



MEMORANDUM

To: Historic Preservation Commission
From: Zachary J. Lechner, Historic Preservation Officer (ext. x8870)
Date: July 3, 2024
Subject: Agenda Item #4: Review of National Register of Historic Places nomination of the Hayden Flour Mill and Silos

The 2023 development agreement between the City of Tempe (COT) and Venue Projects and Sunbelt Holdings to redevelop the City-owned Hayden Flour Mill site, located at 119 South Mill Avenue, noted Venue and Sunbelt's intent to nominate the 1918 mill and 1951 silos (grain elevators) for listing in the National Register of Historic Places. Venue and Sunbelt subsequently contracted with Jennifer Levstik of Westland Engineering and Environmental Services to conduct research for and to write the nomination.

Due to the City of Tempe's status as a Certified Local Government (CLG), the Arizona State Historic Preservation Office (SHPO) has requested that the Historic Preservation Commission review and provide comments on the nomination by July 11, 2024. At its July 12, 2024, meeting, the State Historic Preservation Officer-appointed Historic Sites Review Committee will decide whether to forward the nomination for final consideration to the National Park Service's Keeper of the Register in Washington, DC.

This HPC meeting agenda item will allow Commissioners to comment on the nomination and to make any suggestions for changes, which the Tempe Historic Preservation Officer (HPO) will forward to SHPO. Ms. Levstik has agreed to make a presentation via WebEx, so she will be available to answer Commissioners' questions about her work. Commissioners should feel free to provide markups on the attached nomination form and send them to the HPO before or directly after the meeting.

No formal HPC action is required on this agenda item; however, the Commission may choose to pass a resolution recommending approval of the nomination.

ATTACHMENTS:

1. National Register of Historic Places nomination for Hayden Flour Mill
2. National Park Service, National Register review checklist (for the Commission's information only)
3. Announcement for Arizona Historic Sites Review Committee meeting, July 12, 2024

United States Department of the Interior
National Park Service

National Register of Historic Places Registration Form

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in National Register Bulletin, *How to Complete the National Register of Historic Places Registration Form*. If any item does not apply to the property being documented, enter "N/A" for "not applicable."

1. Name of Property

Historic name: Hayden Flour Mill
 Other names/site number: —
 Name of related multiple property listing: N/A
 (Enter "N/A" if property is not part of a multiple property listing)

2. Location

Street & number: 119 S. Mill Avenue
 City or town: Tempe State: AZ County: Maricopa
 Not for Publication: Vicinity:

3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act, as amended,
 I hereby certify that this ___ nomination ___ request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60.

In my opinion, the property ___ meets ___ does not meet the National Register Criteria. I recommend that this property be considered significant at the following level(s) of significance:

 national X statewide local

Applicable National Register Criteria:

 X A B X C D

<p>_____</p> <p>Signature of certifying official/Title:</p> <p>_____</p> <p>State or Federal agency/bureau or Tribal Government</p>	<p>_____</p> <p>Date</p>
<p>In my opinion, the property ___ meets ___ does not meet the National Register criteria.</p>	
<p>_____</p> <p>Signature of commenting official:</p> <p>_____</p> <p>Title:</p>	<p>_____</p> <p>Date</p> <p>_____</p> <p>State or Federal agency/bureau or Tribal Government</p>

Hayden Flour Mill
Name of Property

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4. National Park Service Certification

I hereby certify that this property is:

- entered in the National Register
- determined eligible for the National Register
- determined not eligible for the National Register
- removed from the National Register
- other (explain:) _____

Signature of the Keeper

Date of Action

5. Classification

Ownership of Property

(Check as many boxes as apply.)

- Private:
- Public – Local
- Public – State
- Public – Federal

Category of Property

(Check only **one** box.)

- Building(s)
- District
- Site
- Structure
- Object

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Number of Resources within Property

(Do not include previously listed resources in the count)

Contributing	Noncontributing	
<u>2</u>	<u> </u>	buildings
<u> </u>	<u> </u>	sites
<u> </u>	<u>3</u>	structures
<u> </u>	<u> </u>	objects
<u>2</u>	<u>3*</u>	Total

* Although the number of non-contributing resources is higher than contributing resources, these are small resources that are dwarfed in scale by the two contributors and represent the remains of abandoned or demolished structures that were fully mitigated during archaeological investigations in 2006.

Number of contributing resources previously listed in the National Register N/A

6. Function or Use

Historic Functions

(Enter categories from instructions.)

COMMERCE/TRADE: Warehouse

INDUSTRY/PROCESSING: Manufacturing Facility

AGRICULTURE/SUBSISTENCE: Storage and Processing

Current Functions

(Enter categories from instructions.)

VACANT/NOT IN USE

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7. Description

Architectural Classification

(Enter categories from instructions.)

Other/Industrial

Materials: (enter categories from instructions.)

Principal exterior materials of the property: Concrete, metal, and wood

Narrative Description

(Describe the historic and current physical appearance and condition of the property. Describe contributing and noncontributing resources if applicable. Begin with a **summary paragraph** that briefly describes the general characteristics of the property, such as its location, type, style, method of construction, setting, size, and significant features. Indicate whether the property has historic integrity.)

Summary Paragraph

The Hayden Flour Mill Historic District is a 0.84-acre industrial agricultural facility located in the heart of Tempe, Arizona, at 119 S. Mill Avenue near the base of Tempe Butte within Township 1 North, Range 15 East, Section 15, as depicted on the U.S. Geological Survey (USGS) Tempe 7.5' topographic quadrangle (**Figure 1**). The property is bounded by S. Mill Avenue to the west, Tempe Butte to the east, Rio Salado Parkway to the north, and Valley Metro Rail to the south. The proposed district contains a warehouse building (referred to hereafter as the mill building), a building comprising 14 conjoined silos and a grain elevator (referred to as the silos), and three auxiliary features. Although the original mill dating to 1874 was destroyed by fire, the location of the facility—both the original and rebuilt mill complex—has remained consistent. Further, its extant contributing resources date between 1918 and 1966 and retain the requisite integrity of location, design, materials, workmanship, feeling, and association for eligibility for the National Register of Historic Places (NRHP). Only the integrity of setting has markedly changed since the mill's initial establishment.

Narrative Description

As noted previously, the Hayden Flour Mill is located at 119 S. Mill Avenue, along the western base of Tempe Butte—the tallest landform within city limits—and is further bounded by Rio Salado Parkway to the north, Valley Metro Rail to the south, and S. Mill Avenue to the west (**Figure 2; see Figure 1**). The proposed district is located within a U-shaped, 5.08-acre-parcel that is largely void of vegetation and gradually slopes up toward Tempe Butte. Between the mill building and silos is a flat terrace that once held an irrigation canal that fed water to the mill from the nearby Salt River, as well as an abandoned spur of the Southern Pacific Railroad. Most of the district's resources are in the northwest quarter of the property near the intersection of Mill Avenue and Rio Salado Parkway. Because of its location at the base of Tempe Butte (listed in the NRHP

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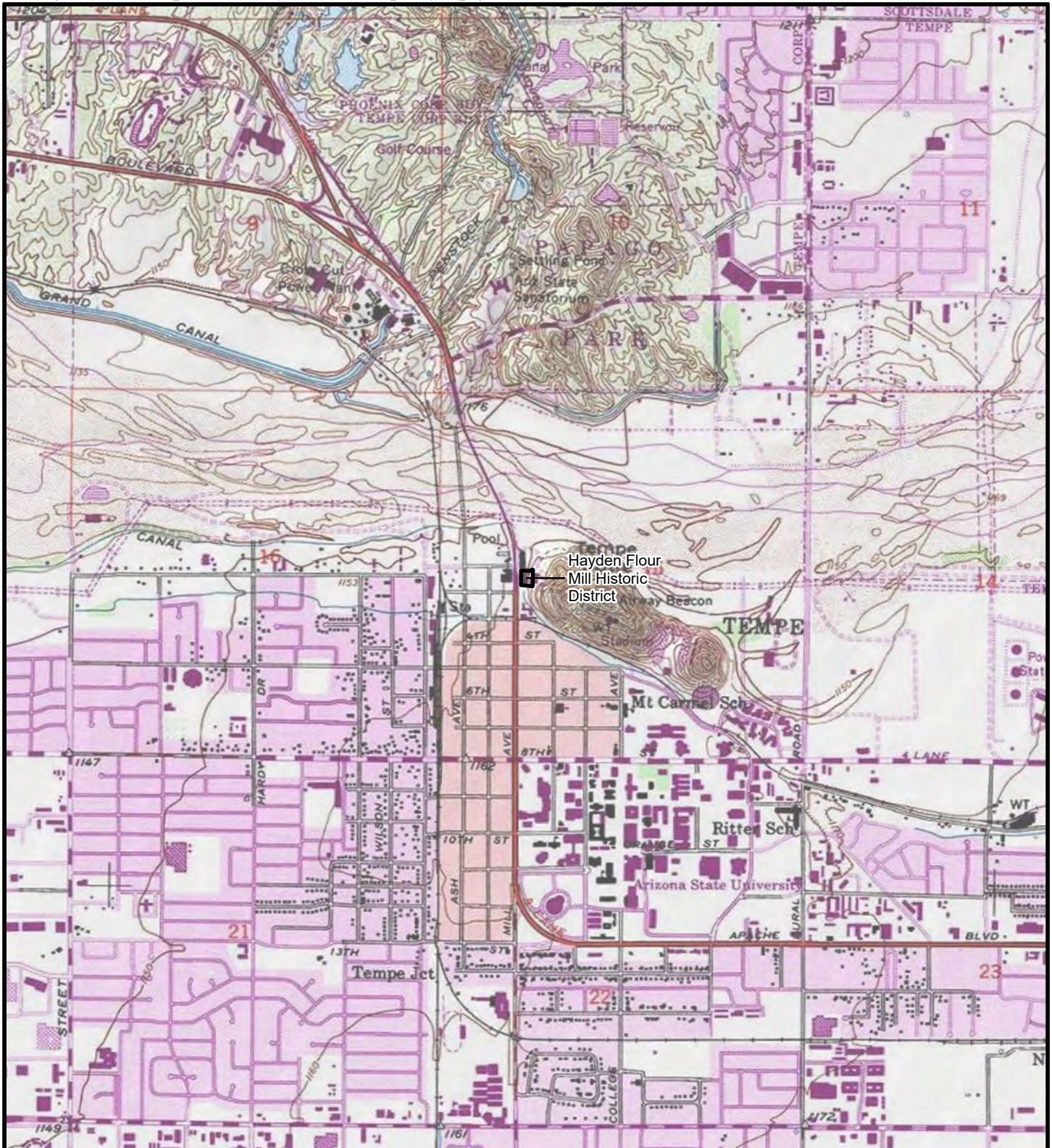
County and State

in 2011), which holds sacred meaning to the Four Southern Tribes of Arizona, and the presence of archaeological remains, the property immediately east of the footprint of the mill building and silos has until recently has been left largely undeveloped to protect these natural and cultural resources.

Contemporary improvements to the parcel include landscaping elements, security measures, and interpretive materials. A pocket park in the northwestern corner of the parcel consists of a grassy lawn edged by native trees and plants (palo verde, mesquite, barrel and prickly pear cacti, ocotillo, and creosote bush) and hardscape elements, including a concrete stage and gabions, all of which are illuminated by overhead decorative string lights. Immediately south of the mill building are similar gabions installed for erosion control. Other recent projects include projects related to security improvements and public engagement. To prevent vandalism and transients, metal security fencing surrounds the footprint of the mill building and silos, except along the primary façade where first floor windows are protected by security bars. Interpretive history panels on metal podiums have also been installed in front of the primary façade along S. Mill Avenue.

The Hayden Flour Mill has been vacant since 1998 and has suffered vandalism and fires, but most of its rebuilt 1918–1966-era historic fabric remains intact. The setting around the remaining boundaries of the mill complex, however, has changed considerably over time. The setting of the mill, once a rural area along the Salt River, has grown more urban in nature over its existence. The Hayden Canal, which once channeled water from the Salt River to the mill, has long since dried up, and mid- and high-rise commercial and residential development that caters mostly to students at nearby Arizona State University, surrounds the district boundaries on three sides. Despite this shift from a rural to urban setting, the mill complex continues to express its agricultural and industrial appearance and feeling through both its location next to Tempe Butte (which is now a local hiking destination and preserve) and its monumental concrete construction contrasted against a neighboring sea of glass, metal, and frame buildings (**Photograph 1**).

Established in 1874 by Charles T. Hayden, the mill was built on the south side of the Salt River and was located to take advantage of the “Tempe Crossing site,” one of two important fords on the river. The mill served as a landmark at the juncture of transportation routes throughout the state and region, and its success was integral to the subsequent development of the City of Tempe (the city). By 1882, the mill was one of the largest merchant mills in the Salt River Valley. The original mill building was constructed of adobe and was destroyed by fire in 1917, at which point construction commenced of a concrete building which represents the current manifestation of the facility under evaluation for this nomination. The mill’s success continued throughout the twentieth century, expanding when other merchant flour mills in the region were forced to close or consolidate (MacRostie Historic Advisors LLC [MacRostie] 2016). Today, the Hayden Flour Mill Historic District comprises two large-scale buildings bookending the remains of three auxiliary structures (wooden addition footers and a tunnel opening, a Southern Pacific Railroad [previously Arizona Eastern Railroad] spur and shed foundations) (see **Figure 2**).



T1N, R15E, a Portion of Section 15,
Maricopa County, Arizona
Tempe USGS 7.5' Quadrangle
Projection: NAD 1983 UTM Zone 12N

Legend

 Hayden Flour Mill Historic District



0 1,000 2,000
Feet


0 300 600
Meters

Figure 1. Project location



T1N, R15E, a Portion of Section 15,
 Maricopa County, Arizona
 Tempe USGS 7.5' Quadrangle
 Projection: NAD 1983 UTM Zone 12N
 Image Source: Maricopa County 2020

Legend

 Hayden Flour Mill Historic District

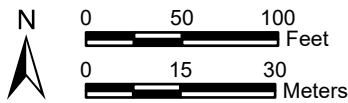


Figure 2. Detailed view of project location

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Photograph 1. Overview of the mill complex with contemporary buildings in background, view facing southwest (AZ_MaricopaCounty_HaydenFlourMill_001)

Mill Building

The oldest of the mill complex buildings—the mill building (1918) itself—is a cast-in-place, reinforced concrete building with a rectangular footprint with a stepped profile (stepped to the north) that varies in height from three to five stories. The foundation is a concrete slab built into the slope of the site’s topography, with sunken heavy concrete piers interspersed to support the load of the building’s walls and floors. The low-pitched roofs are also constructed of cast-in-place concrete (**Photographs 2a–2c**).

The exterior has a utilitarian appearance with few examples of decorative finishes, apart from two areas featuring concrete pilasters and concrete dentils below the roofline. On the northern half of the west elevation, remnants of concrete pilasters are visible to the top of the third floor. On portions of the third and fourth floors on the east and west elevations are concrete cornices supported by concrete dentils. Above these, the mill building has two rooftop additions, built ca. 1955–1958 and 1966 (Vargas et al. 2008:96) (**Photograph 3**).

Historically, windows were moderately recessed multi-lite steel casements with concrete sills in two varieties: narrow vertical windows and larger horizontal windows. Nearly all these windows have been removed or damaged and have since either been left as voids in the walls or are covered with metal grating and plywood. Types of doors include steel rolling doors (located on the first, second, and third floors), steel-framed pedestrian doors with 3-over-3 lites topped by transoms (first floor), and double steel doors with 4-over-4 lites and transoms (first, second, third, and fourth floors) (**Photograph 4**).

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Photograph 2a. Overview of primary façade (west elevation) of the mill building taken from S. Mill Avenue, view facing west-northwest (AZ_MaricopaCounty_HaydenFlourMill_002a)



Photograph 2b. Overview of east and south elevations of mill building, view facing northwest (AZ_MaricopaCounty_HaydenFlourMill_002b)

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Photograph 2c. Overview of north elevation of mill building, view facing southeast (AZ_MaricopaCounty_HaydenFlourMill_002c)



Photograph 3. Details of west elevation showing concrete pilasters and dentils along the parapet, view facing south-southeast (AZ_PimaCounty_HaydenFlourMill_003)

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Photograph 4. Example of original window on east elevation, view facing east
(AZ_PimaCounty_HaydenFlourMill_004)

The exterior of the mill building has areas where the building has been painted with acrylic-based paint, graffiti, and overspray and areas that have previously been painted over to cover the graffiti. The original color and sheen of the building have been extrapolated from historical images and examination of existing conditions, which together suggest that over time the building had a matte finish and was generally off-white in color with sections of red or brown paint along the foundation. There are also vestiges of painted advertising signs on the north elevation of the mill building.

The interior of the mill building consists of long, horizontal rooms largely on the south half of the building, most of which have open floor plans with exposed structural columns and utilities and unfinished walls, ceilings, and floors (apart from paint and plaster in few areas). Near the center of the building is a concrete stairwell with landings at each floor that extends from the ground floor to the top of the third-floor roof, which is enclosed by a metal railing. Metal stairs and railings lead from the third floor to the top of the fourth-floor roof deck. The north half of the building is boxier in form and like the southern half, also has unfinished floors, walls, and ceilings, although sections of the ceilings have wood planking (most of which show evidence of fire damage) that is related to a later addition of a wooden warehouse on the east elevation (since removed). The remains of sifting and grinding equipment are still present on the first and second floors. The ground floor is divided into multiple smaller spaces, including a safe built into the wall, small rooms of unknown function, and a partially caged belt manlift that extends from the ground floor to the top of the upper floors (**Photographs 5–9**).

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Photograph 5. Detail of ground floor room on south half of mill building showing recessed safe, view facing north (AZ_MaricopaCounty_HaydenFlourMill_005)



Photograph 6. Example of grinding equipment on ground floor, north half of building, view facing north (AZ_MaricopaCounty_HaydenFlourMill_006)

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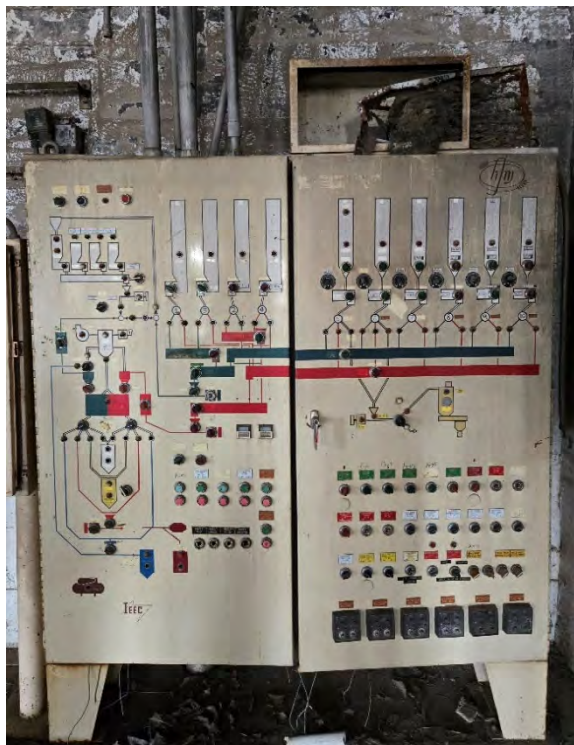
Photograph 7. Room on south half of second floor, view facing north
(AZ_MaricopaCounty_HaydenFlourMill_007)



Photograph 8. View of manlift looking down from second floor
(AZ_MaricopaCounty_HaydenFlourMill_008)

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Photograph 9. Control panel on wall on second floor, view facing north-northeast
(AZ_MaricopaCounty_HaydenFlourMill_009)

Silos and Grain Elevator

The other extant building on site was constructed in 1951 and comprises a 151-foot-tall grain elevator and 14 circular silos, each 117 feet tall, built of cast-in-place, reinforced concrete and arranged in two parallel lines of seven silos each, abutted on the south end by the grain elevator and a boxy garage addition with a roll-up door along the southwest quarter of the building. The upper portion of the grain elevator has narrow horizontal steel casement windows, many of which have broken glass lites. The top of the elevator also has a low-pitched, nearly flat concrete slab roof with unpainted concrete coping along the parapet and metal handrails and an equipment cage. The silos are topped by a long rectangular monitor that houses a conveyor belt and has square casement windows, several of which are boarded.

Only the ground floor of the grain elevator is accessible. The portion of the building containing the grain elevator consists of a rounded central shaft for the elevator with smaller rooms radiating from it, all of which have exposed concrete walls, floors, and ceilings. Overall, the exterior of the silos and grain elevator is in better condition than the mill building, and the building is painted off-white with remnants of the words Hayden Flour Mill still visible on the west elevation, as well as reddish-brown paint along the foundation and over enclosed windows (**Photographs 10a–10d**).

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Photograph 10a. Overview of silos and grain elevators west elevation with Tempe Butte in background, view facing east-northeast (AZ_MaricopaCounty_HaydenFlourMill_010a)



Photograph 10b. Overview of silos and grain elevators east elevation, view facing west (AZ_MaricopaCounty_HaydenFlourMill_010b)

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Photograph 10c. Overview of silos and grain elevators north elevation, view facing southeast
(AZ_MaricopaCounty_HaydenFlourMill_010c)



Photograph 10d. Detail of silos and grain elevators south elevation, view facing north-northwest
(AZ_MaricopaCounty_HaydenFlourMill_010d)

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Additions and Auxiliary Structures

The mill building and the complex at large have housed several additions and smaller related auxiliary buildings since 1915. The only auxiliary structure that predates the reconstructed mill is the former Southern Pacific Railroad spur, which was present before the mill was reconstructed in 1918. Outside of the railroad spur, the earliest auxiliary building was the grain warehouse located immediately in front of the western elevation of the mill building (what is now the primary façade) and constructed sometime between 1915 and 1917 (demolished in 2002; foundation still present). Presumably, it was built during the occupation of the previous mill before it burned down. The construction of the grain warehouse was followed by the construction of the sack storage building at the rear of the mill building in the 1920s, located along its eastern elevation. This storage building, was replaced around 1948 with a large wooden addition and a second, separate cribbed wood, tower-like addition near the northeastern corner of the mill building (also referred to as the wash towers; concrete footers still present), below which are the remains of a conveyance tunnel constructed in 1951. Further north, additional sack storage buildings and warehouses (all since demolished) were also constructed between 1927 and 1948. Once the silos were built in 1951, the now-sealed underground conveyance tunnel mentioned above was constructed, and in the late 1950s through mid-1960s, rooftop additions were added to the mill building. Grain silos and storage bins were also constructed near the northeastern part of the parcel sometime in the late 1960s–1980s (demolished in 2002; foundations still present) (Vargas et al. 2008:96). Apart from the rooftop additions to the mill building, all other additions and outbuildings were deemed health and safety risks and were demolished. Most of this demolition took place in 2002.

Remnants of five of these structures are still visible on the modern ground surface both within the district boundaries and outside of it. All five remnant auxiliary features were previously investigated and fully mitigated during archaeological data recovery activities at the parcel in 2006. The following table provides a brief list and description of the three resources within the district boundaries (**Table 1, Photographs 11–14**). Each of these resources has been classified as a structure related to the day-to-day operations of the mill, and all were either abandoned or demolished prior to or by early 2002.

Table 1. Auxiliary resources within the district boundaries

Resource No.	Resource Type	Description	Date of Construction
1	Transportation	Remnants of Southern Pacific Railroad spur alignment	1903
2	Industrial	Concrete footers for wooden addition (originally sack storage building, replaced with wood cribbed structure; two side-by-side additions), below which is a former conveyance tunnel	ca. 1920s–1948; 1951
3	Industrial	Concrete foundations for shed/storage	1972

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Photograph 11. Resource No. 1, former railroad spur, view facing north
(AZ_MaricopaCounty_HaydenFlourMill_011)



Photograph 12a. Resource No. 2, concrete footers of wooden addition and cribbed wood tower against mill building foundation, view facing southeast
(AZ_MaricopaCounty_HaydenFlourMill_012a)

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Photograph 12b. Resource No. 2, remnants of wooden addition and cribbed wood tower above conveyance tunnel, view facing northeast (AZ_MaricopaCounty_HaydenFlourMill_012b)



Photograph 13. Resource No. 3, shed foundations, facing north (AZ_MaricopaCounty_HaydenFlourMill_013)

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Photograph 14. Interior of ground floor of grain elevator, view facing north
(AZ_MaricopaCounty_HaydenFlourMill_014)




Contributing and Non-contributing Resources

The Hayden Flour Mill meets the NRHP classification of a *district*, which is defined as “significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development” (National Park Service 1997:50). The mill complex embodies this description as a collection of buildings unified by their shared association with the historical development of the largest merchant mill in the Salt River Valley and its relationship to the development of the City of Tempe. The proposed district includes the resources located within a square area totaling 0.84 acres within its legally defined parcel; these resources consist of two extant buildings and the remains of three auxiliary structures. Of those resources, only the mill building and silos were found to possess the requisite significance and integrity for listing as contributing resources to the district; the remaining three features were found to not contribute to the district because they were—apart from the remnants of the railroad spur—minor elements that were constructed after the initial establishment of the rebuilt mill building or constructed before or after the period of significance. Further, all have been previously demolished, with only vestiges remaining, and the information potential that these features may possess has been fully investigated during archaeological data recovery efforts. As such, their ability to yield additional information has been exhausted. Although it is atypical to have more non-contributing resources within a proposed historic district, the size and scale of the two contributing resources far outweigh the remnants of demolished storage sheds, the railroad spur, and building additions (**Figure 3**).



T1N, R15E, a Portion of Section 15,
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 Tempe USGS 7.5' Quadrangle
 Projection: NAD 1983 UTM Zone 12N
 Image Source: Maricopa County 2020

Legend

-  Hayden Flour Mill Historic District
- Contributing Status**
-  Contributing
-  Non-Contributing

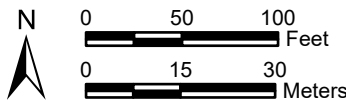


Figure 3. Contributing and non-contributing resources of the district

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The Hayden Flour Mill has been the subject of previous historical investigations and documentation, as well as NRHP eligibility determinations. In 1984, the National Park Service determined the Hayden Flour Mill eligible for listing in the NRHP. In 2006, extensive archaeological and historical research was undertaken on the parcel by Archaeological Consulting Services, Ltd. (Vargas et al. 2008) in advance of future development of the property by the City of Tempe in collaboration with the Salt River Pima-Maricopa Indian Community. Eight years later, the mill was the focus of a Federal Historic Rehabilitation Tax Credit Application, and the National Park Service concurred that the building was eligible for designation under Criterion A (the applicant only applied under Criterion A) (MacRostie 2016); however, subsequent parts of the application were never submitted, and the applicant discontinued the project. Most recently, in 2018, the property was designated in the Tempe Historic Property Register (City of Tempe Historic Preservation Officer Zachary Lechner, personal communication March 2024).

8. Statement of Significance

Applicable National Register Criteria

(Mark "x" in one or more boxes for the criteria qualifying the property for National Register listing.)

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

Criteria Considerations

(Mark "x" in all the boxes that apply.)

- A. Owned by a religious institution or used for religious purposes
- B. Removed from its original location
- C. A birthplace or grave
- D. A cemetery

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- E. A reconstructed building, object, or structure
- F. A commemorative property
- G. Less than 50 years old or achieving significance within the past 50 years

Areas of Significance

(Enter categories from instructions.)

INDUSTRY/PROCESSING

COMMERCE

ARCHITECTURE

Period of Significance

1918–1966

Significant Dates

1874

1917–1918

1951–1966

Significant Person

(Complete only if Criterion B is marked above.)

N/A

Cultural Affiliation

N/A

Architect/Builder

Charles T. Hayden

Lescher & Kibbey

J.C. Steele

Mayer-Osborn Company

Statement of Significance Summary Paragraph (Provide a summary paragraph that includes level of significance, applicable criteria, justification for the period of significance, and any applicable criteria considerations.)

The Hayden Flour Mill complex is recommended eligible for listing at the state level of significance under NRHP Criterion A for Industry and Commerce and Criterion C for Architecture. Eligibility under Criterion A is based on its association with one of the earliest successful and longest-running merchant flour mills in Arizona, and eligibility under Criterion C is based on the complex's existence as the oldest standing reinforced concrete building in the Salt River Valley. The period of significance assigned to this property is 1918 to 1966, which denotes the date of construction of the mill building following a catastrophic fire and subsequent building episodes of the concrete silos and rooftop additions to the mill building.

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Narrative Statement of Significance (Provide at least **one** paragraph for each area of significance.)

The following narrative statement of significance summarizes much of the work completed by Archaeological Consulting Services, Ltd., which prepared a three-volume history on the Hayden Flour Mill in 2008. Unless otherwise noted, the following historical information was derived from Vargas et al. 2008.

Criterion A: Industry and Commerce

Charles T. Hayden (1825–1900) and the Establishment of Hayden Flour Mill (1874–1900)

The Hayden Flour Mill is inextricably tied to its namesake founder, Charles Trumbull Hayden. Born in 1825 in Windsor, Connecticut, on an expansive family estate, Hayden was raised largely by his mother following the death of his father. By the age of 19, Hayden was a teacher in Caldwell, New Jersey, following which he continued his education at law school in New York City, though his studies were cut short when he contracted tuberculosis. After spending time recovering in Virginia, he was well enough to travel to multiple states, working as a teacher before finally arriving in Missouri, where he became a store clerk for William G. Moore. While working for Moore, his interest in commercial enterprises was propelled, and shortly thereafter he joined his cousin, a business owner who was also in Missouri, and witnessed firsthand the business side of buying and transporting goods from the east that were to be shipped out west to the frontier. Before long, Hayden became a partner in his cousin's business, early on seeing the potential wealth one could garner by freighting supplies and goods to New Mexico. By the time he was 23 years old, Hayden had already bought out his cousin, becoming sole owner of the company and making trips to Santa Fe to sell his merchandise. Hayden's first trip to Santa Fe would mark the start of his business expansion into the Southwest. In 1849, Hayden moved to Santa Fe, while his partner at the time, Mathew J. Flournoy, remained behind to manage the business in Missouri. During the next 10 years, Hayden traveled to and from Mexico to purchase goods for resale in the western territories of the United States, which greatly expanded following the 1854 Gadsden Purchase. These trips brought him to both Tucson and Tubac, Arizona.

The combination of U.S. military presence and mining interests in Arizona made the state an appealing destination for Hayden, with his entrepreneurial vision. Between 1858 and 1873, Hayden had a store in Tubac, close to the Mexican border, from which he shipped goods; supplied merchandise to Palatine Robinson's store in Tucson; expanded wagon trips as far as San Francisco to purchase items; and acquired lucrative contracts with mining companies, including the Santa Rita Silver Mining Company. During this period, he worked largely out of Tucson, though he left the city, along with other merchants, in 1862, when Tucson was occupied by the Confederate Army during the Civil War. During Hayden's sabbatical from Tucson, he established a store in Vulture City near the new Vulture City Quartz Mill. Two years later he returned to Tucson when he was appointed the first Probate Judge of the First Judicial District by Governor John N. Goodwin. Despite only presiding over one case during his tenure as probate judge, the experience marked the start of his lifelong commitment to public service.

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Through the late 1860s and early 1870s, Hayden's business continued to grow, with new government contracts for military installations, including Ft. Whipple and his property assets doubling in value. With his increasing success, he sought additional help to run his business; his repeated attempts failed, however, as in successive order everyone he hired to assist him died within an 8-year period. Partnerless following the death of Newton Flournoy, son of his original partner Mathew Flournoy (who was also deceased by that time), Hayden began selling off his Tucson assets and set his sights on the Salt River Valley near present-day Tempe, Arizona.

Having previously passed through the Salt River Valley during forays into northern Arizona for freighting trips, Hayden knew that the Salt River would provide an advantageous route by which to ship goods to the northern part of the state, and he settled in what would later become the city of Tempe. The area around what is now called Tempe Butte was fertile agricultural land at the time, in large part thanks to the existence of irrigation ditches created by the Swilling Irrigation and Canal Company, founded by Jack Swilling. Swilling, an entrepreneur like Hayden, as well as a prospector, was known as the "Father of Phoenix" and had a colorful history that included being the defendant of a lawsuit filed by Hayden against Swilling for an unsuccessful grist mill in Tucson. Swilling later died in the Yuma prison while awaiting trial after being falsely accused of a stagecoach robbery. By 1870, Hayden, noting the success of Swilling's irrigation ditch, sought to assert his own water rights to the Salt River to supply water to a new grist mill he planned to construct. After negotiations with Swilling—the two men having apparently gotten past their earlier differences—and others, Hayden dropped his water claim and partnered with them to form the Tempe Canal Company. The first half mile of the canal was completed by 1873, and by the following year, a lateral, called the Hayden Ditch, had been constructed, connecting the canal to the mill site near the butte. The ditch became the main source of water to the mill through the early 1920s.

To facilitate construction of the new adobe grist mill (discussed in further detail below, under **Criterion C: Architecture**), Hayden had timber shipped from Prescott and purchased supplies and machinery from San Francisco. While in San Francisco purchasing supplies, Hayden hired German miller John Sievers to oversee the installation of the milling equipment and operations. During construction of the mill, Hayden established his own ferry along the Salt River by stringing a cable from the western base of the butte; the ferry would allow transportation of horses and wagons during high water events when the river was otherwise impassable. Additionally, Hayden established trading posts on Gila River Indian Community land to exchange goods for stores of wheat to supply to his new mill, as well as developing relationships with local farmers harvesting wheat.

Upon completion of the mill in 1874, it began producing products, such as graham flour, cracked wheat, and cracked barley. In addition to supplying flour to Tempe locals, Hayden supplied wheat to Camp Lowell in Tucson, to miners in Pima and Globe, and to the towns of Florence, Prescott, Wickenburg, and Ehrenberg. By 1877, in an effort to compete with other mills in the state, the Hayden Flour Mill had doubled its production capacity. This expansion was recorded in local newspapers and advertisements noting the quality of the wheat supplied by the mill. The business rapidly expanded, doubling its operations by 1880, and by 1891, Hayden Flour Mill was the second largest mill in the Salt River Valley. During this same period, new equipment was purchased and additions to the

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building were completed (**Figure 4**). Hayden also expanded his relationship with the local Akimel O'odham, purchasing over a million pounds of wheat from them during one harvest season alone.



Figure 4. Historical image of Hayden Flour Mill in the 1880s. Image courtesy of the Arizona State Archives, call no. 96-4380.

Hayden constructed his own home prior to and directly west of the mill (on the opposite side of what is now S. Mill Avenue) and was thereby able to oversee the daily operations of the mill. His adobe house served dual purposes, as both a residence and a store. Over time, he added additional rooms, perimeter walls, storage for hay and wheat, and a corral, thus creating a large compound. By 1888, Hayden had begun taking on boarders and soon after turned his residence into a hotel called La Casa Vieja (later sold and known as Monti's La Casa Vieja). The original hotel building is listed in the NRHP and the Tempe Historic Property Register.

In 1876, at the age of 49, Hayden decided to settle down and marry Sallie Calvert Davis, with whom he had four children: Carl, Sallie, Mary, and Annie. He and his family hosted several popular events that were reported on in the local press, including Akimel O'odham fiestas at the mill, birthday celebrations for his employees, and an annual July 4th celebration. His oldest child, Carl, eventually became a U.S. congressman and senator, serving the state of Arizona for 56 years. Sallie went on to become a faculty member at the Tempe Normal School (later Arizona State University), and Mary earned her college degree from Stanford University. Hayden's daughter Annie passed away as a child in 1885.

The 1880s were a difficult time for Hayden and his business. He made several mistakes in hiring unscrupulous people who stole money from him, and these missteps, coupled with competition

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resulting from the construction of the Santa Fe, Prescott, and Phoenix Railway and a new bridge over the Salt River, greatly impacted his freighting enterprises. Although Hayden's business portfolio began to slowly rebound in the early 1890s (**Figure 5**), the economic depression of 1893 to 1897 subsequently forced him to take out loans to improve his business. In 1895, Hayden's failing health required him to turn management of his business holdings over to Joseph A. Ford; however, despite his poor health, Hayden remained active in the community, promoting construction of public infrastructure, such as, roads and irrigation canals, helping to establish School District No. 3, selling land for construction of a new teacher's college and opening his home library to the public (**Figure 6**).

Hayden passed away at the age of 74 in 1900, followed by his wife Sallie in 1907. Upon announcement of his death in the local press, all stores in Tempe were closed in honor of his passing. Hayden was remembered not only for his business acumen and his establishment of Hayden Flour Mill but also for his civic engagement with and creation of the city and citizens of Tempe. He held multiple public positions, including Probate Judge and Chairman of the Tempe Normal School (later Arizona State University), and served on the Maricopa Board of Supervisors and as a delegate to the National Irrigation Congress and Trans-Mississippi Commercial Congress. Hayden, an avowed Democrat, was also relatively progressive for his time, maintaining good relationships with neighboring tribal communities, despite local prejudices, and inadvertently aiding in the creation of the City of Mesa by selling land and offering store credit to members of the Church of Jesus Christ of Latter-Day Saints, with whom others chose to not to do business.



Figure 5. Advertisement for Hayden Flour Mill and Store (Arizona Weekly Enterprise, 20 October 1888)

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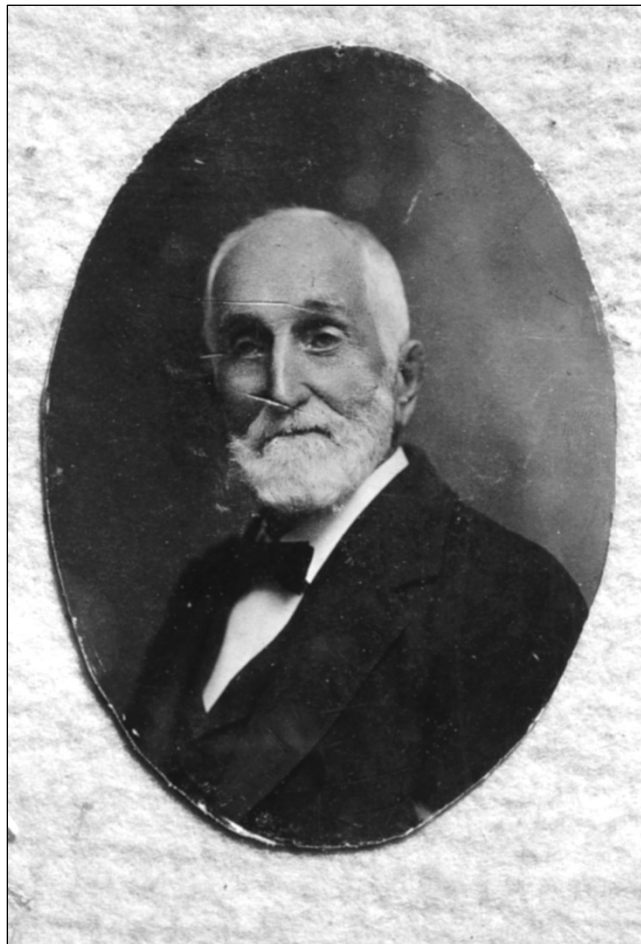


Figure 6. Portrait of Charles T. Hayden in the 1890s. Image courtesy of the Arizona State Archives, call no. 98-0006.

Changing Times for the Hayden Flour Mill (1900–2023)

Hayden's son, Carl, took over his father's business following Hayden's death. At a mere 23 years of age, Carl left school at Stanford University to help his family and try to keep the business afloat. He sold off some family assets, leased the mill to friend and business associate A. J. Peters, and leased the store to J. S. Armstrong. For a brief time, he was able to return to school and pursue his political aspirations by working at the County Democratic Central Committee headquarters in Phoenix. In 1904 he chaired the territorial delegation to the National Democratic Convention and was elected County Treasurer. Two years later, he was selected as sheriff, and shortly thereafter, he married Nan Downing and won a seat as Arizona's first state representative in 1912. Despite his rising political success, Carl Hayden was not able to make the mill profitable, and due to significant financial difficulties, its doors were shuttered briefly in 1914. Under the new management of the Tempe Milling Company, which had been incorporated by Carl Hayden, J. H. Dobson, F. A. Van Ritten, and C. G. Jones, the mill reopened with new equipment; however, in 1917, shortly after reopening, the mill burned down, and Carl Hayden once again made an attempt to save his father's legacy, hiring contracting company J.C. Steele to rebuild the facility,

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this time with cast-in-place concrete. Despite its new appearance, the mill continued to struggle, and in 1920, the manager of the Tempe Milling Company, a Mr. Henness, suffered a nervous breakdown. Management was taken over by Bill Studer, who successfully kept production costs low during the next several years. As a result of Studer's efforts, by 1936, the mill was again operating with a profit (**Figure 7**).

In 1948, Carl's nephew, Hayden C. Hayden, began working at the mill and by 1955 had bought out most of the shareholders in the company to take control. Under Hayden Hayden's leadership, mill operations were modernized, with new silos and outbuildings constructed and diversification of goods, including the introduction of multiple flour varieties, as well as food and paper products (**Figure 8**). In 1981, Hayden sold the business to Bay State Milling Company (Bay State), while remaining on site to run the mill and serve on their board of directors. Upon their acquisition of the property, Bay State spent millions of dollars increasing capacity and began mass-producing flour shipped via freight cars. To support the new corporate structure, this required importing wheat from out of state; adding specialty flours, such as rye, whole wheat, and others; and discarding bagged flour in favor of filling freight cars with flour via pneumatic blowers. The mill's shift towards mass production forced smaller neighboring operations that could not keep pace to shutter their doors.



Figure 7. Hayden Flour Mill advertisement (The Arizona Republic, 27 August 1934)

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Figure 8. Image of Hayden Flour Mill in 1971. Image courtesy of the Arizona Magazine of The Arizona Republic, February 28, 1971.

In 1998, the mill was closed, and MCW Holdings purchased the property. Three years later, the City of Tempe purchased the mill in hopes of redeveloping the property. Redevelopment rights were granted to Tempe Flour Mill LLC by the City, but no work was finished. In 2011, the City completed some minor restoration and stabilization work to the building and grounds, including new fencing, interpretive signage, and an adjoining city park. In 2014, redevelopment rights were granted to Baum, but again they expired with no work completed. Finally in 2021, the City issued a Request for Proposal (RFP) for redevelopment of the site. Venue Projects and Sunbelt Holdings were awarded the RFP, signing a development agreement in 2023; they are the current proponents of its NRHP designation, with full support of the City (City of Tempe 2024).

Legacy

Much of the success of the Hayden Flour Mill rests on the entrepreneurial shoulders of Charles Hayden and his children. The Hayden Flour Mill was the third mill to be constructed in the Salt River Valley and became the longest-running and most successful merchant mill in the Arizona Territory. Its success was also due to its strategic location at the juncture of transportation routes through the state, which allowed wide distribution of the mill's products and encouraged development of what later became the City of Tempe. Additionally, the site of the mill provided enough land to allow expansion of the mill over the years to accommodate new equipment and warehouses and facilitate freighting by wagon and railroad and, later, by truck, all of which

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allowed the mill to evolve to meet the latest innovations in the milling industry and helped it weather economic storms and remain competitive during the first half of the twentieth century. Despite the catastrophic fire of the original mill complex in 1917, the Hayden family and their shareholders were undaunted and continued to position the mill as a prominent industry in the state. This was reinforced through several expansions in the 1940s and 1950s, including the introduction of a pneumatic conveyance system at the mill, making the Hayden Flour Mill the tenth mill in the United States to use this type of system. As a result of these expansions, the mill was able to store 18 million pounds of wheat through the 1960s, an amount that outpaced their competitors so much so that the Hayden Flour Mill was at the time the only remaining merchant mill in the state selling its own brand of flour statewide.

Criterion C: Architecture

The most striking feature of the Hayden Flour Mill Historic District is its architecture, evidenced by its impressive scale and construction. Completed in 1918 based on the designs of the Phoenix-based architectural team Lescher & Kibbey, the mill and later the silos were designed not only for structural endurance but to act as a visual and physical landmark for the City of Tempe. Throughout its evolution, from an adobe structure to a concrete industrial facility, the mill has been an anchoring feature of the City of Tempe.

Original Mill (1874–1917)

The construction of the first iteration of the Hayden Flour Mill can be extrapolated from early newspaper accounts, photographs, and Sanborn-Perris Fire Insurance maps (Sanborn). While the mill complex was completed in 1874 by builder P. B. Barnes, the first time it appears on Sanborn maps is in 1893. It is depicted as a square two-story adobe building with rectangular wings on its north and south elevations resting on a cobble and lime mortar foundation, topped with both shed and gable roof forms. Directly east of the mill was the Hayden Canal, which supplied water for the mill's daily operations. By 1878, a blacksmith and wagon shop had been constructed north of the mill (now under the Rio Salado Parkway). Beginning in 1881 and running through at least 1893, several expansions were made to the building to accommodate new equipment and machinery, including a large two-story adobe addition with a basement abutting the west elevation (see **Figure 4**). The north and south elevations were expanded during this period and were constructed of wood and adobe, respectively. Construction of auxiliary buildings continued with completion of a carpenter's shop and blacksmith shop to the east of the mill building by 1890, as well as a calaboose (jail) and privy to the south. The shops were constructed of adobe with slate or tin roofs, and the calaboose was constructed of fired brick with a slate or tin roof. In 1893, a grain and hardware warehouse and employee housing were constructed immediately north of the mill. In the early 1900s, a new wooden loading dock was constructed for the railroad spur, which arrived in 1903. Although fewer building projects were undertaken in the early 1900s, apart from the sack storage warehouse in 1915, by 1916 the condition of the mill was beginning to deteriorate, particularly the 1874 sections of the mill building. The deteriorating condition of the mill contributed to its demise and was dealt its final blow with a catastrophic fire in 1917 that destroyed the building.

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New Mill (1917–1966)

Plans to reconstruct the mill immediately followed the fire. Architects Royal W. Lescher and John R. Kibbey were hired to design a fully modern facility, and they retained J.C. Steele Concrete Contractors (**Photograph 15**) to construct the new mill. Plans called for a fireproof, reinforced cast-in-place concrete multistory building with several windows to increase light and ventilation, all at a cost of \$128,000. Upon its completion in 1918, the new building measured 140 by 40 feet and had a stepped profile, with the northern end rising five stories in height with both a tower and grain bins on the roof. To the south, the building was stepped down in height to four levels with a basement, and the southern two-thirds of the building consisted of two floors above a basement level (**Figures 9–12**). During the early years of its operation, the mill was operated by waterpower supplied by the Hayden Ditch. In 1924, the building was converted to electricity, and the ditch was diverted around the mill building.



Photograph 15. Detail of contractor's stamp on the west elevation, view facing east
(AZ_MaricopaCounty_HaydenFlourMill_015)

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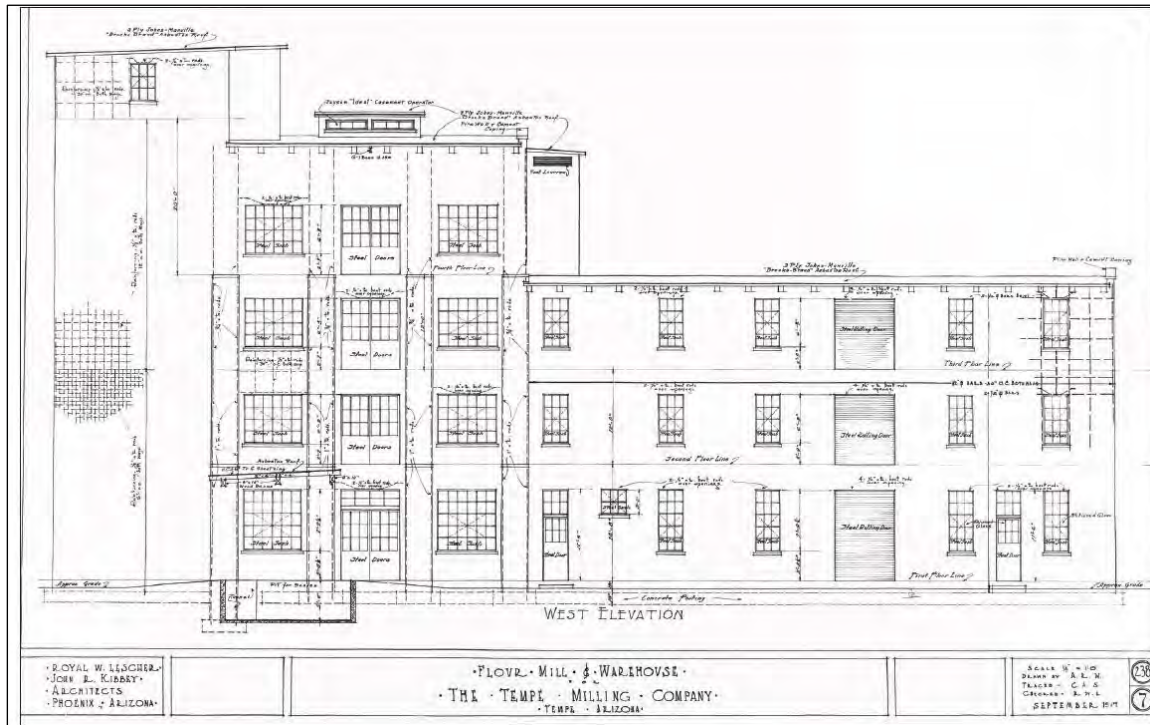


Figure 9. Architectural drawing of Hayden Flour Mill, 1917, west elevation (Architects Lescher & Kibbey)

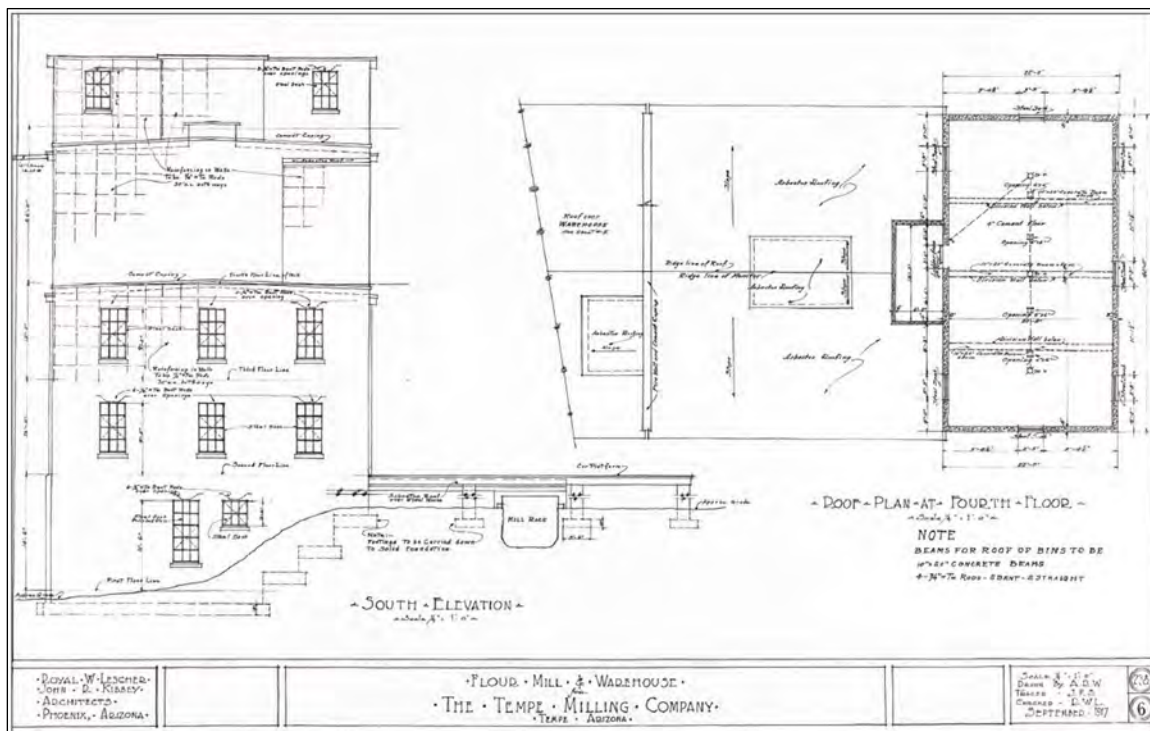


Figure 10. Architectural drawing of Hayden Flour Mill, 1917, south elevation (Architects Lescher & Kibbey)

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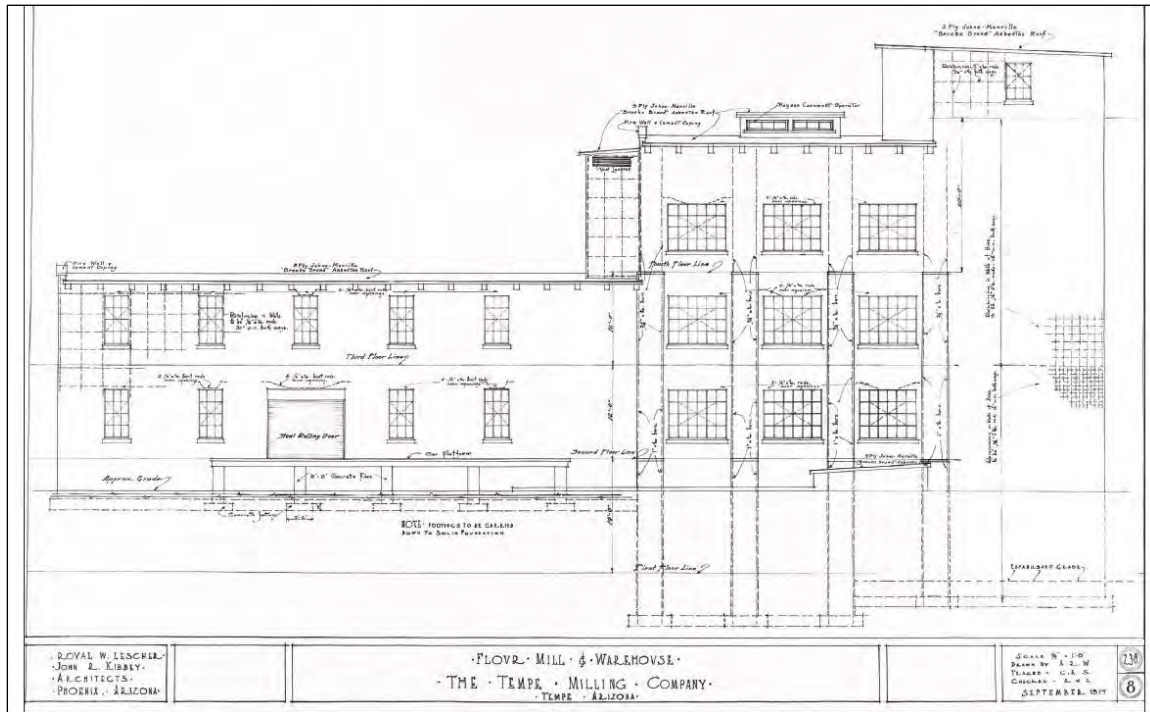


Figure 11. Architectural drawing of Hayden Flour Mill, 1917, east elevation (Architects Lescher & Kibbey)

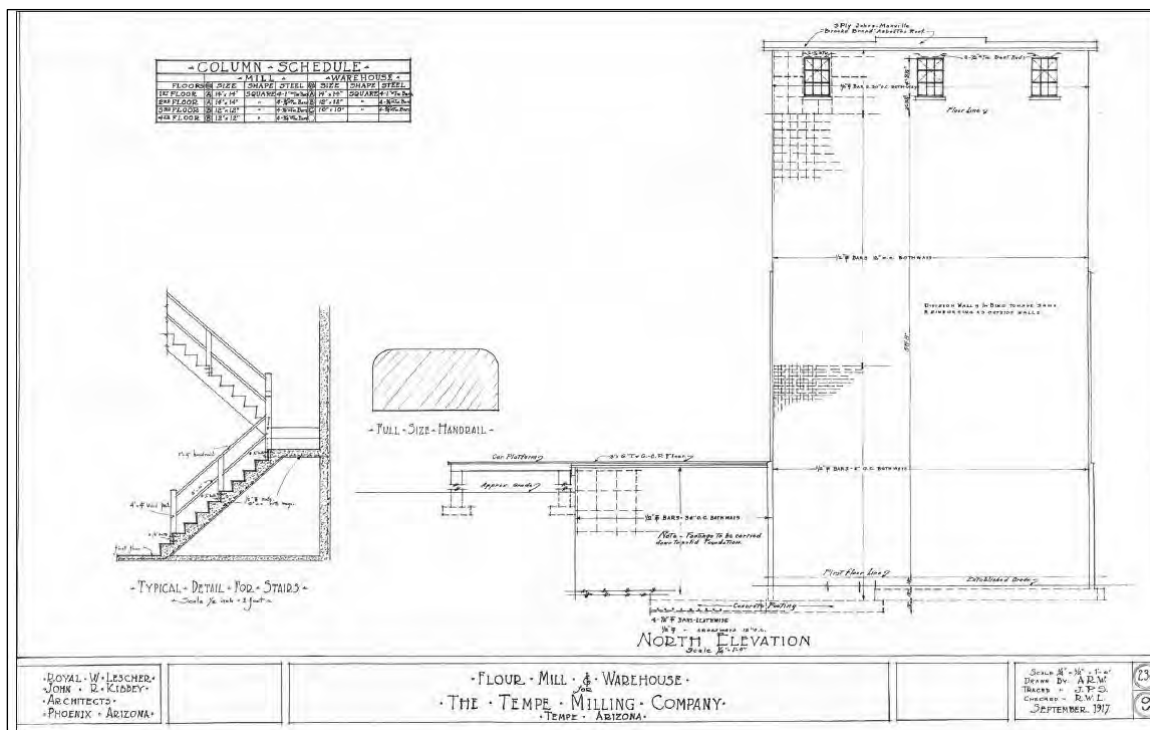


Figure 12. Architectural drawing of Hayden Flour Mill, 1917, north elevation (Architects Lescher & Kibbey)

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Between 1927 and 1948, significant expansion of the facility occurred; a warehouse of wood truss and column construction was added, as well as a new storage facility and the A & Sack Storage Building to the north of the mill. Together, the new construction effectively filled the area between the mill and the previously constructed warehouse. A large cribbed wood structure was also added along the east elevation of the mill (commonly referred to as the north and south wash towers). Sometime between 1945 and 1948, the former sack storage building along the southeast section of the east elevation was replaced with a wood addition that was built over the Hayden Ditch on concrete piers, the remains of which are still visible today (Resource No. 2).

The second most important development at the facility, apart from the rebuilding of the mill itself in 1917, was the construction of the grain silos and elevator. In 1951, Mayer-Osborn Construction Company completed the silos and elevator, sited parallel to and east of the mill building. When completed, the reinforced, cast-in place concrete structure included 14 conjoined silos measuring 117 feet tall by 15 feet wide, abutted by a grain elevator on the south elevation rising to a height of 151 feet. The structure took 11 days of round-the-clock pouring of concrete to complete. An underground tunnel was also installed that connected the silos with the mill and was used to convey grain from the silos to the warehouse at the rear (east elevation) of the building. The elevator contained four levels. The upper level provided access to a conveyor belt system that transported grain from the elevator to the silos, and the ground floor connected to a garage building at its southwest corner that housed grain scales (**Figure 13**).



Figure 13. Postcard of the newly built silos, ca. 1950s. Image courtesy of the Arizona Memory Project.

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During this same period, another warehouse, the Annex Warehouse, was constructed between 1940s-era warehouses. Like the earlier warehouses, it had wood framing and a concrete foundation and was sheathed in metal panels. Building expansions continued through the early 1950s and mid-1960s with the construction of two rooftop additions to the mill building. The additions were used to house equipment and for general storage. Those additions, built between 1955 and 1966, altered the roofline of the mill building from a two-step profile to the three-step profile that is visible today. Farther to the north and east, a building permit was pulled to construct new scales and a scales building, which were completed sometime between 1959 and 1960. Additionally, the wood addition and wood cribbed structures along the mill building's east and south elevations were expanded in the late 1950s, enlarging the building's footprint. In 1966, another new warehouse was constructed, replacing earlier warehouses and sheds to the north of the mill building.

Final Days (1967–2002)

Building efforts continued through the late 1960s into the 1980s with installation of new storage tanks east of the grain elevator and silos and an underground conveyance system. In 1981, with the purchase of the mill by Bay State, the facility was upgraded again with new equipment throughout the mill building, additions to auxiliary buildings, new steel storage tanks, and new steel storage and loading bins. In 1998, Bay State transferred ownership to Tolleson Mill, which ceased operations. During Tolleson Mill's tenure, no new construction occurred at the facility, and instead, most auxiliary buildings and additions were demolished, the bulk of which occurred in 2002. That same year, transients inadvertently set fire to the mill building causing damage to its interior.

Lescher & Kibbey Architects (1912–1923)

The architects credited with the design of the Hayden Flour Mill were Royal Lescher and John Kibbey. Royal William Lescher (1882–1957) was one of the leading architects in Arizona, working throughout the state and completing over 2,000 commissions during his career. He was born in Illinois, graduated with a degree in architecture from the California Institute of Technology, and began his work as an architect under the tutelage of Phoenix's leading architect at the time, Thornton Fitzhugh. In 1910, at the age of 28, Lescher left to start his own practice, and his first commissions included work for the Pendergast School District and designing the Woman's Club of Phoenix (now Hotel Westward Ho). This was followed by the Arizona State Hospital, an elementary school in Flagstaff, a bank in Nogales, and Globe High School. Three years later, he met Los Angeles architect and MIT graduate John Rinker Kibbey (1883–1963), and together they formed their own architectural practice. In 1917, Kibbey entered the armed services during World War I and was on hiatus from the practice while serving in the war. During his absence, architect Leslie J. Mahoney (1892–1985) left California to work for Lescher. When Kibbey returned from the war, Mahoney became a partner. In 1923, Kibbey stepped down to design movie sets in Hollywood, and the firm name changed to Lescher & Mahoney (*The Arizona Republic*, 30 January 1957). Over their 11-year partnership, Lescher & Kibbey designed schools, hospitals, stores, churches, banks, courthouses, fire stations, armories, and personal residences across Arizona in Phoenix, Chandler, Mesa, Globe, Tempe, Ajo, Tucson, Jerome, Safford, Casa Grande, Goodyear,

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Thatcher, Douglas, Bisbee, Kingman, and Scottsdale (Garrison n.d.). It is unclear which of these commissions Kibbey was actively involved in during his time before and after World War I, as he was in officer training prior to his military service abroad. Although his name is stamped on the drawings for Hayden Flour Mill, it is more likely that Lescher, either alone or with the help of Leslie J. Mahoney, is responsible for its design. During Kibbey's career, he was best known for his design of William Henry Brophy College, a Catholic preparatory school located in Phoenix (work he completed in 1928 after leaving his partnership with Lescher).

The partnership of Lescher and Mahoney continued until Lescher's death in 1957, although Mahoney retained the name of the firm until his retirement in 1975. Some of the notable architectural achievements of their firm include Phoenix City Hall, Goodwin Stadium and West Hall at what is now Arizona State University, Mesa City Hall, Glendale High School Auditorium, Phoenix Tile and Trust Building, and Arizona Veteran's Memorial Coliseum (Garrison n.d.). Several of their buildings are now listed in the NRHP.

Architectural Engineering

Two of the significant features of the mill building and silos are its construction materials and design. Fire was a common issue for industrial buildings in the late nineteenth and early twentieth centuries, and engineers were looking for ways to make buildings either fireproof or fire resistant. During this period, new fire-resistant materials were introduced, including terracotta tile, metal framing, plaster, stucco, and asbestos tiles and siding. Local building codes were also expanded to establish measures to reduce the incidence of fire, such as instituting fire walls between production and storage areas, including metal clad rolling doors, sealing off floors from one another to reduce the spread of a potential fire through the building, and reducing the use of wood framing and cladding. Despite these measures, fire continued to be an issue as density within urban areas increased along with the number of industrial facilities, leading to the potential for fires to quickly spread from building to building. Fires insurance companies, such as the Sanborn-Perris Fire Insurance Company, led the way in advocating for increasingly stringent building codes and the construction of fireproof buildings. These strict building codes did not come without a cost; stone was not readily available in all areas and had to be shipped in, buildings were increasing in size, and masonry and tile were expensive and did not have the tensile strength to withstand the motion and load created by milling equipment. As a result, cheaper materials were needed to create both fireproof and economical buildings (Bradley 1999).

By the late 1800s, the quality of cement produced by the Portland Cement Company was improving, and the company had begun promoting the use of reinforced concrete for large-scale industrial construction. The material was non-conductive during a fire, and steel framing when sheathed with concrete was not affected either. Additionally, by utilizing concrete, vibrations from machinery were absorbed and deadened because the walls now lacked joints. By 1905, concrete for industrial construction was widely used, and until 1960, reinforced poured-in-place (or cast-in-place) concrete was preferred over tilt-slab construction (unlike poured-in-place, tilt-slab is manufactured off site) (Bradley 1999). By and large, poured-in-place concrete became the material of choice for industrial buildings up until World War II, and the Hayden Flour Mill was no

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different. Aside from its fireproof qualities, which was of paramount importance to the Hayden family when they contracted Lescher & Kibbey to design their building, reinforced concrete allowed for economical and rapid construction on a monolithic scale that could hold the load of new floors placed above lower floors without major construction delays, and buildings were durable, sanitary, had lower heating and cooling costs, were vermin-proof, and could accommodate more space for windows.

Other innovations at the time included the design of industrial facilities with increased light and ventilation. "Daylight Factories" were introduced in 1886 by John Patterson in response to growing concerns about the working conditions of factory workers, and engineers began to address these concerns using a feature called "daylighting." These factories offered at least 80 percent of their wall space to steel-framed windows. This design feature incorporated larger windows or long banks of windows that provided better ventilation, lighting, hygiene, and general improvements to workers' welfare by allowing them a view outside their workplace. Daylighting also allowed for full illumination of factory interiors and cut down on utility and mechanical ventilation costs. The Hayden Flour Mill utilized a version of this model, and all elevations have several large vertical windows that provided ample ventilation and lighting. Large banks of windows are not present, however, likely because of the heat gain that would have occurred with so many windows during the summer months (Bradley 1999).

The silos and grain elevator, like the mill building, also were made of cast-in-place reinforced concrete and were designed according to the latest innovations related to the storage and transport of bulk grain. By 1891, square or rectangular silos were replaced across the country with circular silos to eliminate bowed walls from the pressure of heavy grains and air pockets. At the same time, silos themselves became taller to compress air from the grain and reduce spoilage, and as a result, silos became the dominant feature at milling facilities. During the late 1800s and early 1900s, after several unsuccessful design attempts and collapses of the new circular and round silos across the midwestern United States, it was discovered that abutting the silos together for structural support prevented their collapse (Bradley 1999). At the same time, improvements in the transportation of grain to and from the silos were made with the addition of a conveyor belt that ran across the tops of the silos into and out of the grain elevator, reinforcing the need for the silos to be positioned in a horizontal line abutting one another.

Each of these historic trends in industrial architecture contributed to the design and construction of Hayden Flour Mill. As a result of decisions made by both the owners and architects, the building still survives today as the oldest example of reinforced concrete industrial architecture surviving in the Salt River Valley. Only the Old Power Station in Kingman, Arizona, predates the mill in terms of use of similar construction materials. No known other examples of reinforced concrete industrial architecture on the scale of Hayden Flour Mill are extant in the Salt River Valley.

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Previous documentation on file (NPS):

- preliminary determination of individual listing (36 CFR 67) has been requested
- previously listed in the National Register
- previously determined eligible by the National Register
- designated a National Historic Landmark
- recorded by Historic American Buildings Survey # _____
- recorded by Historic American Engineering Record # _____
- recorded by Historic American Landscape Survey # _____

Primary location of additional data:

- State Historic Preservation Office
- Other State agency
- Federal agency
- Local government
- University
- Other
- Name of repository: _____

Historic Resources Survey Number (if assigned): _____

10. Geographical Data

Acreage of Property 0.84 acres

Use either the UTM system or latitude/longitude coordinates

Latitude/Longitude Coordinates (decimal degrees)

Datum if other than WGS84: _____

(enter coordinates to 6 decimal places)

- | | |
|--------------|------------|
| 1. Latitude: | Longitude: |
| 2. Latitude: | Longitude: |
| 3. Latitude: | Longitude: |
| 4. Latitude: | Longitude: |

Or

UTM References

Datum (indicated on USGS map):

NAD 1927 or NAD 1983

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1. Zone: 12	Easting: 412644	Northing: 3699267
2. Zone:12	Easting: 412695	Northing:3699271
3. Zone:12	Easting: 412694	Northing:3699199
4. Zone:12	Easting: 412643	Northing:3699204

Verbal Boundary Description (Describe the boundaries of the property.)

The Hayden Flour Mill Historic District is an industrial facility located in the heart of Tempe, Arizona, at 119 S. Mill Avenue near the base of Tempe Butte within Township 1 North, Range 15 East, Section 15 as depicted on the USGS Tempe 7.5' topographic quadrangle. The property is bounded by S. Mill Avenue to the west, Tempe Butte to the east, Rio Salado Parkway to the north, and Valley Metro Rail to the south. The proposed district does not include the entire 5.08-acre parcel; rather it encompasses a square 0.84-acre area containing the 14 conjoined silos and grain elevator, a mill building, and three auxiliary features.

Boundary Justification (Explain why the boundaries were selected.)

The boundaries were chosen to include the area that represents both the highest contiguous concentration of extant historic resources and that best represents the history of the former flour mill.

11. Form Prepared By

Name/title: Jennifer Levstik (author) with contributions by Kathryn McKinney

Organization: WestLand Engineering & Environmental Services

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E-mail: jlevstik@westlandresources.com

Telephone: 520-382-8950

Date: May 21, 20

Additional Documentation

Submit the following items with the completed form:

- **Maps:** A **USGS map** or equivalent (7.5 or 15-minute series) indicating the property's location. See Figure 1
- **Sketch map** for historic districts and properties having large acreage or numerous resources. Key all photographs to this map. See Photo Point Map
- **Additional items:** (Check with the SHPO, TPO, or FPO for any additional items.) Arizona State Historic Property Inventory Forms attached

Hayden Flour Mill
Name of Property

Maricopa County, AZ
County and State

Photographs

Submit clear and descriptive photographs. The size of each image must be 1600 × 1200 pixels (minimum), 3000 × 2000 preferred, at 300 ppi (pixels per inch) or larger. Key all photographs to the sketch map. Each photograph must be numbered and that number must correspond to the photograph number on the photo log. For simplicity, the name of the photographer, photo date, etc. may be listed once on the photograph log and doesn't need to be labeled on every photograph.

Photo Log

Name of Property: Hayden Flour Mill

City or Vicinity: Tempe, Arizona

County: Maricopa

State: Arizona

Photographer: Kathryn McKinney

Date Photographed: March 14, 2024

Description of Photograph(s) and number, include description of view indicating direction of camera:

21 Photographs:

Photograph 1. Overview of the mill complex with contemporary buildings in background, view facing southwest (AZ_MaricopaCounty_HaydenFlourMill_001)

Photograph 2a. Overview of primary façade (west elevation) of the mill building taken from S. Mill Avenue, view facing west-northwest (AZ_MaricopaCounty_HaydenFlourMill_002a)

Photograph 2b. Overview of east and south elevations of mill building, view facing northwest (AZ_MaricopaCounty_HaydenFlourMill_002b)

Photograph 2c. Overview of north elevation of mill building, view facing southeast (AZ_MaricopaCounty_HaydenFlourMill_002c)

Photograph 3. Details of west elevation showing concrete pilasters and dentils along the parapet, view facing south-southeast (AZ_PimaCounty_HaydenFlourMill_003)

Photograph 4. Example of original window on east elevation, view facing east (AZ_PimaCounty_HaydenFlourMill_004)

Photograph 5. Detail of ground floor room on south half of mill building showing recessed safe, view facing north (AZ_MaricopaCounty_HaydenFlourMill_005)

Hayden Flour Mill
Name of Property

Maricopa County, AZ
County and State

Photograph 6. Example of grinding equipment on ground floor, north half of building, view facing north (AZ_MaricopaCounty_HaydenFlourMill_006)

Photograph 7. Room on south half of second floor, view facing north (AZ_MaricopaCounty_HaydenFlourMill_007)

Photograph 8. View of manlift looking down from second floor (AZ_MaricopaCounty_HaydenFlourMill_008)

Photograph 9. Control panel on wall on second floor, view facing north-northeast (AZ_MaricopaCounty_HaydenFlourMill_009)

Photograph 10a. Overview of silos and grain elevators west elevation with Tempe Butte in background, view facing east-northeast (AZ_MaricopaCounty_HaydenFlourMill_010a)

Photograph 10b. Overview of silos and grain elevators east elevation, view facing west (AZ_MaricopaCounty_HaydenFlourMill_010b)

Photograph 10c. Overview of silos and grain elevators north elevation, view facing southeast (AZ_MaricopaCounty_HaydenFlourMill_010c)

Photograph 10d. Detail of silos and grain elevators south elevation, view facing north-northwest (AZ_MaricopaCounty_HaydenFlourMill_010d)

Photograph 11. Resource No. 1, former railroad spur facing north (AZ_MaricopaCounty_HaydenFlourMill_011)

Photograph 12a. Resource No. 2, concrete footers of wooden addition and cribbed wood tower against mill building foundation, view facing southeast (AZ_MaricopaCounty_HaydenFlourMill_012a)

Photograph 12b. Resource No. 2, remnants of wooden addition and cribbed wood tower above conveyance tunnel, view facing northeast (AZ_MaricopaCounty_HaydenFlourMill_012b)

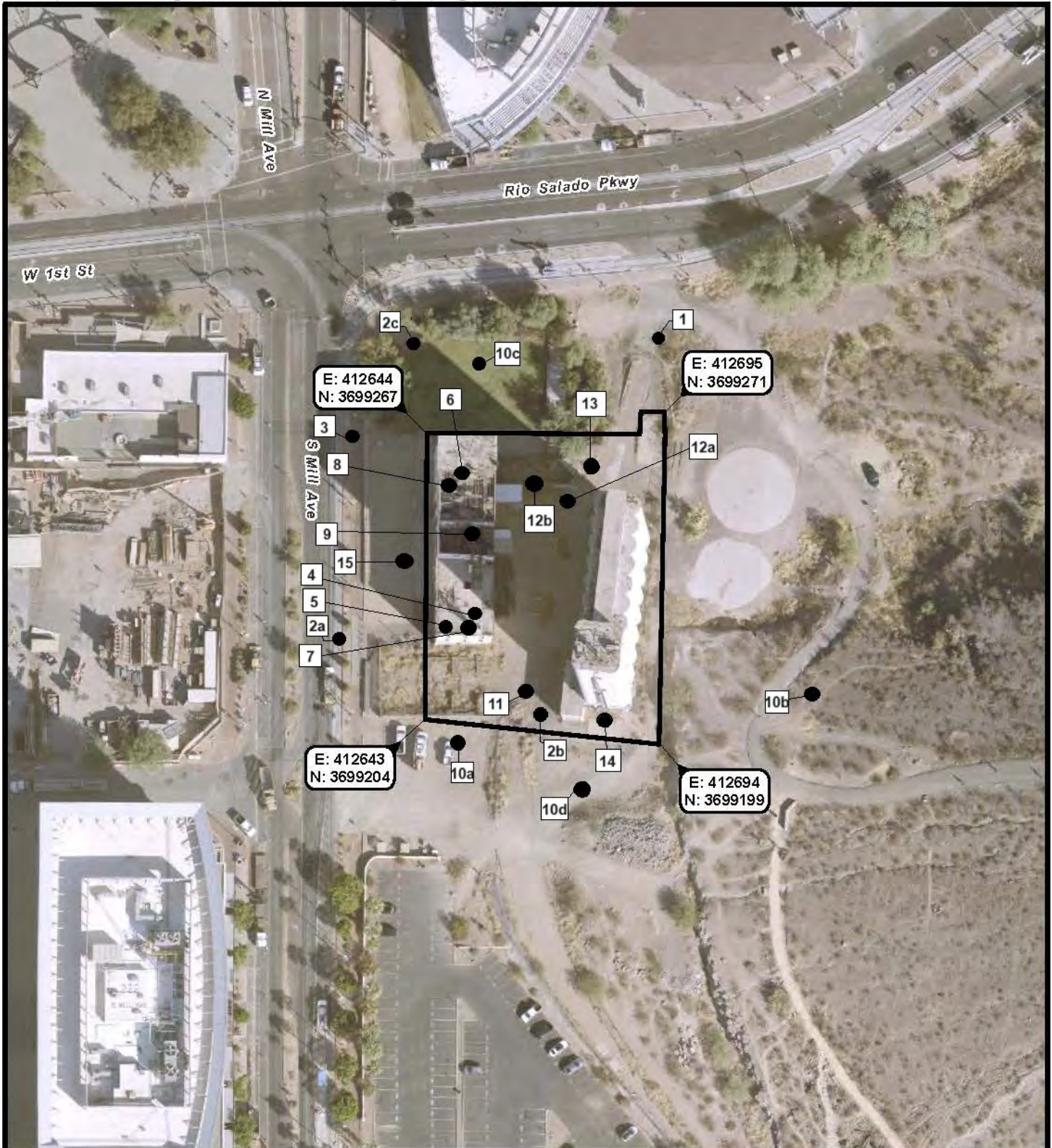
Photograph 13. Resource No. 3, shed foundations, facing north (AZ_MaricopaCounty_HaydenFlourMill_013)

Photograph 14. Interior of ground floor of grain elevator, view facing north (AZ_MaricopaCounty_HaydenFlourMill_014)

Photograph 15. Detail of contractor's stamp on the west elevation, view facing east (AZ_MaricopaCounty_HaydenFlourMill_015)


Paperwork Reduction Act Statement: This information is being collected for applications to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C.460 et seq.).

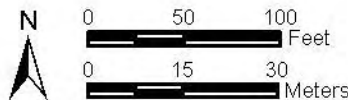
Estimated Burden Statement: Public reporting burden for this form is estimated to average 100 hours per response including time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Office of Planning and Performance Management, U.S. Dept. of the Interior, 1849 C. Street, NW, Washington, DC.



T1N, R15E, a Portion of Section 15,
 Maricopa County, Arizona
 Tempe USGS 7.5' Quadrangle
 Projection: NAD 1983 UTM Zone 12N
 Image Source: Maricopa County 2020

Legend

 Hayden Flour Mill Historic District



Hayden Flour Mill Historic District photo points

STATE OF ARIZONA

HISTORIC PROPERTY INVENTORY FORM

Please type or print clearly. Fill out each applicable space accurately and with as much information as is known about the property. Use **continuation sheets where necessary**. Send completed form to: State Historic Preservation Office, 1300 W. Washington, Phoenix, AZ 85007

PROPERTY IDENTIFICATION

For properties identified through survey: Site No: N/A Survey Area: Hayden Flour Mill

Historic Name(s): Hayden Flour Mill
(Enter the name(s), if any, that best reflects the property's historic importance.)

Address: 119 S. Mill Avenue

City or Town: Tempe vicinity County: Maricopa Tax Parcel No. 132-30-340A

Township: 1N Range: 15E Section: 15 Quarter Section: SW Acreage: >1

Block: N/A Lot(s): N/A Plat (Addition): N/A Year of plat (addition): N/A

UTM reference: Zone 12 Easting 412648 Northing 3699240 USGS 7.5' quad map: Tempe (2023)

Architect: Lescher & Kibbey not determined known (source: As-built drawings)

Builder: J.C. Steele not determined known (source: Building stamp)

Construction Date: 1918 known estimated (source: As-built drawings)

STRUCTURAL CONDITION

Good (well maintained, no serious problems apparent)

Fair (some problems apparent) Describe: Windows removed, interior exposure to the elements, and vandalism.

Poor (major problems; imminent threat) Describe: _____

Ruin/Uninhabitable

USES/FUNCTIONS

Describe how the property has been used over time, beginning with the original use.

COMMERCE/TRADE: Warehouse

INDUSTRY/PROCESSING:

Manufacturing Facility (1918–1998)

VACANT (1998–present)

Sources: Vargas et al. 2008

PHOTO INFORMATION

Date of photo: March 14, 2024

View Direction (looking towards)

Northeast

Negative No.: N/A



SIGNIFICANCE

To be eligible for the National Register of Historic Places, a property must represent an important part of the history or architecture of an area. Note: a property need only be significant under one of the areas below to be eligible for the National Register. **See Continuation Sheets**

A. HISTORIC EVENTS/TRENDS (On a continuation sheet describe how the property is associated either with a significant historic event, or with a trend or pattern of events important to the history of the nation, the state, or a local community.)

B. PERSON (On a continuation sheet describe how the property is associated with the life of a person significant in the past.)

C. ARCHITECTURE (On a continuation sheet describe how the property embodies the distinctive characteristics of a type, period, or method of construction, or that represents the work of a master, or possesses high artistic values.)

Outbuildings: (Describe any other buildings or structures on the property and whether they may be considered historic.)

Silos and grain elevator

Architectural Style: Other/Industrial

INTEGRITY

To be eligible for the National Register, a property must have integrity, that is, it must be able to visually convey its importance. Provide detailed information below about the property's integrity. Use continuation sheets if necessary.

1. LOCATION Original Site Moved (date _____) Original Site: _____

2. DESIGN (Describe alterations from the original design, including dates—known or estimated—when alterations were made)
The mill building is a cast-in-place, reinforced concrete building with a rectangular footprint with a stepped profile (stepped to the north) that varies in height from three to five stories. The foundation is a concrete slab built into the slope of the site's topography, with sunken heavy concrete piers interspersed to support the load of the building's walls and floors. The low-pitched roofs are also constructed of cast-in-place concrete. The exterior has a utilitarian appearance with few examples of decorative finishes, apart from two areas featuring concrete pilasters and concrete dentils below the roofline. On the northern half of the west elevation, remnants of concrete pilasters are visible to the top of the third floor. On portions of the third and fourth floors on the east and west elevations are concrete cornices supported by concrete dentils. Above these, the mill building has two rooftop additions, built ca. 1955–1958 and 1966. Historically, windows were moderately recessed multi-lite steel casements with concrete sills in two varieties: narrow vertical windows and larger horizontal windows. Nearly all these windows have been removed or damaged and have since either been left as voids in the walls or are covered with metal grating and plywood. Types of doors include steel rolling doors (located on the first, second, and third floors), steel-framed pedestrian doors with 3-over-3 lites topped by transoms (first floor), and double steel doors with 4-over-4 lites and transoms (first, second, third, and fourth floors).

3. SETTING (Describe the natural and/or built environment around the property)
The Hayden Flour Mill is located along the western base of Tempe Butte—the tallest landform within city limits—and is further bounded by Rio Salado Parkway to the north, Valley Metro Rail to the south, and S. Mill Avenue to the west. The proposed district is located within a U-shaped, 5.08-acre-parcel that is largely void of vegetation and gradually slopes up toward Tempe Butte. Between the mill building and silos is a flat terrace that once held an irrigation canal that fed water to the mill from the nearby Salt River, as well as an abandoned spur of the Southern Pacific Railroad. Most of the district's resources are in the northwest quarter of the property near the intersection of Mill Avenue and Rio Salado Parkway. Because of its location at the base of Tempe Butte (listed in the National Register of Historic Places [NRHP] in 2011), which holds sacred meaning to the local Salt River Pima-Maricopa Indian Community, and the presence of archaeological remains, the property immediately east of the footprint of the mill building and silos until recently has been left largely undeveloped to protect these natural and cultural resources. The landscape is a mix of desert gravels and grasses.

Describe how the setting has changed since the property's period of significance:

Contemporary improvements to the parcel include landscaping elements, security measures, and interpretive materials. A pocket park in the northwestern corner of the parcel consists of a grassy lawn edged by native trees and plants (palo verde, mesquite, barrel and prickly pear cacti, ocotillo, and creosote bush) and hardscape elements including a concrete stage and gabions, all of which are illuminated by overhead decorative string lights. Immediately south of the mill building are similar gabions installed for erosion control. Other recent projects include projects related to security improvements and public engagement. To prevent vandalism and transients, metal security fencing surrounds the footprint of the mill building and silos, except along the primary façade where first floor windows are protected with security bars. Interpretive history panels on metal podiums have also been installed in front of the primary façade along S. Mill Avenue, and the façade is not enclosed by fencing to allow the public to experience the building.

The Hayden Flour Mill has been vacant since 1998 and has suffered vandalism and fires, but most of its rebuilt 1918–1966-era historic fabric remains intact. The setting around the remaining boundaries of the mill complex, however, has changed considerably over time. The setting of the mill, once a rural area along the Salt River, has grown more urban in nature over its existence. The Hayden Canal, which once channeled water from the Salt River to the mill, has long since dried up, and mid- and high-rise commercial and residential development that caters mostly to students at nearby Arizona State University, surrounds the district boundaries on three sides. Despite this shift from a rural to urban setting, the mill complex continues to express its agricultural and industrial appearance and feeling through both its location next to Tempe Butte (which is now a local hiking destination and park) and its monumental concrete construction contrasted against a neighboring sea of glass, metal, and frame buildings.

4. MATERIALS (Describe the materials used in the following elements of the property)

Walls (structure): Cast-in-place concrete Foundation: Concrete Roof: Concrete/wood/metal

Windows: Steel

If the windows have been altered, what were they originally? N/A

Wall Sheathing: N/A

If the sheathing has been altered, what was it originally? N/A

5. WORKMANSHIP (Describe the distinctive elements, if any, of craftsmanship or method of construction)

Reinforced cast-in-place concrete construction, monumental scale, and concrete dentils below the parapet

NATIONAL REGISTER STATUS (if listed, check the appropriate box)

Individually listed; Contributor Noncontributor to _____ Historic District

Date Listed: _____ Determined eligible by Keeper of National Register (date: 2016)

RECOMMENDATIONS OF ELIGIBILITY (opinion of SHPO staff or survey consultant)

Property is is not eligible individually.

Property is is not eligible as a contributor to a potential historic district.

More information needed to evaluate.

If not considered eligible, state reason: _____

FORM COMPLETED BY:

Name and Affiliation: K. McKinney, J. Levstik, WestLand Engineering & Environmental Services Date: May 21, 2024

Mailing Address: 4001 E. Paradise Falls Drive, Tucson, AZ, 85712 Phone No.: (520) 206-8595

STATE OF ARIZONA

**HISTORIC PROPERTY INVENTORY FORM
CONTINUATION SHEET**

Name of property: Hayden Flour Mill

Continuation Sheet No. 1

SIGNIFICANCE

The Hayden Flour Mill complex is recommended eligible for listing at the state level of significance under NRHP Criterion A for Industry and Commerce and Criterion C for Architecture. Eligibility under Criterion A is based on its association with one of the earliest successful and longest-running merchant flour mills in Arizona, and eligibility under Criterion C is based on the complex's existence as the oldest standing reinforced concrete building in the Salt River Valley. The period of significance assigned to this property is 1918 to 1966, which denotes the date of construction of the mill building following a catastrophic fire and subsequent building episodes of the concrete silos and rooftop additions to the mill building.



**Hayden Flour Mill, 1918 building south and east elevation, view facing northwest
(WestLand Engineering & Environmental Services, March 14, 2024)**

**STATE OF ARIZONA
HISTORIC PROPERTY INVENTORY FORM
CONTINUATION SHEET**

Name of property: Hayden Flour Mill

Continuation Sheet No. 2



Hayden Flour Mill, 1918 building interior first floor, view facing north
(WestLand Engineering & Environmental Services, March 14, 2024)



Hayden Flour Mill, 1918 building interior second floor, view facing north
(WestLand Engineering & Environmental Services, March 14, 2024)

**STATE OF ARIZONA
HISTORIC PROPERTY INVENTORY FORM
CONTINUATION SHEET**

Name of property: Hayden Flour Mill

Continuation Sheet No. 3



Hayden Flour Mill, overview of flour mill and grain silo, view facing north-northwest
(WestLand Engineering & Environmental Services, March 14, 2024)

STATE OF ARIZONA

HISTORIC PROPERTY INVENTORY FORM

Please type or print clearly. Fill out each applicable space accurately and with as much information as is known about the property. Use **continuation sheets where necessary**. Send completed form to: State Historic Preservation Office, 1300 W. Washington, Phoenix, AZ 85007

PROPERTY IDENTIFICATION

For properties identified through survey: Site No: N/A Survey Area: Hayden Flour Mill

Historic Name(s): Hayden Flour Mill
(Enter the name(s), if any, that best reflects the property's historic importance.)

Address: 119 S. Mill Avenue

City or Town: Tempe vicinity County: Maricopa Tax Parcel No. 132-30-340A

Township: 1N Range: 15E Section: 15 Quarter Section: SW Acreage: >1

Block: N/A Lot(s): N/A Plat (Addition): N/A Year of plat (addition): N/A

UTM reference: Zone 12 Easting 412682 Northing 3699230 USGS 7.5' quad map: Tempe (2023)

Architect: N/A not determined known (source: _____)

Builder: Mayer-Osborn Company not determined known (source: Vargas et al. 2008)

Construction Date: 1951 known estimated (source: Vargas et al 2008)

STRUCTURAL CONDITION

Good (*well maintained, no serious problems apparent*)

Fair (*some problems apparent*) Describe: graffiti/vandalism, accumulation of interior debris, broken windows, and non-operable systems.

Poor (*major problems; imminent threat*) Describe: _____

Ruin/Uninhabitable

USES/FUNCTIONS

Describe how the property has been used over time, beginning with the original use.

AGRICULTURE/SUBSISTENCE:
Storage and Processing (1951–1998)

VACANT (1998–present)

Sources: Vargas et al. 2008

PHOTO INFORMATION

Date of photo: March 14, 2024

View Direction (~~looking towards~~)

West-northwest

Negative No.: N/A



SIGNIFICANCE

To be eligible for the National Register of Historic Places, a property must represent an important part of the history or architecture of an area. Note: a property need only be significant under one of the areas below to be eligible for the National Register.

See Continuation Sheets

A. HISTORIC EVENTS/TRENDS (On a continuation sheet describe how the property is associated either with a significant historic event, or with a trend or pattern of events important to the history of the nation, the state, or a local community.)

B. PERSON (On a continuation sheet describe how the property is associated with the life of a person significant in the past.)

C. ARCHITECTURE (On a continuation sheet describe how the property embodies the distinctive characteristics of a type, period, or method of construction, or that represents the work of a master, or possesses high artistic values.)

Outbuildings: (Describe any other buildings or structures on the property and whether they may be considered historic.)

Flour mill

Architectural Style: Other/Industrial

INTEGRITY

To be eligible for the National Register, a property must have integrity, that is, it must be able to visually convey its importance. Provide detailed information below about the property's integrity. Use continuation sheets if necessary.

1. LOCATION Original Site Moved (date _____) Original Site: _____

2. DESIGN (Describe alterations from the original design, including dates—known or estimated—when alterations were made)
The 14 silos, each measuring 117 feet tall, are built of cast-in-place, reinforced concrete and arranged in two parallel lines of seven silos each, abutted on the south end by the grain elevator, which is 151 feet tall, and a boxy garage addition with a roll up door along the southwest quarter of the building. The upper portion of the grain elevator has narrow horizontal steel casement windows, many of which have broken glass lites. The top of the elevator also has a low pitched, nearly flat concrete slab roof with unpainted concrete coping along the parapet and metal handrails and an equipment cage. The silos are topped by a long rectangular monitor that houses a conveyor belt and has square casement windows, several of which are boarded. The exterior of the silos and grain elevator is in better condition than the mill building, and the building is painted off-white with remnants of the words Hayden Flour Mill still visible on the west elevation, as well as reddish-brown paint along the foundation and over enclosed windows.

3. SETTING (Describe the natural and/or built environment around the property)
The Hayden Flour mill is located at 119 S. Mill Avenue, along the western base of Tempe Butte—the tallest landform within city limits—and is further bounded by Rio Salado Parkway to the north, Valley Metro Rail to the south, and S. Mill Avenue to the west. The parcel gradually slopes up toward Tempe Butte and is largely void of vegetation. Between the mill building and silos is a flat terrace that once held an irrigation canal that fed water to the mill from the nearby Salt River, as well as an abandoned spur of the Southern Pacific Railroad. Most of the district's resources are in the northwest quarter of the property near the intersection of Mill Avenue and Rio Salado Parkway. Because of its location at the base of Tempe Butte (listed in the National Register of Historic Places [NRHP] in 2011), which holds sacred meaning to the local Salt River Pima-Maricopa Indian Community, and the presence of archaeological remains, the property immediately east of the footprint of the mill building and silos until recently has been left largely undeveloped to protect these natural and cultural resources. The landscape is a mix of desert gravels and grasses.

Describe how the setting has changed since the property's period of significance:

Contemporary improvements to the parcel include landscaping elements, security measures, and interpretive materials. A pocket park in the northwestern corner of the parcel consists of a grassy lawn edged by native trees and plants (palo verde, mesquite, barrel and prickly pear cacti, ocotillo, and creosote bush) and hardscape elements including a concrete stage and gabions, all of which are illuminated by overhead decorative string lights. Immediately south of the mill building are similar gabions installed for erosion control. Other recent projects include projects related to security improvements and public engagement. To prevent vandalism and transients, metal security fencing surrounds the footprint of the mill building and silos, except along the primary façade where first floor windows are protected by security bars. Interpretive history panels on metal podiums have also been installed in front of the primary façade along S. Mill Avenue, and the façade is not enclosed by fencing to allow the public to experience the building.

The Hayden Flour Mill has been vacant since 1998 and has suffered vandalism and fires, but most of its rebuilt 1918–1966-era historic fabric remains intact. The setting around the remaining boundaries of the mill complex, however, has changed considerably over time. The setting of the mill, once a rural area along the Salt River, has grown more urban in nature over its existence. The Hayden Canal, which once channeled water from the Salt River to the mill, has long since dried up, and mid- and high-rise commercial and residential development that caters mostly to students at nearby Arizona State University, surrounds the district boundaries on three sides. Despite this shift from a rural to urban setting, the mill complex continues to express its agricultural and industrial appearance and feeling through both its location next to Tempe Butte (which is now a local hiking destination and park) and its monumental concrete construction contrasted against a neighboring sea of glass, metal, and frame buildings.

4. MATERIALS (Describe the materials used in the following elements of the property)

Walls (structure): Cast-in-place concrete Foundation: Concrete Roof: Concrete

Windows: Steel

If the windows have been altered, what were they originally? N/A

Wall Sheathing: N/A

If the sheathing has been altered, what was it originally? N/A

5. WORKMANSHIP (Describe the distinctive elements, if any, of craftsmanship or method of construction)

Reinforced cast-in-place concrete construction and monumental scale

NATIONAL REGISTER STATUS (if listed, check the appropriate box)

Individually listed; Contributor Noncontributor to _____ Historic District
Date Listed: _____ Determined eligible by Keeper of National Register (date: 2016)

RECOMMENDATIONS OF ELIGIBILITY (opinion of SHPO staff or survey consultant)

Property is is not eligible individually.

Property is is not eligible as a contributor to a potential historic district.

More information needed to evaluate.

If not considered eligible, state reason: _____

FORM COMPLETED BY:

Name and Affiliation: K. McKinney, J. Levstik, WestLand Engineering & Environmental Services Date: May 21, 2024

Mailing Address: 4001 E. Paradise Falls Drive, Tucson, AZ, 85712 Phone No.: (520) 206-8595

STATE OF ARIZONA

**HISTORIC PROPERTY INVENTORY FORM
CONTINUATION SHEET**

Name of property: Hayden Flour Mill – Silos

Continuation Sheet No. 1

SIGNIFICANCE

The Hayden Flour Mill complex is recommended eligible for listing at the state level of significance under NRHP Criterion A for Industry and Commerce and Criterion C for Architecture. Eligibility under Criterion A is based on its association with one of the earliest successful and longest-running merchant flour mills in Arizona, and eligibility under Criterion C is based on the complex's existence as the oldest standing reinforced concrete building in the Salt River Valley. The period of significance assigned to this property is 1918 to 1966, which denotes the date of construction of the mill building following a catastrophic fire and subsequent building episodes of the concrete silos and rooftop additions to the mill building.



**Hayden Flour Mill Silos, west elevation, view facing northwest
(WestLand Engineering & Environmental Services, March 14, 2024)**

STATE OF ARIZONA

**HISTORIC PROPERTY INVENTORY FORM
CONTINUATION SHEET**

Name of property: Hayden Flour Mill – Silos

Continuation Sheet No. 2



**Hayden Flour Mill, overview of flour mill and silos, view facing south-southeast
(WestLand Engineering & Environmental Services, March 14, 2024)**

United States Department of the Interior
National Park Service

National Register of Historic Places
Continuation Sheet

Hayden Flour Mill
Name of Property
Maricopa County, Arizona
County and State
Name of multiple listing (if applicable)

Section number _____ Page _____



Photograph 1. Overview of the mill complex with contemporary buildings in background, view facing southwest (AZ_MaricopaCounty_HaydenFlourMill_001)

**United States Department of the Interior
National Park Service**

**National Register of Historic Places
Continuation Sheet**

Hayden Flour Mill
Name of Property
Maricopa County, Arizona
County and State
Name of multiple listing (if applicable)

Section number _____ Page _____



Photograph 2a. Overview of primary façade (west elevation) of the mill building taken from S. Mill Avenue, view facing west-northwest (AZ_MaricopaCounty_HaydenFlourMill_002a)

**United States Department of the Interior
National Park Service**

**National Register of Historic Places
Continuation Sheet**

Hayden Flour Mill
Name of Property
Maricopa County, Arizona
County and State
Name of multiple listing (if applicable)

Section number _____ Page _____



**Photograph 2b. Overview of east and south elevations of mill building, view facing northwest
(AZ_MaricopaCounty_HaydenFlourMill_002b)**

**United States Department of the Interior
National Park Service**

**National Register of Historic Places
Continuation Sheet**

Hayden Flour Mill
Name of Property
Maricopa County, Arizona
County and State
Name of multiple listing (if applicable)

Section number _____ Page _____



**Photograph 2c. Overview of the north elevation of mill building, view facing southeast
(AZ_MaricopaCounty_HaydenFlourMill_002b)**

United States Department of the Interior
National Park Service

National Register of Historic Places
Continuation Sheet

Hayden Flour Mill
Name of Property
Maricopa County, Arizona
County and State
Name of multiple listing (if applicable)

Section number _____ Page _____



Photograph 3. Details of west elevation showing concrete pilasters and dentils along the parapet, view facing south-southeast (AZ_MaricopaCounty_HaydenFlourMill_003)

**United States Department of the Interior
National Park Service**

**National Register of Historic Places
Continuation Sheet**

Hayden Flour Mill
Name of Property
Maricopa County, Arizona
County and State
Name of multiple listing (if applicable)

Section number _____ Page _____



**Photograph 4. Example of original window on east elevation, view facing east
(AZ_MaricopaCounty_HaydenFlourMill_004)**

United States Department of the Interior
National Park Service

National Register of Historic Places
Continuation Sheet

Hayden Flour Mill
Name of Property
Maricopa County, Arizona
County and State
Name of multiple listing (if applicable)

Section number _____ Page _____



Photograph 5. Detail of ground floor room on south half of mill building showing recessed safe, view facing north (AZ_MaricopaCounty_HaydenFlourMill_005)

United States Department of the Interior
National Park Service

National Register of Historic Places
Continuation Sheet

Hayden Flour Mill

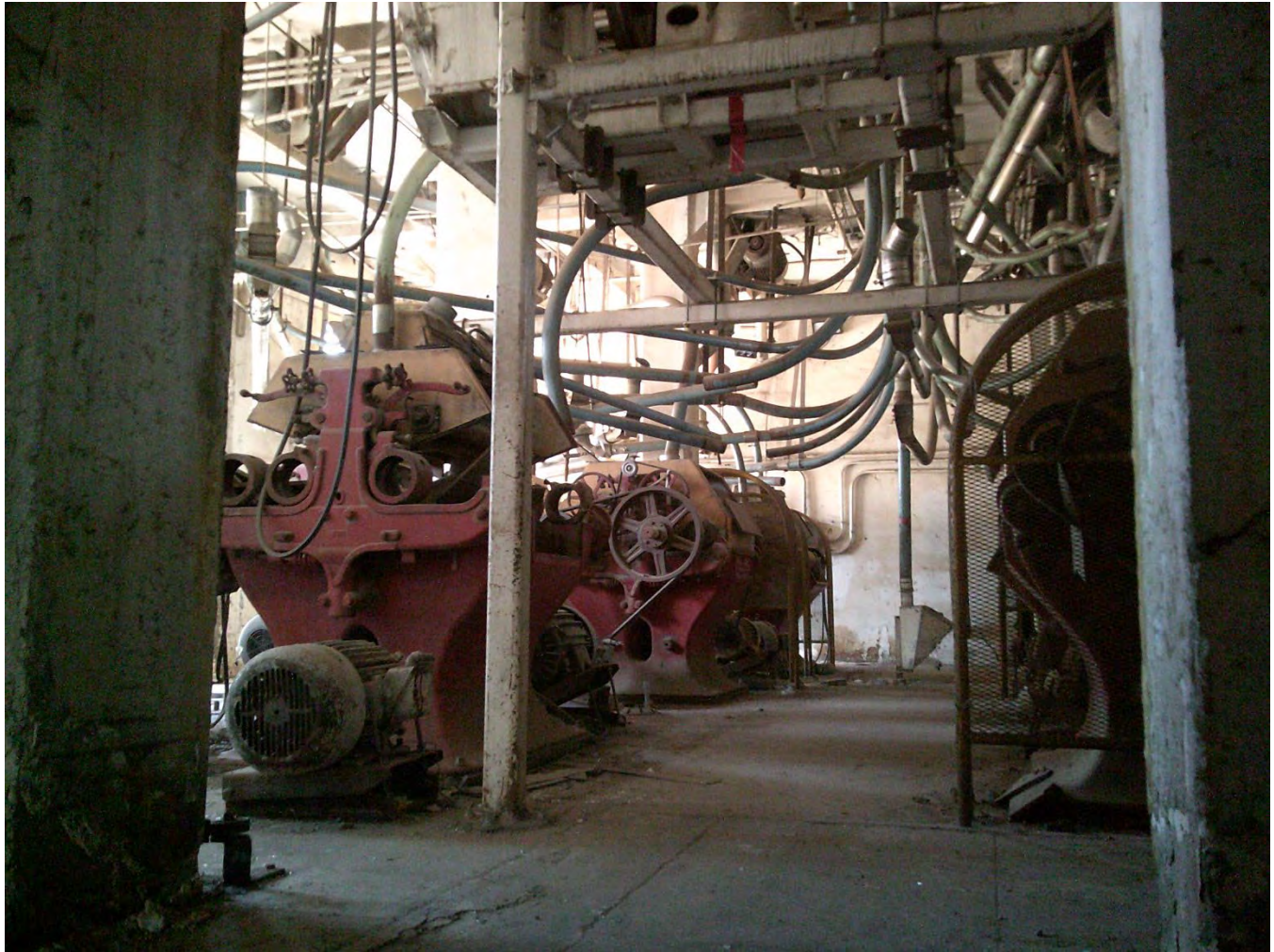
Name of Property

Maricopa County, Arizona

County and State

Name of multiple listing (if applicable)

Section number _____ Page _____



Photograph 6. Example of grinding equipment on ground floor, north half of building, view facing north (AZ_MaricopaCounty_HaydenFlourMill_006)

**United States Department of the Interior
National Park Service**

**National Register of Historic Places
Continuation Sheet**

Hayden Flour Mill

Name of Property

Maricopa County, Arizona

County and State

Name of multiple listing (if applicable)

Section number _____ Page _____



Photograph 7. Room on south half of second floor, view facing north (AZ_MaricopaCounty_HaydenFlourMill_007)

**United States Department of the Interior
National Park Service**

**National Register of Historic Places
Continuation Sheet**

Hayden Flour Mill
Name of Property
Maricopa County, Arizona
County and State
Name of multiple listing (if applicable)

Section number _____ Page _____



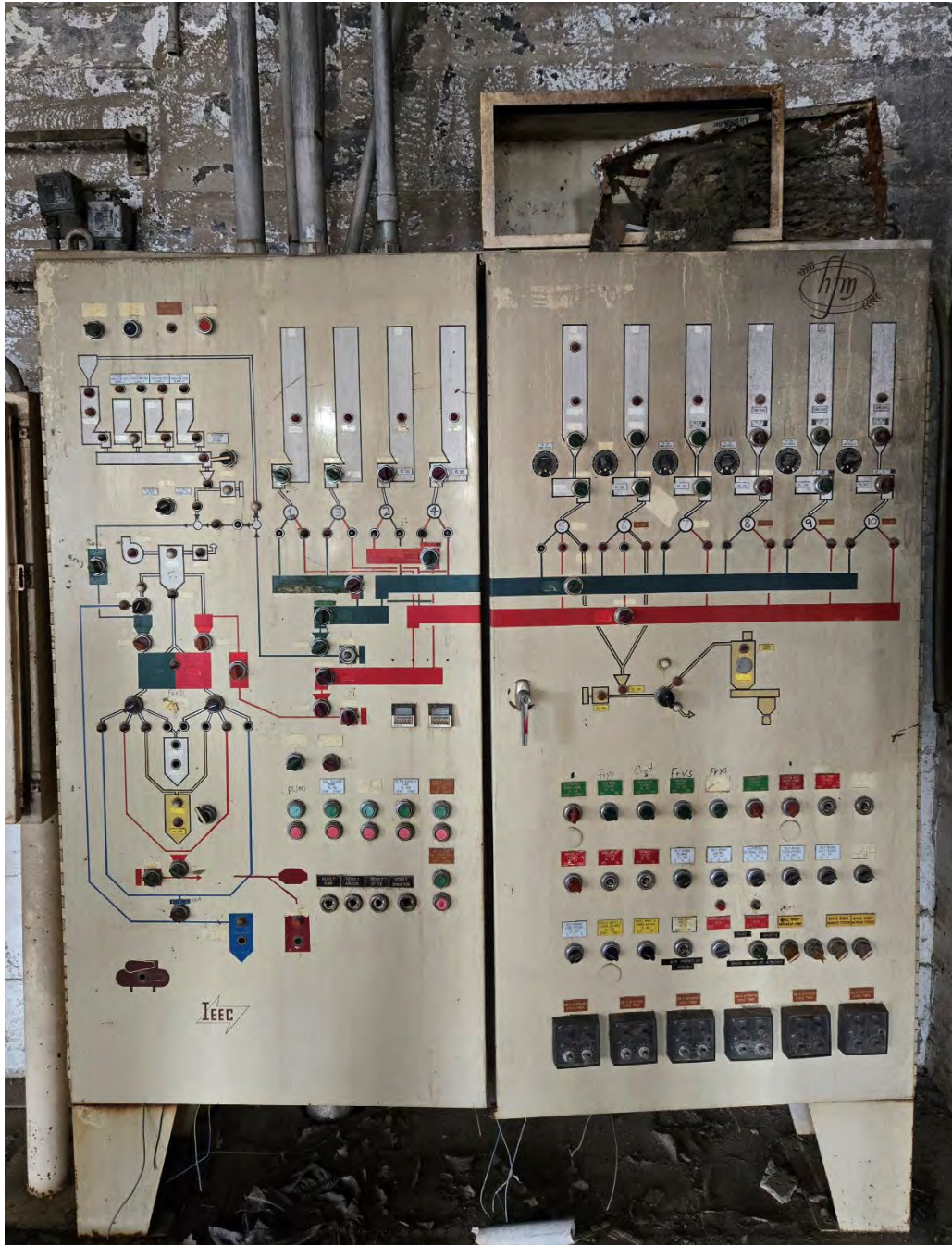
Photograph 8. View of manlift looking down from second floor (AZ_MaricopaCounty_HaydenFlourMill_009)

**United States Department of the Interior
National Park Service**

**National Register of Historic Places
Continuation Sheet**

Hayden Flour Mill
Name of Property
Maricopa County, Arizona
County and State
Name of multiple listing (if applicable)

Section number _____ Page _____



**Photograph 9. Control panel on wall on second floor, view facing north-northeast
(AZ_MaricopaCounty_HaydenFlourMill_009)**

United States Department of the Interior
National Park Service

National Register of Historic Places
Continuation Sheet

Hayden Flour Mill
Name of Property
Maricopa County, Arizona
County and State
Name of multiple listing (if applicable)

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Photograph 10a. Overview of silos and grain elevators west elevation with Tempe Butte in background, view facing east-northeast (AZ_MaricopaCounty_HaydenFlourMill_010a)

**United States Department of the Interior
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Photograph 10b. Overview of silos and grain elevators east elevation, view facing west
(AZ_MaricopaCounty_HaydenFlourMill_010b)

**United States Department of the Interior
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Hayden Flour Mill

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**Photograph 10c. Overview of silos and grain elevators north elevation, view facing southeast
(AZ_MaricopaCounty_HaydenFlourMill_010c)**

**United States Department of the Interior
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Hayden Flour Mill

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Photograph 10d. Detail of silos and grain elevators south elevation, view facing north-northwest (AZ_MaricopaCounty_HaydenFlourMill_010d)

**United States Department of the Interior
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Photograph 11. Resource No. 1, former railroad spur facing north
(AZ_MaricopaCounty_HaydenFlourMill_011)

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Photograph 12a. Resource No. 2, concrete footers of wooden addition and cribbed wood tower against mill building foundation, view facing southeast (AZ_MaricopaCounty_HaydenFlourMill_12a)

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National Park Service**

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Photograph 12b. Resource No. 2, remnants of wooden addition and cribbed wood tower above conveyance tunnel, view facing northeast (AZ_MaricopaCounty_HaydenFlourMill_012b)

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Photograph 13. Resource No. 3, shed foundations, facing north
(AZ_MaricopaCounty_HaydenFlourMill_013)

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National Park Service

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Photograph 14. Interior of ground floor of grain elevator, view facing north
(AZ_MaricopaCounty_HaydenFlourMill_014)

**United States Department of the Interior
National Park Service**

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**Photograph 15. Detail of contractor's stamp on the west elevation, view facing east
(AZ_MaricopaCounty_HaydenFlourMill_015)**









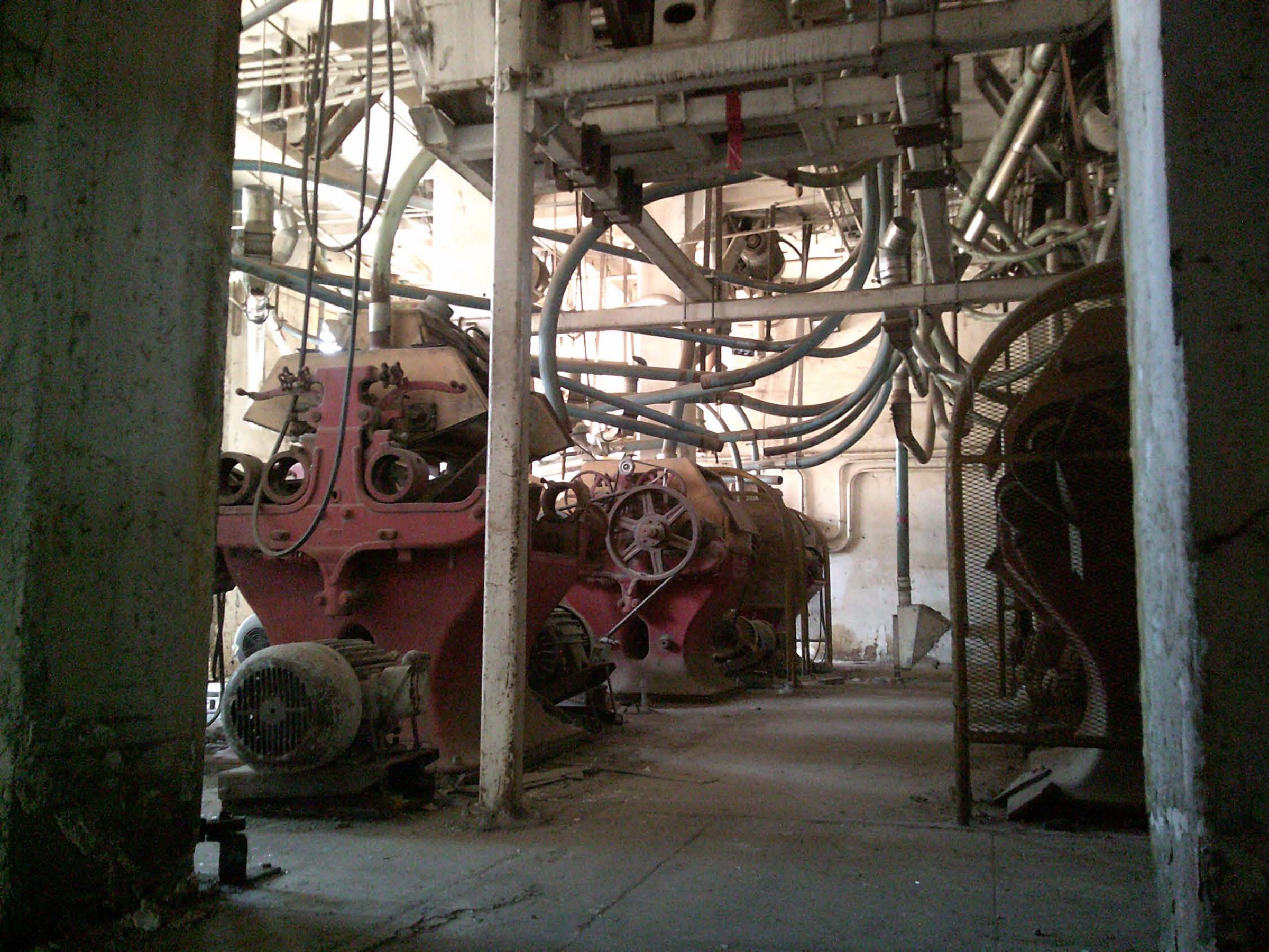






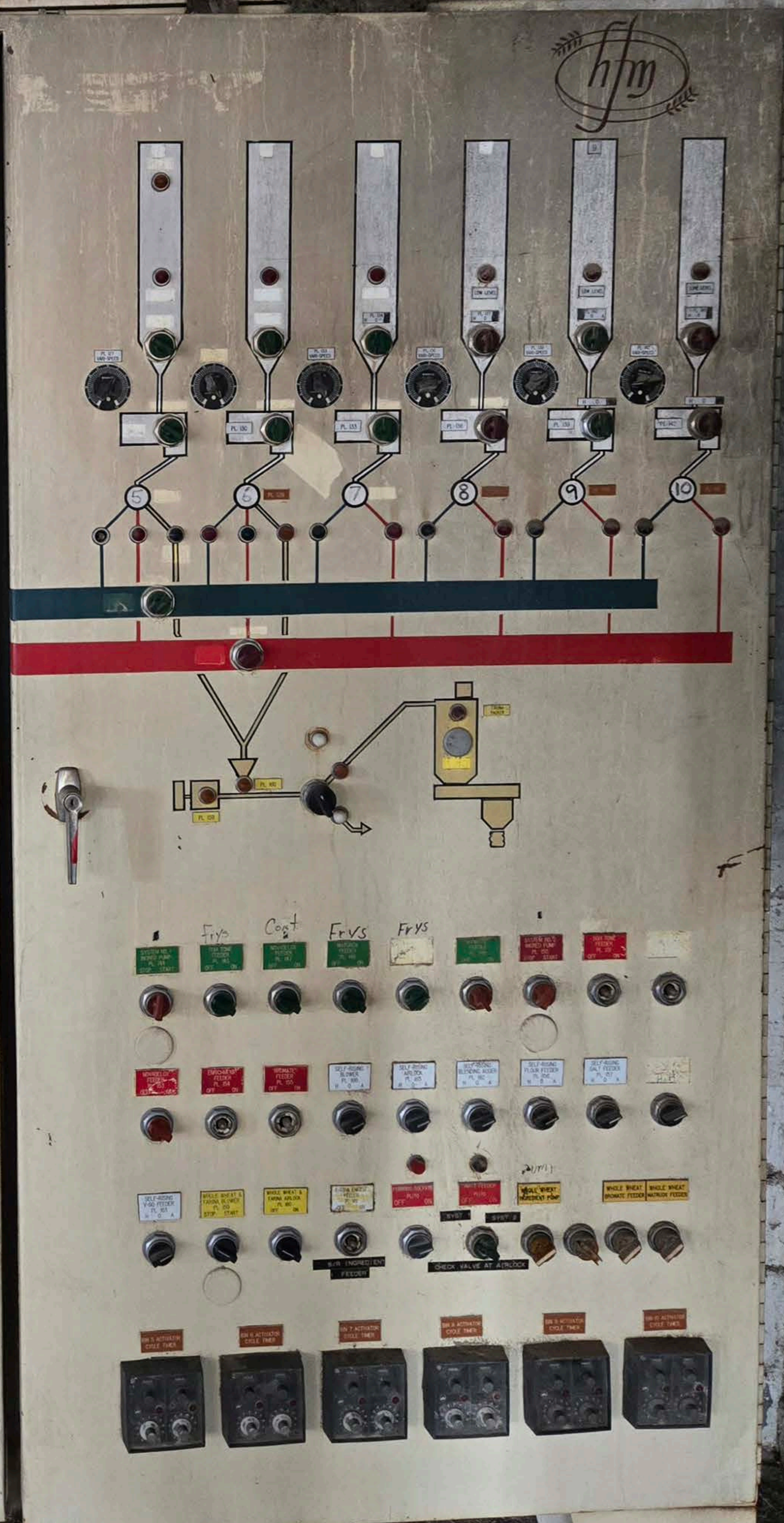
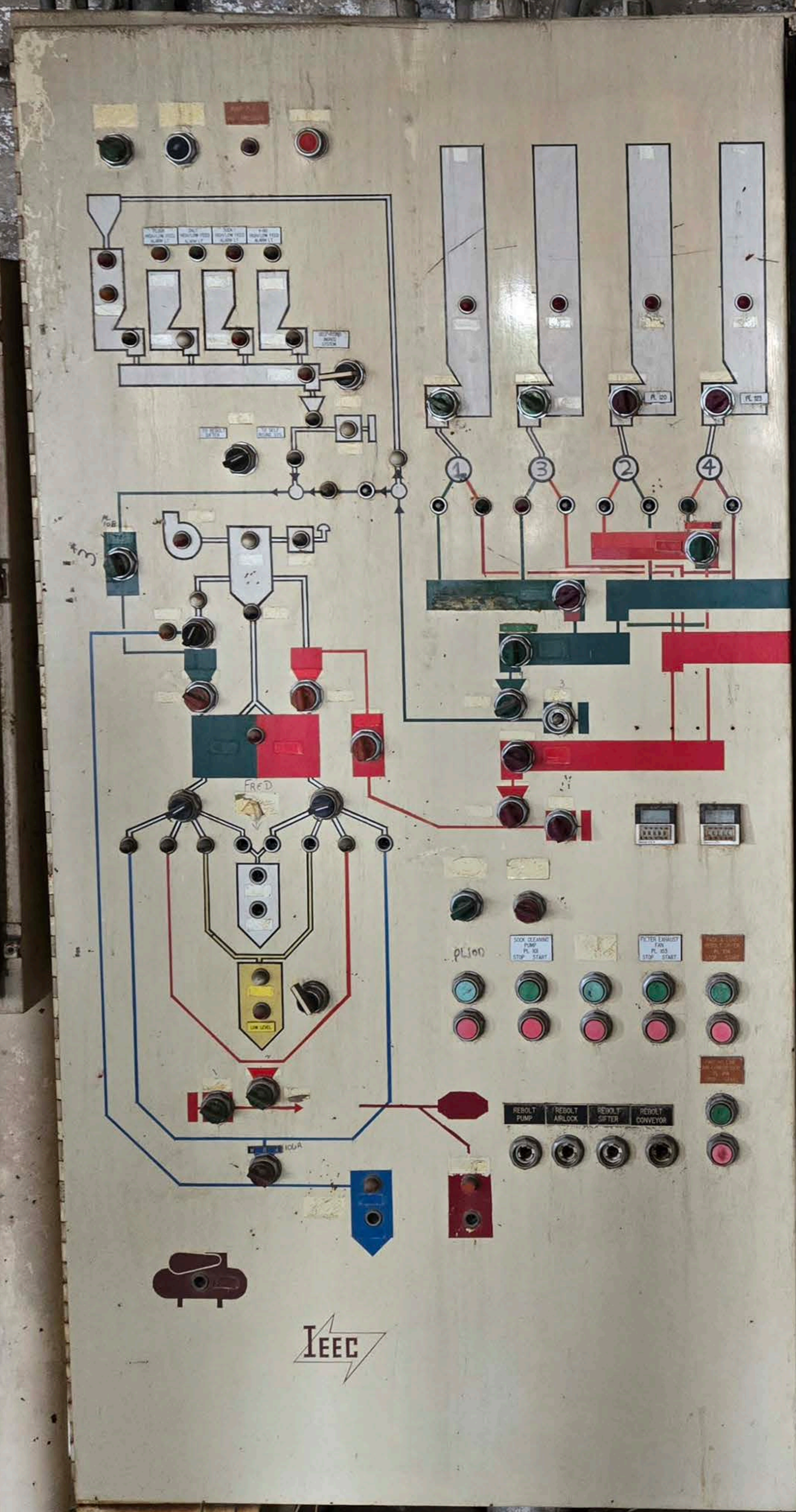
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LOVE
DAYS







J.C. STEELE
CONTRACTOR



NATIONAL REGISTER NOMINATIONS
SUBSTANTIVE REVIEW

Section 1. Name of Property

_____ Does the property name accurately reflect *historic ownership*?

Section 7. Description

_____ Does the descriptive narrative accurately reflect the boxes checked?

_____ Are the important features of the property identified in the Description Section, including site, date, materials, style, size, roof-shape, story, plan, windows, foundation, details, interior?

_____ Does the Description include information about the setting, environment, and or surrounding buildings/areas?

_____ Is the Description clear and complete? If the property has been altered, is the difference between the original (or historic) and the current condition and appearance clear?

_____ Does the description convey the significant qualities of the property? Through what features? Do these features retain integrity?

_____ Have contributing and noncontributing features been identified?

_____ Have alterations (if any) been adequately described? Has the evaluation of their impact on the integrity been made? Have alterations been evaluated regarding significance that may have accrued over time?

Section 8. Statement of Significance

_____ Does the narrative clearly represent and convey the period of significance checked? Has the period(s) been justified in the Statement of Significance?

_____ Does the specific date or date range reflect the property's period of historic significance?

_____ Do the Areas of Significance reflect the significance of the property, not just its function?

_____ Is the Statement of Significance written in a clear and complete manner?

_____ Have all the applicable criteria been identified and documented within the Statement of Significance?

_____ Are any criteria exceptions (if applicable) justified according to their specific requirements?

_____ Does the context in which the property has been evaluated as significant justify the local, state, or national level of significance chosen for the property?

_____ Does the integrity relate to the overall property, not its features and parts?

Section 9. Major Bibliographic References

_____ Is there evidence that the bibliographic sources noted have been used in the preparation of the nomination?

Section 10. Geographical Data

_____ Have the boundaries been drawn to include all features directly related to the significance of the property?

_____ Have the boundaries and the acreage been justified?

NOTICE OF PUBLIC MEETING

**ARIZONA HISTORIC SITES REVIEW COMMITTEE
STATE HISTORIC PRESERVATION OFFICE
ARIZONA STATE PARKS & TRAILS**

Notice is hereby given to members of the Historic Sites Review Committee (HSRC) and the general public that the HSRC and State Historic Preservation Office staff will meet Friday, **July 12, 2024** beginning at **9:30 a.m.** The meeting will be held at **1110 West Washington Street (Natural Resources Building), Suite 100, Charles Eatherly Conference Room, Phoenix, AZ.** The Natural Resources Building is open to the public at 8:00 a.m. Remote teleconference phone-in participation will be available at: **484-841-5087 PIN: 114 152 765#**

The meeting will follow the agenda items below, pursuant to A.R.S. §38-431.02 and A.R.S. § 41-511.01. The Committee may request reports on, discuss, and may act on the following matters:

AGENDA

A. CALL TO ORDER PUBLIC SESSION/AND ROLL CALL
1. Chair Majewski will call the meeting to order

B. INTRODUCTION OF MEMBERS AND STAFF

C. NEW BUSINESS

NATIONAL REGISTER NOMINATIONS

1. The Olympus

6502 North Central Avenue, Phoenix, Maricopa County

2. Hayden Flour Mill

119 South Mill Avenue, Tempe, Maricopa County

3. Stoneman Road

Parcel bounded by East Cave Creek Road, North Windmill Road, East Stagecoach Pass, and Mule Train Road, Carefree, Maricopa County

D. OLD BUSINESS

1. Approval of Minutes from the March 13, 2024 HSRC Meeting.

E. OPEN MEETING LAW TRAINING (no action)

F. PROGRAM REPORTS

1. SHPO REPORT *Committee and staff reports may be written or verbal followed by discussion.*

- a. National Register update, listings, property status, workflow
- b. SHPO staffing and program news
- c. Review and Compliance
- d. Survey and Inventory
- e. Grants
- f. Legislative issues
- g. HP 2024 Historic Preservation Conference update

2. AHAC REPORT

G. PUBLIC COMMENT

The Committee will hear consideration and discussion of comments from the public. Those wishing to address the Committee must signal to the Chair through Zoom as directed. Time permitting; each presentation will be given approximately three minutes. It is probable that each presentation will be limited to one person per organization. Action taken as a result of public comment will be limited to directing staff to study or re-schedule the matter for further consideration at a later time.

H. CALL FOR AGENDA ITEMS FOR NEXT COMMITTEE MEETING

The Committee may make comments, requests, and provide items for future agendas. The Committee may discuss matters of procedure relative to its meetings. Committee members may also direct staff to study areas of concern or to place such items on future Committee agendas.

I. ADJOURN

A copy of the agenda background material provided to the Committee is available for public inspection at the Arizona State Historic Preservation Office, 1100 W. Washington, Phoenix, Arizona. Additional information may be obtained by contacting William Collins, National Register Coordinator, at 602.542.7159. Pursuant to Title II of the Americans with Disabilities Act (ADA), Arizona State Parks does not discriminate on the basis of a disability regarding admission to public meetings. Persons with a disability may request a reasonable accommodation, such as a sign language interpreter. Requests should be made as early as possible to allow time to arrange the accommodation. For ADA assistance, contact Joe Roth at 602.542.4009.

This agenda will be physically posted at State of Arizona Natural Resources Building, 1110 W. Washington by William Collins, State Historic Preservation Office, by July 10, 2024 (48-hours prior to meeting).

Kathryn Leonard

State Historic Preservation Officer

State Historic Preservation Office - 1110 West Washington Street, Ste 100, Phoenix AZ 85007