



CITY OF TEMPE
HISTORIC PRESERVATION COMMISSION

Meeting Date: 08/09/2023
Agenda Item: 4

Memorandum

To: Historic Preservation Commission

From: Zachary J. Lechner, Historic Preservation Officer (ex. 8870, zachary_lechner@tempe.gov)

Date: August 2, 2023

Subject: Agenda Item #4, Hayden Flour Mill and Silos Redevelopment – Historic Preservation

Maria Laughner, City of Tempe Deputy Director of Economic Development and representatives of Venue Projects and Sunbelt Holdings, will discuss the historic preservation principles that are being considered for the development agreement (currently undergoing negotiation between City of Tempe and Venue Projects/Sunbelt Holdings) for the redevelopment of the **HAYDEN FLOUR MILL AND SILOS**, located at 119 South Mill Avenue. Previous discussions of historic preservation elements of this proposed redevelopment occurred at the April 2022 and March 2023 HPC meetings (April 2022 meeting minutes [here](#); March 2023 meeting minutes [here](#).)

Attachment:

- 1.) Update Memo from Maria Laughner, City of Tempe Deputy Director of Economic Development (with Exhibits A & B)

MEMORANDUM



TO: Historic Preservation Commission
FROM: Maria Laughner, Deputy Economic Development Director, (ex. 8527)
DATE: 8/09/2023
SUBJECT: Hayden Flour Mill Redevelopment Update

Staff has been working diligently with Sunbelt/Venue on a development agreement that we hope will go to Council for review in September.

The Developer commits to these key strategies for adaptive reuse of the site (See Exhibit A for detail):

- Respect cultural and historic significance of the site
- Prioritize, preserve, and restore the historic Mill and Silos
- Reflect historic development patterns using a composition of secondary and supportive out-buildings
- Intentionally place structures to define outdoor spaces, site circulation, and frame views
- Concentrate new structures near Mill Avenue and Rio Salado Parkway
- Subordinate new buildings in scale to the Mill, Silos, and Butte
- Consider views from surrounding buildings and Butte
- Orient upper terrace buildings towards the Butte
- Transition between indoor and outdoor spaces
- Activate upper building levels, rooftops, and interconnected outdoor spaces
- Integrate historic building forms and material

Other primary business terms are the following:

- City will seek to designate the entire site a "Public Park." The property is comprised of 221,326 square feet, or 5.08 acres, that include open space, a trailhead, and a public plaza.
- City will retain ownership and Developer would sign a sixty- (60) year long-term ground lease for the entire site with two (2) ten- (10) year extensions.
- City will continue to own the contents of/in the Mill and Silo buildings. Developer will have the first right of refusal on all contents for display and/or incorporation as artwork on the site. Developer will use as much of the contents as possible in the development to further highlight the history of the site.
- Developer will facilitate offsite parking through shared parking agreements at these locations. The drop off/pick up area will accommodate the handicap space requirement. Developer will provide Bike and Scooter parking/storage options on site to manage clutter.
- The project will be subject to both DTA and Streetcar assessments.
- Developer will restore, protect, and honor the history of the Mill, Silos, and Tempe Butte.

- Developer will take a sensitive approach to redeveloping the five- (5) acre desert site and its iconic heritage buildings, prioritizing the restoration and preservation of the existing 1918 Mill and 1951 Grain Elevator/Silos structures.
- Developer commits to returning historic building elevations to their original forms as commercially reasonably possible, with minimal intervention to integrate and update the structures into modern-day use as a commercial mixed-use property.
- Developer intends to pursue a formal National Register listing and, if possible, submit a Historic Tax Credit application for the 1918 Mill Structure in close collaboration with Arizona's State Historic Preservation Office and the Tempe Historic Preservation Office.
- New buildings will be intentionally positioned and designed subordinate in scale to maintain the grand presence and cherished views of the historic structures and nearby Tempe Butte ('Oidbaḍ Do'ag).
- Developer will provide façade and airspace conservation easements. All historic preservation and restoration efforts will be subject to the City of Tempe's applicable historic preservation review processes mandated by City Code as well as, in consultation with the Four Southern Tribes, potential archeological remediation per cultural resource management requirements contained in City Code, state law, and federal law.
- Regarding the urban park/trailhead concept, Developer commits to working collaboratively with and including the Four Southern Tribes in plans to enhance the physical connection between the Tempe Butte ('Oidbaḍ Do'ag) and the site. The overall intent is to incorporate and acknowledge the important historical and cultural relationships that represent the full diversity of Tempe's original inhabitants and founding citizens. In addition, Developer commits to working with and accommodating requirements of donors (through the Rio Salado Foundation) relative to the establishment of an urban park and trailhead experience that honors the site's Indigenous heritage and arid desert environment. At present The Conservation Fund and U-Haul have expressed an interest to sponsor part of the trailhead rehabilitation project and the City, Developer, and SRPMIC have been meeting to discuss this opportunity.
- Developer will maintain all of the property to a mutually agreeable standard but not less than those in the downtown Tempe (DTA) or Town Lake Enhanced Services District. The cost for the portions of the premises that are public parks and trailheads (i.e., undeveloped) shall be reimbursed to Developer by the City.
- Developer commits to including lighting, art elements, and interpretive storytelling of Mill and Native history as well as community and cultural activation.
- Developer and City commit to identifying grants for archaeological and environmental work as necessary as well as historic preservation work as well as discuss and jointly resolve any financial issues that arise unexpectedly.
- Developer commits to following through on Tribal involvement in the overall project, and Developer and City staff have met with cultural resource and Tribal historic preservation officers from the Salt River Pima-Maricopa Indian Community (SRPMIC) to discuss various partnering opportunities, including the tenanting of a mill operation to mill ancient grains such as mesquite, which will reinvigorate a historic component of the original Hayden Flour Mill operation. Other ideas revolve around Native art and artists as well as storytelling, particularly on the trailhead. The parties have created a "Spirit of Communication" that establishes a framework of principles for collaboration and communication which will be included in the agreement (see Exhibit B).

The project is expected to take a minimum of five (5) years to complete. The first phase will include the cleanup of the site, the inventory of the contents and equipment, and the rehabilitation of the trailhead. To date, work that has been done includes a phase 1 environmental investigation (completed February 24) and staff is working with SCS on a scope of work for the phase II (which will be paid for through the Brownfields Coalition EPA grant) which will include lead and asbestos testing.

City and Developer presented the project vision and goals to the SRPMIC Council and Tempe City Council at a Joint Meeting hosted at SRPMIC on May 8, 2023. It was very well-received by both Councils.

The second phase of the project will include the historic preservation and activation of the site. Developer is already working with the State Historic Preservation Office (SHPO) and toured the site with Tempe HPO, SHPO, and a representative of the

National Park Service on February 1 to discuss the site's eligibility for the National Register of Historic Places. The third phase will involve the tenancing of the historic elements and the design and development of the out-buildings.



Cultural Events



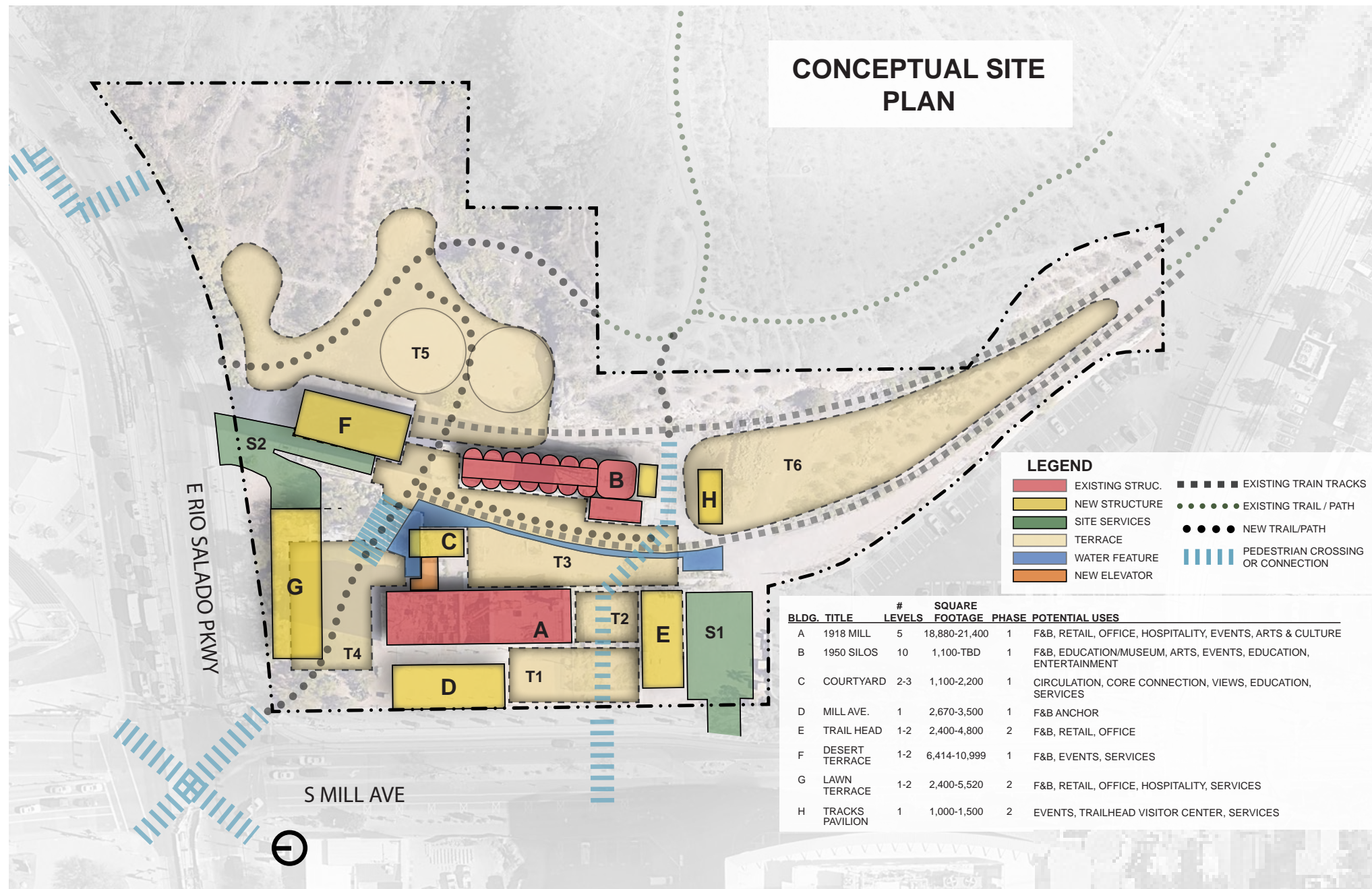
Performance & Visual Arts



Community Events

Hayden Flour Mill Vision & Goals

- 1918 Mill and 1950s Silos are the Stars of the Campus
- Light Touch and Sensitive Approach to the Site & Structures
- Work Within the Existing Constraints As Much As Possible to Create A “One-Of-A-Kind” Experience
- Gateway Icon to Downtown Tempe
- Commercial Mixed Use Campus
- Indoor & Outdoor Program of Interconnected Terraces & Spaces
- An Inclusive & Welcoming Experience For All of Tempe’s Residents and Visitors
- A Place That Enlightens, Educates, Nurtures, Entertains & Nourishes



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Hayden Flour Mill - Redevelopment Concept Exhibit A



Exhibit B

Spirit of Communication: City of Tempe, SRPMIC, Sunbelt/Venue

- All parties commit to regular communication on the implementation of the project plan including any required remediation, site clean-up, design and construction, and maintenance of the site. This communication will occur on a monthly basis until the project has received certificate of occupancy, upon which the meeting cadence will change to bimonthly.
- All parties understand and agree that new buildings will be intentionally positioned and designed subordinate in scale in order to maintain the grand presence and cherished views of the historic structures and nearby Tempe Butte ('Oidbad Do'ag).
- Sunbelt/Venue commits to respect both the cultural and historic significance of site.
- Sunbelt/Venue agrees with the City of Tempe's request to include facade and airspace conservation easements and all Historic Preservation and Restoration efforts will be a) subject to the City of Tempe's applicable historic preservation review processes mandated by City Code and b) in consultation with the SRPMIC. Additionally, potential archeological remediation will occur per cultural resource management requirements contained in City Code, state law, and federal law and in consultation with SRPMIC.
- Sunbelt/Venue commits to working collaboratively with and including SRPMIC in plans to enhance the physical connection between Tempe Butte ('Oidbad Do'ag) and the site through a rehabilitated trailhead. The overall intent is to incorporate and acknowledge the important historical and cultural relationships that represent the full diversity of Tempe's founding citizens and original inhabitants.
- Sunbelt/Venue commits to work with and accommodate requirements of donors relative to the establishment of an urban park and trailhead experience that honors the site's indigenous heritage and arid desert environment. Considerations will be made to incorporate indigenous history, landscaping, names, and other native elements as agreed upon through this memorandum of understanding.
- City agrees to establish an urban park to ensure the perpetuity of the trailhead experience and will facilitate collaboration with all parties to promote the rehabilitation of the trailhead and joint efforts to activate the area and honor the site's indigenous heritage.
- City agrees to assist Sunbelt/Venue's progress on the project by agreeing not to unreasonably withhold our approval of design, artistic and activating elements.
- SRPMIC agrees to provide input on project elements in a timely manner.