



City of Phoenix
PLANNING & DEVELOPMENT DEPARTMENT
HISTORIC PRESERVATION OFFICE

Staff Report: Z-47-20-7
November 12, 2020

INTRODUCTION

Z-47-20-7 is a request to remove Historic Preservation (HP) overlay zoning for the property known historically as the E.S. Wakelin Grocery Company Warehouse, located at the northeast corner of 5th Avenue and Jackson Street [219 South 5th Avenue]. Maps and photos of the subject property are attached.

STAFF RECOMMENDATION

Staff recommends that rezoning request Z-47-20-7 be approved.

BACKGROUND

The E.S. Wakelin Grocery Company Warehouse was listed on the Phoenix Historic Property Register (PHPR) in July of 2000. Built in 1913, the property was a rare remaining example of early 20th-century industrial architecture and was the oldest remaining import-related storage warehouse in Phoenix. The large, two story structure with full basement utilized brick bearing walls and a reinforced concrete frame. It had a flat roof with a corbelled parapet. Additional ornamentation included segmental-arched window openings and concrete lintels at the warehouse doors. The windows were one-light wood awnings and 2/2 double-hung wood sash. The offices at the northwest corner of the building were original. The building retained a very high level of historic integrity, although it was in poor condition.

DEMOLITION

On March 21, 2013, the previous property owner, Wisotsky Properties, LLC, filed an application to demolish the building. The application was denied by the HP Officer on the same date, launching a one-year stay of demolition. On March 21, 2014, demolition approval was granted, and a permit was issued on April 8, 2014, but no work took place. New permits were issued on July 10, 2014, September 29, 2014, December 22, 2014, and April 8, 2015, but still no work took place.

In December of 2016, the property was purchased by Downtown PHX Storage, LLC. On June 29, 2017, the HP Hearing Officer approved a Certificate of Appropriateness to allow stabilization of the historic warehouse for use as a self-storage facility. The proposed work included complete replacement of the roof structure, which at that point was in very poor condition. A report by Caruso Turley Scott, structural engineers,

provided photos of broken and water-damaged roof joists and temporary shoring in place to keep the roof from collapsing. Staff also entered the building on multiple occasions and witnessed the damage firsthand. The engineers' report recommended that the roof be entirely removed, the walls shored in place, and a new roof structure be installed to meet current building code. A steel roof structure was proposed, which would not have been visible from the exterior of the building.

Permits were issued and work began on the project, but it was halted after a storm on July 9, 2018 caused the roof to collapse, damaging a significant portion of the perimeter parapet. The owner removed the storm damage and stabilized the building, leaving it without a roof. Eventually, the owner decided to abandon efforts to stabilize the building and chose to demolish it instead. On June 4, 2019, the owner filed an application for demolition, which was denied by the HP Officer three days later, launching another one-year stay.

On July 30, 2019, the City's Building Official sent an email message classifying the condition of the building as unsafe and mandating that permanent repairs were to be permitted, constructed and inspected within 90 days of the notice. On October 10, 2019, the owner submitted a Request for Demolition Approval based on a finding of Economic Hardship. The HP Hearing Officer granted approval of the request on November 13, 2019, concurring that it was not possible for the owner to obtain a reasonable rate of return on the property in its current unsafe condition and that rehabilitation was not likely to be economically viable due to the extensive work required and associated cost. A demolition permit was issued on June 18, 2020, and the building was razed the following month.

Following demolition, Downtown PHX Storage, LLC contacted staff about removing the HP overlay. Staff agreed to ask the HP Commission to initiate the process but first requested that the owner provide an Ownership Authorization Form and Proposition 207 Waiver, which are standard forms required to file a rezoning application. The forms were provided to HP staff in early August of 2020, and staff agreed to place the item on the agenda of the HP Commission's next meeting. On August 17, 2020, the HP Commission initiated the application to remove HP zoning from the property.

In October 2020, Downtown PHX Storage, LLC sold the property to Maricopa County. The county has not indicated what will ultimately be built on the site.

ELIGIBILITY CRITERIA

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

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

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

DISCUSSION

Because the 1913 warehouse has been demolished, the property no longer meets the eligibility criteria for HP overlay zoning. Therefore, staff recommends removing the HP overlay from the site.

Section 813.E of the Zoning Ordinance provides additional considerations for removal of the HP overlay. It states that “the Building Official shall not issue a demolition permit until a redevelopment or reuse plan for the property has been filed with the HP Officer.” However, this requirement “shall be waived by the HP Officer if, following demolition, no historic feature will remain in the HP district and upon a finding that such requirement is unnecessary to assure compatibility with other HP designated properties in the vicinity.” The requirement is also waived if demolition is approved due to economic hardship. Furthermore, if a waiver is approved, “the HP Commission shall, upon demolition or removal of the structure, initiate an application to remove the HP designation from the property.”

In this case, the HP Officer waived the requirement for filing a redevelopment or reuse plan because the property is individually listed and no historic feature would remain in the overlay following demolition, and because demolition was approved due to economic hardship. Subsequently, the HP Commission initiated this application to remove the HP zoning, as required in Section 813.E of the Zoning Ordinance. Approving the application would be consistent with the requirements set forth in this section of the ordinance.

Approval of this application would also be consistent with decisions in previous cases where HP zoning overlays have been removed following demolition. Previous cases include Z-62-06-8 (704 South 1st Avenue), Z-88-03-7 (713 West McDowell Road) and Z-78-17-8 (1241 East Roosevelt Street). It is also consistent with National Register

practices, as individually listed properties are commonly removed from the register following demolition.

CONCLUSION

The rezoning request Z-47-20-7 to remove Historic Preservation (HP) overlay zoning for the subject property should be approved for the following reasons:

1. The property no longer meets the significance, age, and integrity requirements for HP overlay zoning set forth in Section 807.D of the Zoning Ordinance;
2. Removal of the HP overlay is consistent with the requirements set forth in Section 813.E of the Zoning Ordinance; and
3. Removal of the HP overlay is consistent with decisions in previous cases and with National Register practices.

Writer

K. Weight

10/28/20

Team Leader

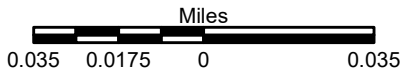
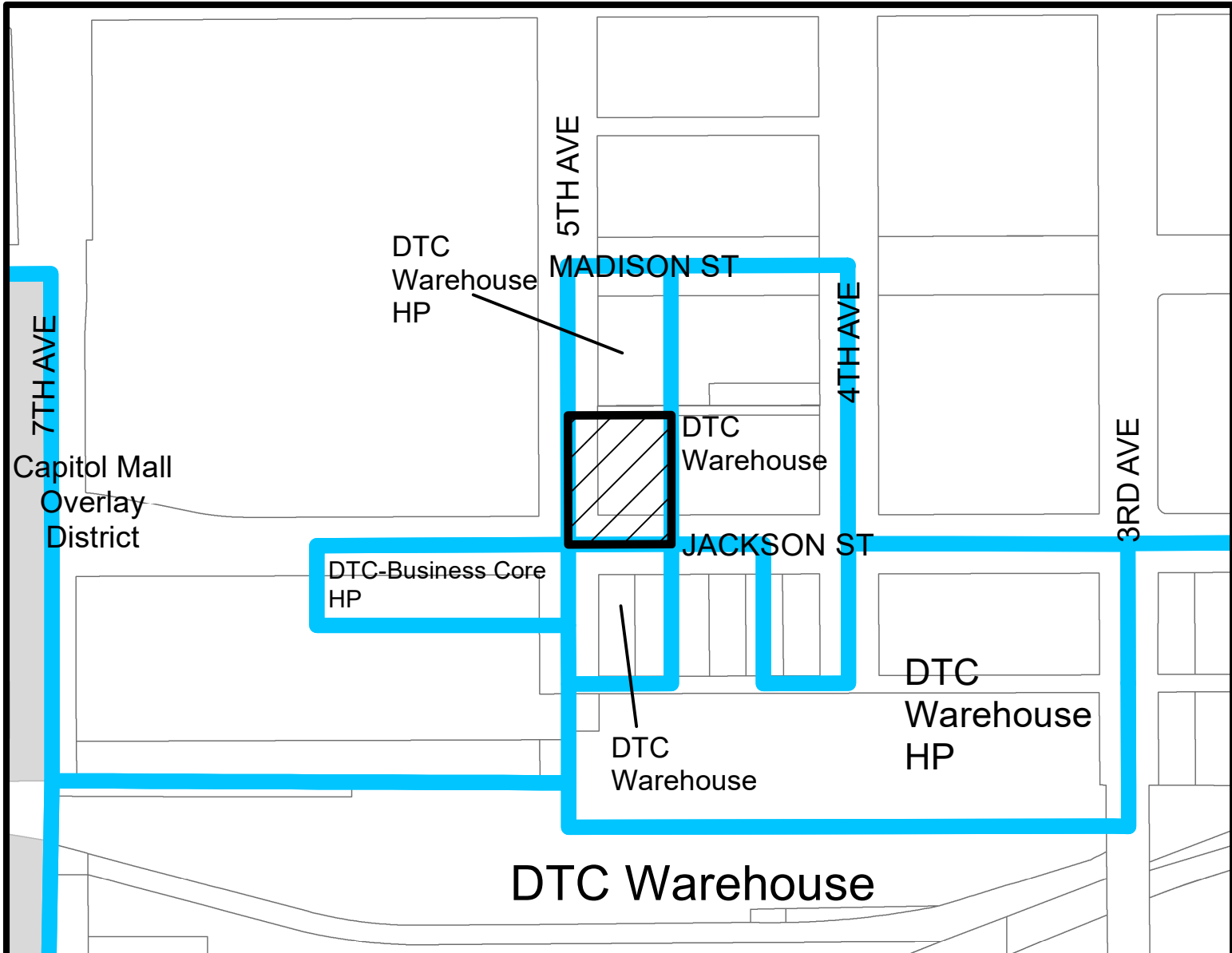
M. Dodds

Attachments:

Sketch Map (1 page)

Aerials (2 pages)

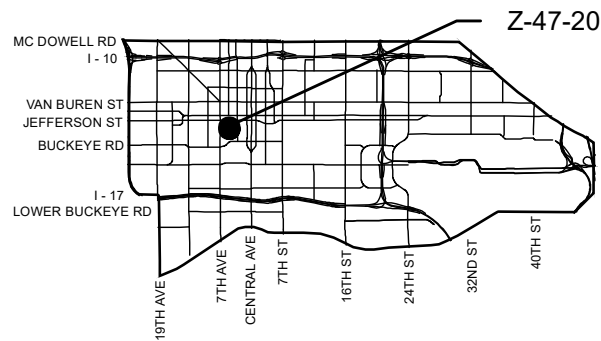
Photos (3 pages)



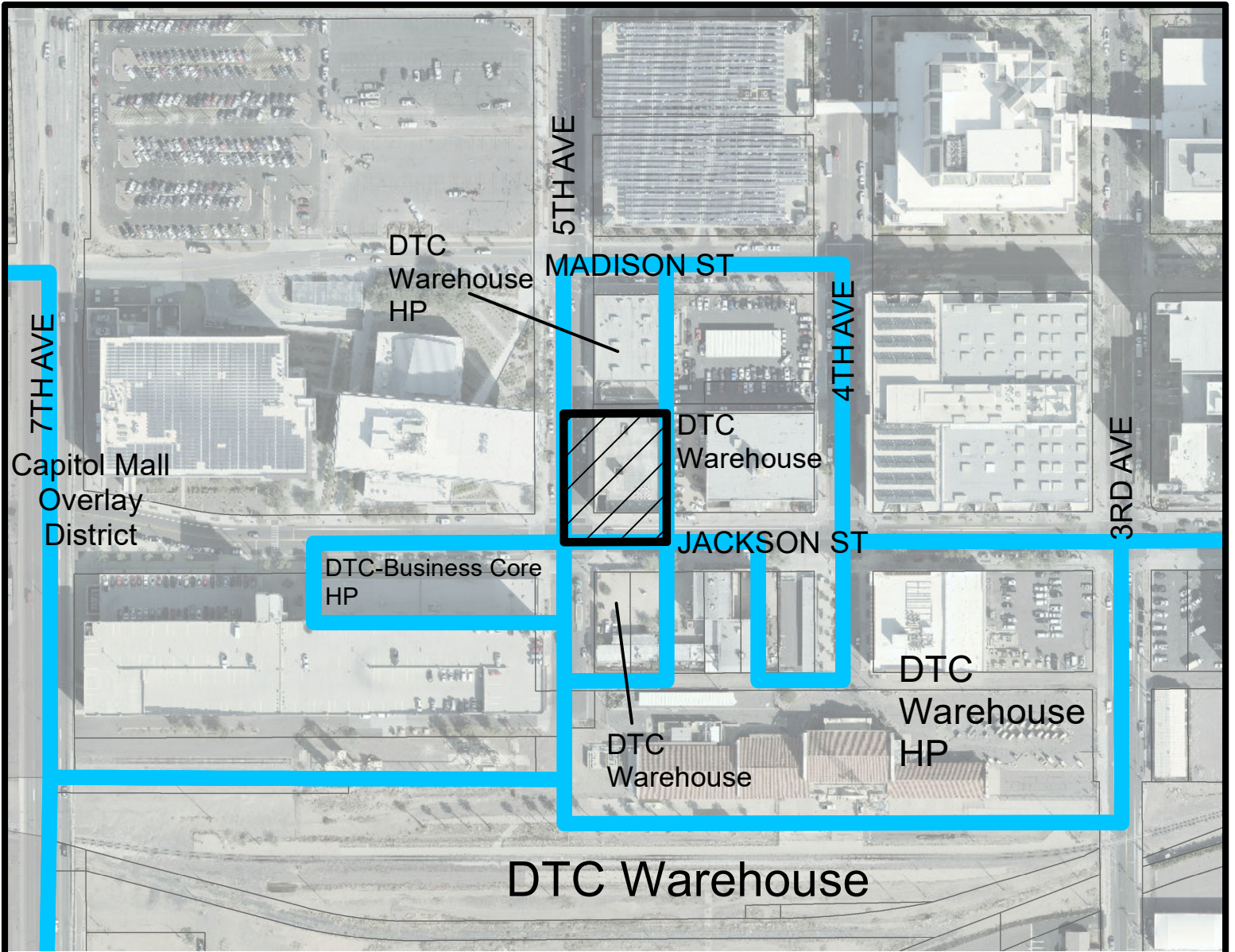
CENTRAL CITY VILLAGE
CITY COUNCIL DISTRICT: 7



City of Phoenix
PLANNING AND DEVELOPMENT DEPARTMENT



APPLICANT'S NAME: City of Phoenix Historic Preservation Commission		REQUESTED CHANGE:	
APPLICATION NO. Z-47-20		FROM: DTC-Warehouse HP (0.57 a.c.)	
<small>GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX.</small> 0.57 Acres		<small>DATE:</small> 9/09/2020 <small>REVISION DATES:</small>	TO: DTC-Warehouse (0.57 a.c.)
		<small>10/12/2020</small>	
		<small>AERIAL PHOTO & QUARTER SEC. NO.</small> QS 10-27	
		<small>ZONING MAP</small> F-8	
MULTIPLES PERMITTED	CONVENTIONAL OPTION		* UNITS P.R.D. OPTION
DTC-Warehouse HP	No density limit		N/A
DTC-Warehouse	No density limit		N/A
* Maximum Units Allowed with P.R.D. Bonus			



Miles

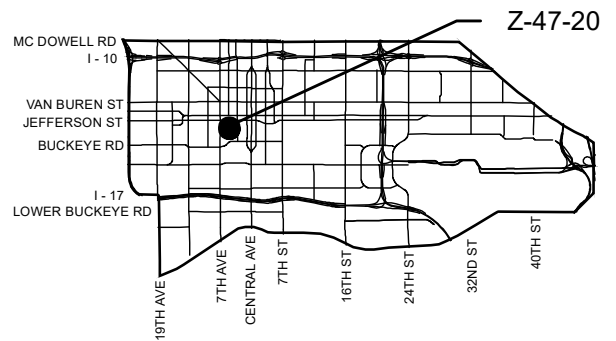
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CENTRAL CITY VILLAGE

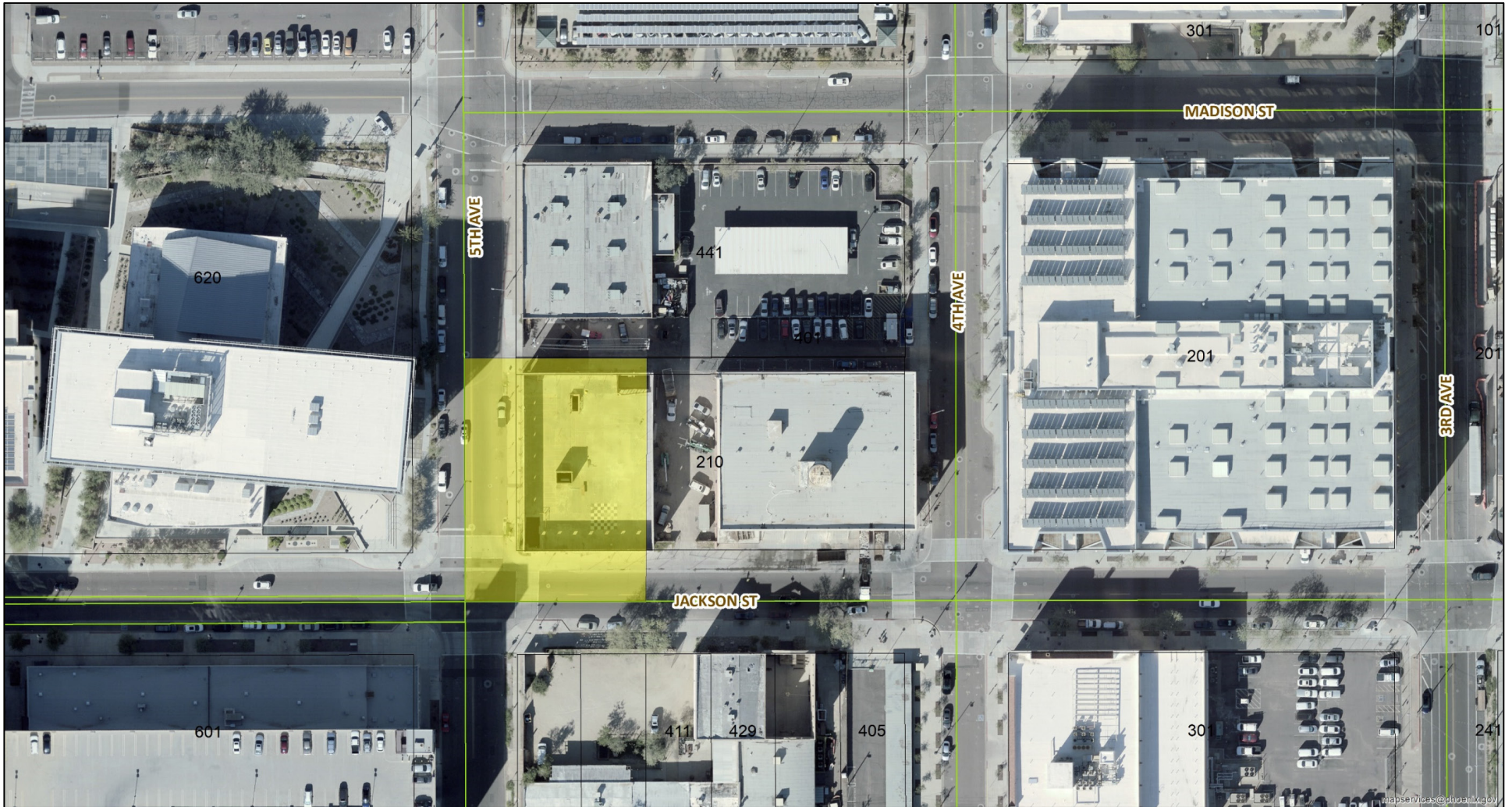
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MULTIPLES PERMITTED DTC-Warehouse HP DTC-Warehouse		CONVENTIONAL OPTION No density limit No density limit	
* Maximum Units Allowed with P.R.D. Bonus		* UNITS P.R.D. OPTION N/A N/A	



**E.S. Wakelin Grocery Warehouse
219 South 5th Avenue**

**Historic Preservation (HP) Zoning Overlay
to be removed (shaded in yellow)**

Z-47-20-7
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219 South 5th Avenue



Photo 1. View of 1913 warehouse, looking southeast from 5th Avenue, June 2017.



Photo 2. View of 1913 warehouse, looking northeast from intersection of 5th Avenue and Jackson Street, June 2017.

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Photo 3. View of demolition in progress, looking southeast from 5th Avenue, July 2020.



Photo 4. View of demolition in progress, looking northwest from Jackson Street, July 2020.

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Photo 5. View of vacant lot following demolition, looking southeast from 5th Avenue, October 2020



Photo 6. View of vacant lot following demolition, looking northeast from intersection of 5th Avenue and Jackson Street, October 2020.