set of registration requirements does not fit every Joesler property. Create property subtypes for Joesler based on location. Select which character defining features are most important to the three types.
- Intrusions on the lots compromise integrity of site, but property could still be eligible.
- Pima County lots can be property types under Criterion A.
- Joesler-only properties can be eligible under Criterion A & C.
- The Murphey context is a facilitation tool at this point. Criterion A is a bonus if needed.
- The registration requirements should focus on both Criterion A & C.
- The character defining features listed in Section F would be common to anyone designing in Spanish Colonial Revival. These should really point to Joesler specifically.
- Kupel departs at 2:35 P.M.
- SHPO staff to revise the document and determine if another work session is necessary.

D. OLD BUSINESS

1. APPROVAL MINUTES FROM MARCH 20, 2015 HSRC MEETING

Majewski: Called for a vote.
Motion Carried.

E. STAFF REPORTS

1. SHPO REPORTS

- a. **National Register Update** – None at this time.
- b. **SHPO Staffing and Program News – Garrison:** Discusses State Parks move to new location in North Phoenix.
- c. **Review and Compliance** – None at this time.
- d. **Survey and Inventory** – None at this time.
- e. **Grants** – None at this time.
- f. **Legislative Issues** – None at this time.
- g. **HP 2016 Conference** – None at this time.
- h. **HSRC Membership** – None at this time.

F. PUBLIC COMMENT: None

G. AGENDA ITEMS:

- Discuss utility of ROPE application.

H. DATE FOR UPCOMING HSRC MEETING: November 13, 2015.

I. ADJOURNED: 2:50 P.M.