

Phase 1 Historic Resource Study for 19 West Birch Avenue in Flagstaff



Prepared for
Capri, Inc.

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Prepared by

Samuel Hemsley, M.A., RPA
Jack W. Treichler, M.A., RPA

Submitted by

Caitlin Stewart, M.A., RPA

Cornerstone Environmental Consulting, LLC

320 N. Leroux Street, Suite A
Flagstaff, Arizona 86001
(928) 522-4148

www.Cornerstone-Environmental.com

Cornerstone Environmental Report No. CEC 25-105

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TABLE OF CONTENTS

Table of Photographs	ii
Table of Figures	iii
Summary of Findings.....	1
1.0 Project Location and Description.....	2
2.0 Regulatory Context	8
3.0 Methodology	8
4.0 Historical Background	9
4.1 Flagstaff City Council.....	12
4.2 Flagstaff Police and Fire Departments.....	14
5.0 Site and Building History.....	17
6.0 Architecture.....	26
7.0 Architectural Description.....	27
8.0 Evaluation of Significance and Integrity	38
8.1 Significance and Integrity	38
9.0 Summary and Recommendations.....	42
10.0 Preparer’s Qualifications	43
References.....	45

Table of Photographs

Photograph 1. East facing photograph of the west face of the building, showing the entrance to what was once City Hall.	3
Photograph 2. West elevation of the studied building at 19 W Birch Ave, the City Hall and fire department portions of the building are visible.	28
Photograph 3. North elevation of 19 W. Birch Ave, showing the north entryway into the building.....	29
Photograph 4. East facing photograph showing the entryway to southern portion of the building which once housed the fire department.	31
Photograph 5. South facing exterior of the former fire department, which exits into an alleyway.	31
Photograph 6. East elevation of 19 W Birch Ave, showing the east facade of the former police station...	34
Photograph 7. South facing façade of the former fire department, showing the extension of the roof which forms a canopy.....	34
Photograph 8. Elevator in the central area of the building connecting to the second floor.	35
Photograph 9. The entryway and lobby of the engineering firm which occupies what would have once been the fire department garage, facing west through what was formerly a garage bay door.....	35
Photograph 10. A room in the former police department, which is now used as a metalsmith workshop, facing east.	36
Photograph 11. The basement vault room which was once used to hold city records and receipts.....	36
Photograph 12. One of the former jail cells in the former police department. The decorative overhead light fixtures are a modern addition and have a birch wood trim.....	37
Photograph 13. South facing photograph showing the south entrance to the former police department....	37

Table of Figures

Figure 1. The City Hall building as it appeared newly constructed (Arizona Daily Sun 1951).	3
Figure 2. Topographic map showing the project area.....	4
Figure 3. Aerial imagery showing the project area.....	5
Figure 4. Topographic map showing the various historic districts around the project area.....	6
Figure 5. Aerial imagery showing the project area and studied building.	7
Figure 6. Police Captain Elmo Maxwell, left, presents Police Chief William Epperson, right, with a watch (Arizona Daily Sun 1960).....	15
Figure 7. A Flagstaff Fire Department firetruck pulling out of the 19 West Birch Avenue garage (Alexander 2017).	16
Figure 8. 1890 Sanborn map showing a horse stable and two small outbuildings on the property.	18
Figure 9. 1892 Sanborn map showing a horse stable and two small outbuildings on the property.	19
Figure 10. 1895 Sanborn map showing a horse stable and one small outbuilding on the property.....	20
Figure 11. 1901 Sanborn map showing a horse stable, a one room structure, and a small outbuilding on the property.	21
Figure 12. 1910 Sanborn map showing two horse stables and a small one room structure on the property.	22
Figure 13. 1916 Sanborn map showing two horse stables, a single room structure, and a single room cabin on the property.	23
Figure 14. 1948 Sanborn map showing a dry-cleaning building on the property.....	24
Figure 15. Historic aerial imagery from 1959 showing the project area and studied building.	25
Figure 16. Plan view sketch map from the County Assessor’s Office of the first floor of the studied building, with north oriented towards the top of the page.	27

SUMMARY OF FINDINGS

Cornerstone Environmental Consulting, LLC (Cornerstone), was contracted by Capri Inc. to conduct a Phase I Historic Resource Study for the proposed Hilton Graduate Hotel and Parking Garage Project pursuant to City of Flagstaff Zoning Code, Section 10-30.30.050.A The project proponent plans to demolish all existing buildings, structures, and associated infrastructure on the parcel. The proposed project entails the redevelopment of the 0.49 acres located at 19 West Birch Avenue in the City of Flagstaff, Arizona. Development of the parcel is planned to include a commercial hotel building. Two adjacent parcels, APN 100-19-007 and 100-19-008-A, will also be impacted by the demolition and construction, and have been researched and reported on by Cornerstone in two earlier letter reports presented to the City of Flagstaff.

As a result of this study, Cornerstone recommends that the studied building is not significant under any criteria. Cornerstone recommends that proposed work on the subject parcel be allowed to proceed with no further cultural resources or historical work and that no mitigation be undertaken.

1.0 PROJECT LOCATION AND DESCRIPTION

The building at 19 West Birch Avenue (APN 100-19-004-A; Photograph 1; Figure 1; Figure 2; Figure 3; Figure 4; Figure 5) was built in 1951 and functioned as the Flagstaff City Hall, fire department, and police department until 1980 when the civil departments began to move out of the building. Cornerstone Environmental Consulting, LLC (Cornerstone) was contracted by Capri, Inc. to conduct a Phase 1 Historic Resource Study (HRS) for the building on the parcel pursuant to City of Flagstaff Zoning Code, Section 10-30.30.050.A.

The project proponent plans to demolish the building to construct a hotel. As a result of this study, Cornerstone recommends that the building is not significant at a local level, does not retain integrity, and is not eligible for listing on local, state, or national registers including the National Register of Historic Places (NRHP). Cornerstone recommends that the proposed project be allowed to proceed with no further cultural resources work.

Street Address: 19 West Birch Avenue; formerly 120 North Beaver Street

APN: 100-19-004-A (0.49 acres)

Subdivision: Flagstaff Townsite

Block: 19

Lots: 13 through 18

Construction Date: 1950–1951

Period of Significance: 1882–1975

Building Period of Significance: 1951–1975

Property Type: Commercial



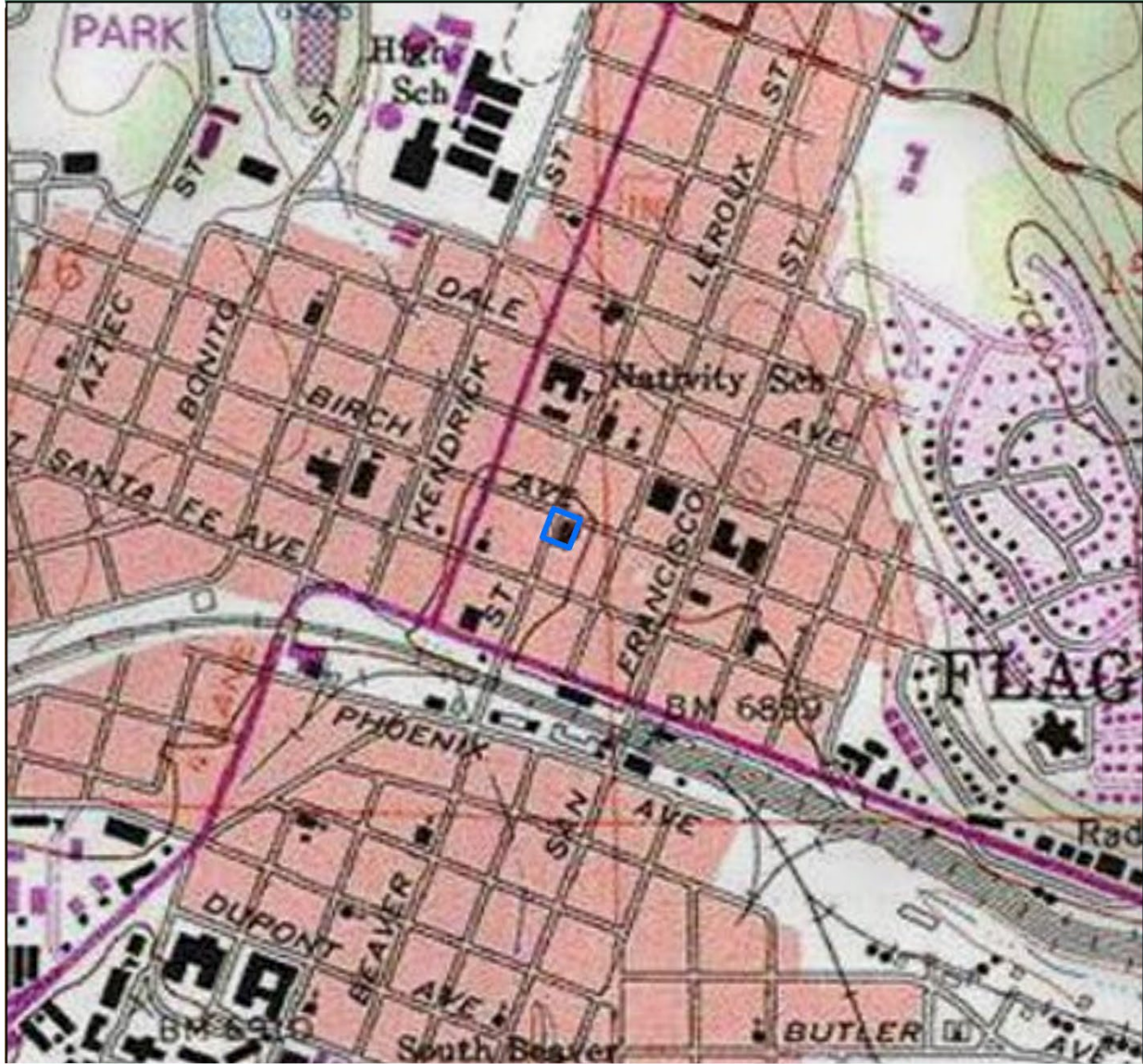
Photograph 1. East facing photograph of the west face of the building, showing the entrance to what was once City Hall.



Figure 1. The City Hall building as it appeared newly constructed (Arizona Daily Sun 1951).

Project Locator

NW: 12N 440891m E, 3895378m N
NE: 12N 440931m E, 3895362m N
SW: 12N 440874m E, 3895335m N
SE: 12N 440914m E, 3895319m N



Quadrangle: Flagstaff West
T: 21N, R: 7E, Sect: 16

19 W. Birch Ave Historic Resource Study

(USGS 1962)

Project Location Map

Cornerstone Environmental Project 25-105



NAD 1983 UTM Zone 12N

1:8,000

LEGEND

 Project Area



Figure 2. Topographic map showing the project area.

Project Locator

NW: 12N 440891m E, 3895378m N
NE: 12N 440931m E, 3895362m N
SW: 12N 440874m E, 3895335m N
SE: 12N 440914m E, 3895319m N

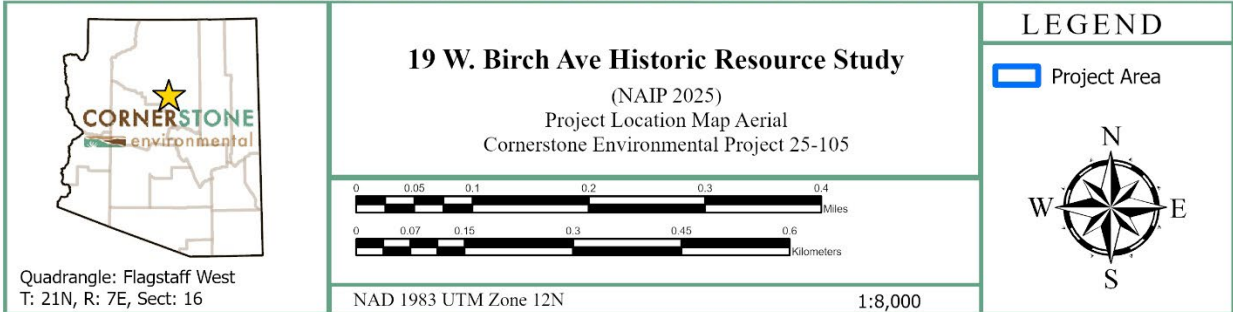
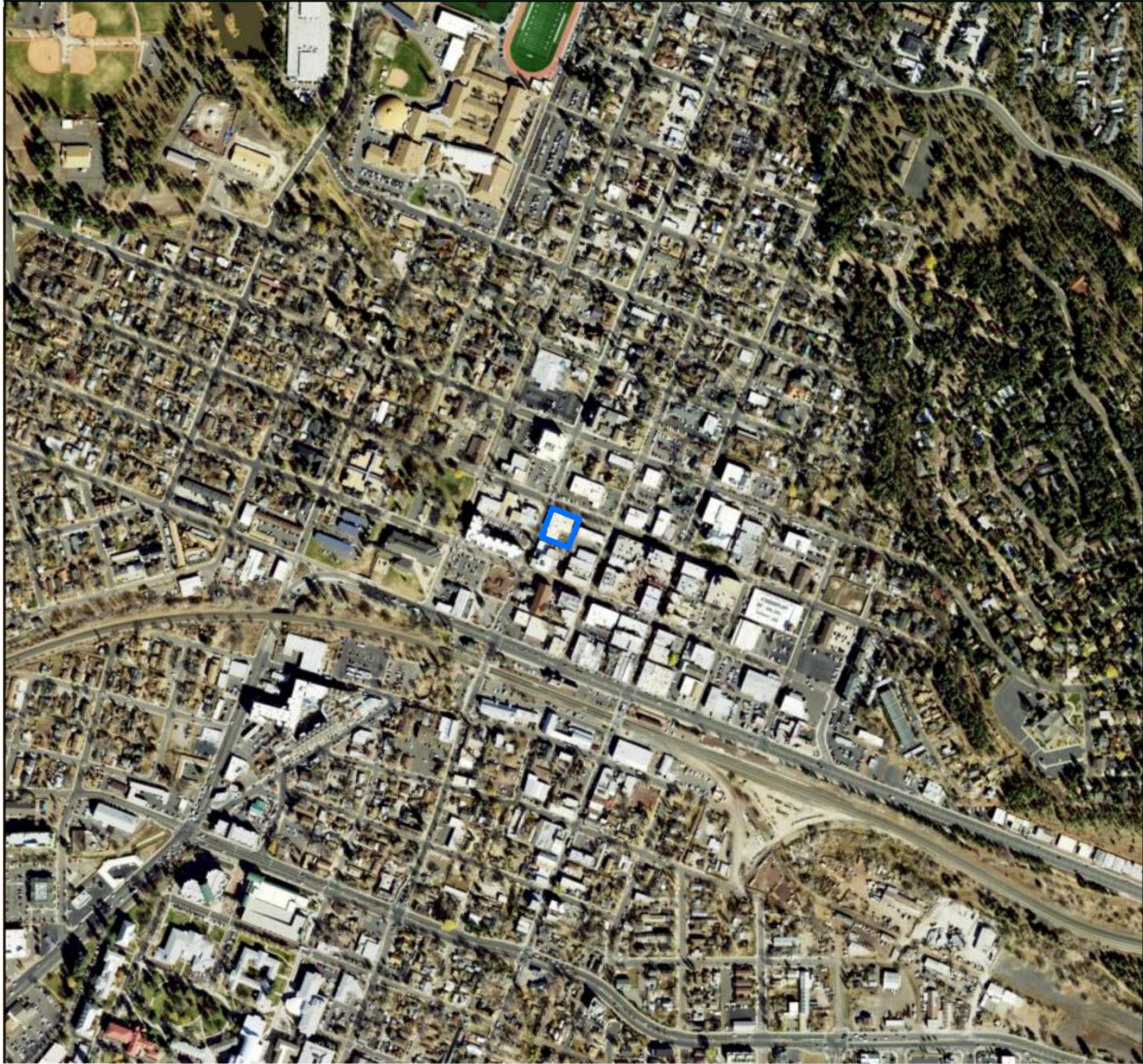
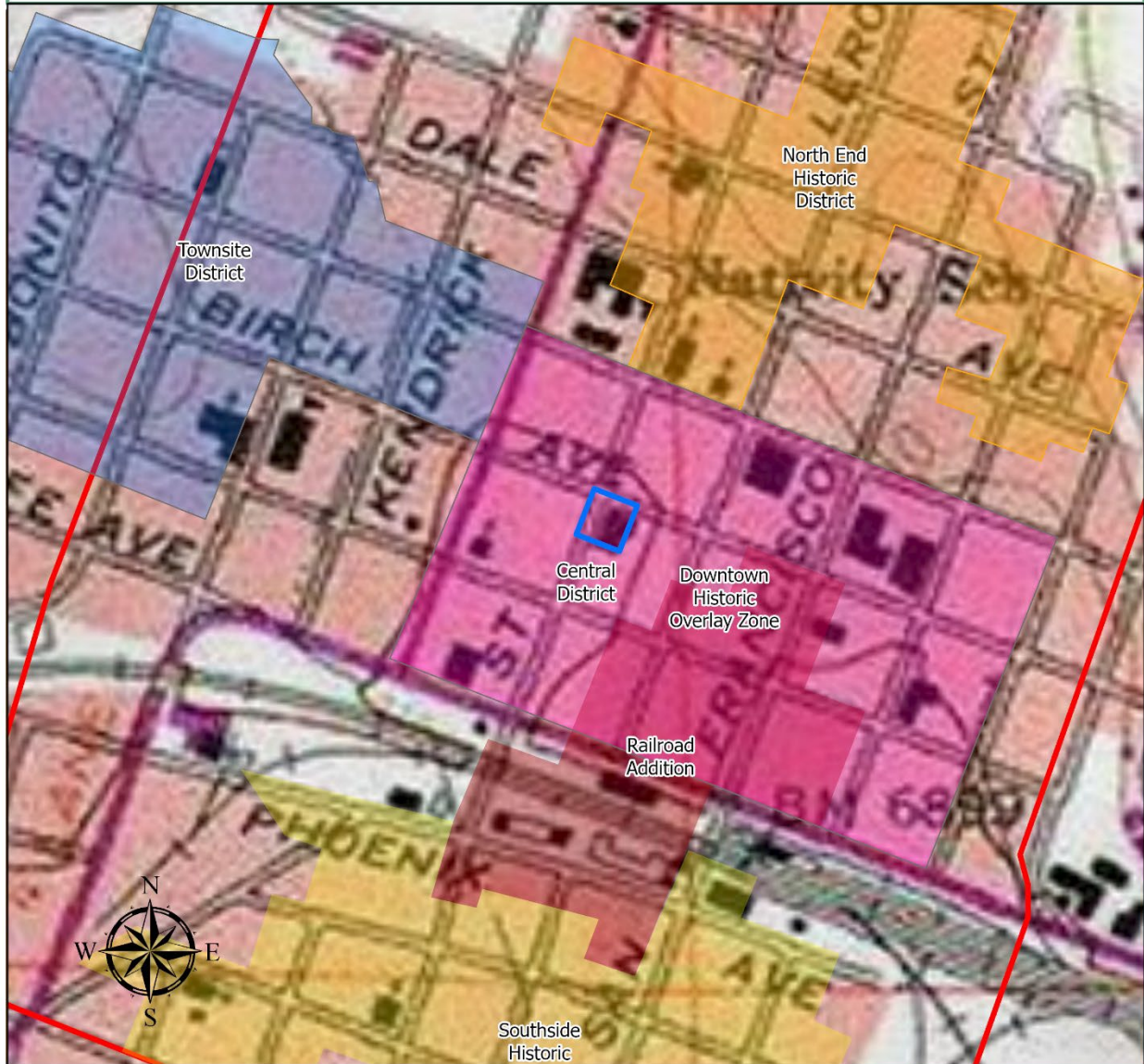


Figure 3. Aerial imagery showing the project area.

Project Locator

NW: 12N 440891m E, 3895378m N
NE: 12N 440931m E, 3895362m N
SW: 12N 440874m E, 3895335m N
SE: 12N 440914m E, 3895319m N



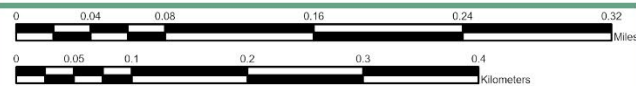
Quadrangle: Flagstaff West
T: 21N, R: 7E, Sect: 16

19 W. Birch Ave Historic Resource Study

(USGS 1962)

Historic District Map

Cornerstone Environmental Project 25-105



NAD 1983 UTM Zone 12N

1:5,000

LEGEND

- Project Area
- Central District
- North End Historic District
- Railroad Addition
- Southside Historic District
- Townsite District
- Downtown Historic Overlay Zone

Figure 4. Topographic map showing the various historic districts around the project area.

Project Locator

NW: 12N 440891m E, 3895378m N
NE: 12N 440931m E, 3895362m N
SW: 12N 440874m E, 3895335m N
SE: 12N 440914m E, 3895319m N

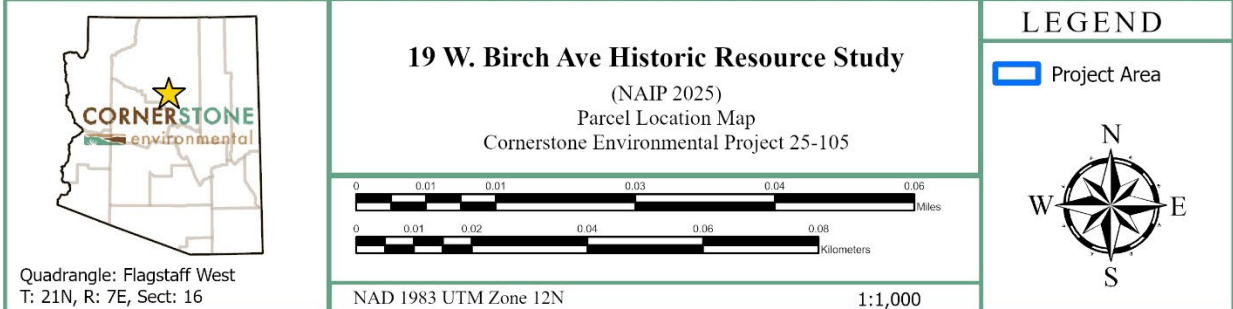


Figure 5. Aerial imagery showing the project area and studied building.

2.0 REGULATORY CONTEXT

The purpose and content of a Phase 1 HRS is outlined in the Heritage Preservation Division of the City of Flagstaff Zoning Code. As stated in the Zoning Code (30.30-10), a Phase 1 HRS shall evaluate the significance of identified and potential historical resources, assess identified and potential impacts, provide measures to mitigate major impacts on said resources, and advise whether Phase 2 or Phase 3 Historic Resource Studies should be required.

The building at 19 West Birch Avenue was identified as 50 years of age or older and as a potential historical resource and was evaluated for significance and integrity to determine if it constituted a significant historical resource per the Flagstaff Zoning Code. The determination of significance for cultural resources is defined in Flagstaff Zoning Code (30.30-13) are summarized below and discussed further in *8.0 Evaluation of Significance and Integrity*.

The criteria for determining the significance of a historic resource are based on the potential of the historic resource to contribute to our understanding of the past. A resource has potential if it was already determined to have potential previously (City of Flagstaff Criterion A), if it is associated with significant past persons or events (City of Flagstaff Criterion B), if it represents an example of work from an important individual (City of Flagstaff Criterion C), it significantly embodies a distinctive characteristic or style of a type, period, region, or method of construction (City of Flagstaff Criterion D), or if it has yielded or will yield information important to scientific research (City of Flagstaff Criterion E).

Evaluation of significance and integrity and application of the NRHP Criteria was conducted in accordance with the guidelines established by the U.S. Department of the Interior and National Park Service in U.S. Secretary of the Interior *Standards and Guidelines for Archaeology and Historic Preservation* (NPS 1983) and *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation* (NPS 2002).

3.0 METHODOLOGY

The Phase 1 HRS for 19 West Birch Avenue entailed archival research, fieldwork, evaluation, and report preparation by Cornerstone Senior Project Manager Jack W. Treichler, Cornerstone Assistant Project Manager Samuel Hemsley, and Cornerstone Archaeologist Samuel Mitchell. Cornerstone conducted research by searching historical records and visiting the subject property.

Archival and secondary research was conducted with the goal of establishing a building construction timeline and site history. Research methods were based on the National Park Service guidance outlined in *National Register Bulletin 39: Researching a Historic Property* (NPS 1998). Locations of research materials included Northern Arizona University (NAU) Cline Library's Special Collections and Archives and Colorado Plateau Archives; public records at the Coconino County Recorder's Office and Assessor's Office; public records from the City of Flagstaff; the Arizona Memory Project collection; and various online newspaper databases. The following list details the types of documents and sources that were consulted during the course of this study:

- Aerial photographs (1959 to the present)
- City of Flagstaff/Coconino County plat maps (1878, 1889, 1909, 1919/1925, and 1939)
- Coconino County deed, tax assessment, and property records
- Existing cultural/historical resource studies and historic contexts
- Flagstaff City Directories (1929–1989 [some years missing from record])
- Flagstaff Telephone Directories (1930–1989 [some years missing from record])
- Historical topographic maps
- Sanborn Fire Insurance Co. maps (1910, 1916, 1943, 1948, and 1956)
- Newspaper archives
 - o Arizona Daily Sun
 - o The Coconino Sun

Fieldwork was conducted on February 20, 2025, by Jack Treichler, Samuel Hemsley, and Samuel Mitchell. The subject parcel was visited to identify and document potential historical resources. Digital photographs were taken to document the building.

4.0 HISTORICAL BACKGROUND

The story of Flagstaff is a story shared by many railroad towns throughout the United States. Encouraged by large federal land grants which granted vast swaths of acreage to railroad companies, the companies established vital arteries connecting the eastern and western coasts of the United States together. To help finance the continued construction and expansion of the railroads, the companies would subdivide and sell the land granted to them by the government to interested settlers (Paradis 2003). In this manner the Federal Government was able to solidify control over the western United States and simplify logistics, the railroad companies were able to both acquire the land needed for expansion and fund said expansion, and settlers were given easy access and ample opportunity to purchase or acquire land. Because of the importance of the railroad as the means of access to these newly exploitable areas, the railroad would understandably play a key role in community development (Paradis 2003).

Flagstaff's Railroad Addition Historic District has its origins in the New Town that was established in 1882 because of the Atlantic and Pacific Railroad (later known as the Santa Fe Railroad) not being able to reach the location of Old Town, which was set up along Antelope Spring, due to a steep grade. As a result, New Town was set up along a newly constructed sandstone depot where the train could stop, approximately a half a mile east of Old Town. Street grids were planned and laid out and New Town began to grow as people relocated to take advantage of the economic opportunities that proximity to the depot would bring (Paradis 2003). The two towns would continue to grow for the next few years, with settlers coming from as far away as New York and Kansas, until Old Town experienced a severe fire in 1884. As a result of the fire damage, recovery efforts, and people relocating to the other town site, New Town swiftly began to outpace Old Town in growth, and Old Town was no longer seen as the "true" Flagstaff townsite (Cline 1976; Janus 1979; Paradis 2003).

In a turn of fate, New Town itself was impacted by fires in 1886 and 1888. As a result of the fires, new construction was required to use brick or stone to help minimize the impact of further fires, and water infrastructure was put into place to help fight any fires that may arise (Janus 1979; Paradis 2003). The fires and the growth associated with them also opened new opportunities for immigrants into the town, as the Babbitt brothers first arrived in 1886 shortly after the fires were quelled (Cline 1976). The town continued to grow, with buildings spreading out from the railroad depot. The Post Office from Old Town relocated to New Town, and the Bank of Flagstaff was organized and established in 1887 by Thomas McMillan (Janus 1979). As all new constructions now utilized more permanent, fireproof materials, the structural nature of the town structures shifted from wood and canvas to brick and stone.

In 1888, David Babbitt, then owner of a lumber yard and hardware business located on the corner of San Francisco and Aspen, began to buy out nearby merchants, such as P.J. Brannen. David partnered with his brother George Babbitt and formed the Babbitt Brothers Trading Company. Soon after, their brothers William, Charles, and Edward arrived to help expand and manage the swiftly growing company, which quickly became the leading merchant in the area through profits from cattle, trading posts, and real estate in Flagstaff and the surrounding areas (Cline 1976). The company office was a two-story brick and sandstone building which replaced the hardware store and was expanded over the years as the company grew (Janus 1979). The company building would become and remain a Flagstaff landmark, even after the company closure in 1987 (Paradise 2003).

In 1891, Governor John Irwin announced the formation of Coconino County, which was split from part of the existing Yavapai County. Flagstaff was chosen as the county seat for the new county and the town

was fully incorporated in 1894, with Flagstaff's first city hall and courthouse being erected shortly thereafter. By 1890 Flagstaff had developed a fire department, fully realized water infrastructure, and telephone and electrical power services (Cline 1976; Janus 1979).

Other industries and factors began to influence Flagstaff's economic development in the 1890s. A red sandstone quarry located to the east of town began to operate fully and was fulfilling material contracts for large cities such as Chicago and Los Angeles. In 1894, Percival Lowell located his observatory onto the mesa located to the west of the town center, which is now known as Mars Hill. Lowell's scientific observations contributed to putting Flagstaff on the map, though this was through scientific endeavor rather than economic growth.

Tourism also began to play an important role in Flagstaff's economic development by 1895, when a stage line ran between Flagstaff and the Grand Canyon three times a week, and the influx of summer tourists seeking to escape the heat caused serious housing shortages in the town during the summer months. In 1899 the Flagstaff Normal School (now known as Northern Arizona University) opened its doors, and this along with several private and public schools in the town provided centers of education (Cline 1976; Janus 1979)

Flagstaff continued to steadily grow into the 1920s, with the Babbitts expanding their business portfolio and real estate, establishing a brick warehouse and three-story garage in 1915, and with competitors springing up such as Fred Hensing and Sam Finely who opened commercial ventures in large, commercial buildings in 1912 and 1915 respectively. These new constructions further changed the character of downtown, with Sam Finely's commercial building being the first three story tall building in the entire county, while also introducing a wave of new architectural styles into the area, such as Tudor and Greek Revival (Janus 1979; Paradis 2003)

This growth was swiftly followed by a slump, as Flagstaff was affected by the prohibition-era economic slump which impacted the rest of the country, and many buildings became abandoned or began to fall apart. To help combat this slump, the townfolks constructed a new train depot at Leroux Street and established the Hotel Monte Vista in 1928. The increasing importance of the automobile was also of great benefit to Flagstaff, as Santa Fe Avenue would become part of the Old Trails National Highway system and later become Route 66, a vital artery bringing thousands to and through Flagstaff (Janus 1976).

However, the increasing use of automobiles also meant that the train depot locations were no longer vital nodes for commerce and tourists, and because of this change development soon stopped within what is now the Flagstaff Railroad Addition Historic District and focused instead along the corridor of Route 66, which was becoming increasingly accessible (Janus 1979).

The police department, City Hall, and fire department all operated together from the 19 West Birch Avenue location from the completion of the building in 1951 until 1980, when the fire department moved to a new complex on the east side of Flagstaff. City Hall would operate out of the building for a few more years until moving into the then-newly constructed complex at 211 West Aspen Avenue in 1983. The police department would remain until 2000, when the department began to move to new facilities located on Sawmill Road. After the relocation of the police department, the building ceased to be a civic building and would be rented out to various commercial entities.

4.1 FLAGSTAFF CITY COUNCIL

The Flagstaff City Council is the legislative and executive body of the City of Flagstaff. In the late 1890s and early 1900s, the City Council of Flagstaff was often limited to one to three individuals, and the office of Vice Mayor was yet to be established. This smaller size was likely a result of the smaller size of Flagstaff historically, and as the city grew the council grew to meet the increased demands and complexity. Other key players in the civic structure of the town in this early period were the Town Marshal, also elected during the town elections, and the Town Clerk.

Interest in developing an updated city charter for Flagstaff arose after Winslow, Arizona, updated their own city charter to better accommodate the city's growing needs. In May of 1958, Flagstaff, also a rapidly growing city, put together a commission to research the possibility of updating their city charter. The commission was headed by Senator Rober W. Procnow and consisted of a 14-person board of freeholders with some input by the Flagstaff City Council. Several important topics were discussed, such as term length, the roles and responsibilities of the elected officials, and the best methods to ensure voter representation (Arizona Daily Sun 1958a).

The modern city council size varies, but generally consists of one mayor, one vice mayor, and three to seven council members, all elected. The elected council has the authority to appoint a City Manager, who is charged with enacting the policies legislated by the council. The mayor and vice mayor are recognized as political heads of the city but are ultimately members of the legislative body and do not hold veto power. The council is responsible for setting policy, approving city budgets, and determining the city tax rates while the City Manager also oversees Sustainability, Public Affairs, Water Services, Engineering

and Capital Projects, and Community Development divisions within the City of Flagstaff and reports directly to the city council (City of Flagstaff 2025). This method of governing, known as a council-manager form of city government, was established in Flagstaff in 1958 when the city was rechartered; prior to this Flagstaff was governed by the mayor-council system (Arizona Daily Sun 1958b).

Regardless of the time period, the City Council was charged with the day-to-day running of the city, drafting policy, and crafting long-term plans for the city. Mayors often made proclamations stating that an upcoming week of the month would be dedicated to a specific cause such as cleaning up the town or creating an employment drive to help employ the physically disabled (Arizona Daily Sun 1951). Other than acting as a notice and increasing the attention brought to a subject, these proclamations carried very little weight.

Newspaper articles show a constant stream of notices of new taxes, elections, and public hearings which carry on to, through, and past the period of significance for the studied building. Some consequential legislation that came into effect during the building's period of significance was the establishment of the first city ordinances which set Flagstaff down the path to become a Dark Sky city. The city ordinance, the Anti-Searchlight Bill, which was passed in 1958, stipulated that the commercial use of searchlights, often used for advertising or other commercial promotions, was banned within the city limits (Arizona Daily Sun 1958). In 1973, Flagstaff would implement further city ordinances which directed streetlamps and some commercial signage to direct the light downwards and minimize light scatter, further minimizing light pollution in the night sky (Arizona Daily Sun 1973).

During the building's time as a civic building there were 11 Mayors:

- 1948–1952: Henry L. Hutchison
- 1952–1954: Kenneth Switzer
- 1954–1956: Edward T. Kerley
- 1956–1958: Peter J. Lindemann
- 1958–1960: Charles J. Saunders
- 1960–1968: Rollin W. Wheeler
- 1968–1974: Sylvan L. Harenburg
- 1974–1975: William S. Erwin
- 1975–1976: Dale Nations
- 1976–1980: Robert Moody
- 1980–1984: Paul Babbit Jr.

The mayor position comes with a two-year term of office, but past mayors were sometimes reelected to serve additional terms, as occurred with Rollin W. Wheeler, Sylvan L. Harenburg, Robert Moody, and Paul Babbit Jr., for instance.

Mayor Rollin W. Wheeler was a particularly notable individual, serving four sequential mayoral terms. Mayor Wheeler is the longest serving mayor in the history of Flagstaff and the first Charter Mayor to be elected after the establishment of a new City Charter in 1958, during the tenure of Mayor Saunders. Prior to Mayor Wheeler's election as mayor, he was employed as a high school teacher, coach, and counselor, a position he retained during his civic employment, as well as a City of Flagstaff council member between 1952 and 1960.

As the first mayor under the new charter, Mayor Wheeler was instrumental in shaping the role and establishing precedent for future mayors to follow. Under the new charter the mayor only had a vote in case of ties, however Mayor Wheeler would often let his preference and reasoning for a specific measure be known, even when he was unable to provide a vote for the matter. Mayor Wheeler spent much of his time in City Hall, working around the clock and was always available during times of crisis and urgency providing necessary leadership and direction. During his term Mayor Wheeler often focused on parks development and recreational programs, an interest that would be ultimately rewarded with the renaming of the Civic Plaza Park to Wheeler Park in 1984 (Arizona Daily Sun 1984).

A particularly notable city manager during this period was Clarence T. "Maggie" Pulliam. Pulliam joined city government in 1919 as town clerk, and would go on to serve as city clerk, city treasurer, police magistrate, and Flagstaff's first city manager under the new charter. He retired in 1963, and Mayor Wheeler saw that Flagstaff Municipal Airport was renamed after him (Arizona Daily Sun 1963b).

4.2 FLAGSTAFF POLICE AND FIRE DEPARTMENTS

During the 1950s through 1970s, the building at 19 West Birch Avenue housed both the City of Flagstaff police and fire departments in dedicated wings of the building. At the time, Flagstaff was small enough that all three organizations (the City Hall, police department, and fire department) were small enough to be operated out of the same building and did not require separate facilities. Prior to moving into the 19 West Birch Avenue building, all three organizations were also based in the prior city hall building which was located a block south on Leroux Street. Other associated offices in the building at some point during this period included the treasurer, clerk, engineer, building inspector, municipal court, street department, and water and sewer department. While these offices were vital to the daily functions of the city, they

were not involved in anything especially notable during this period, and this report will focus on the police and fire departments.

The City of Flagstaff Police Department and Jail were housed in the building at 19 West Birch Avenue from 1951 until 2000, when it moved to new facilities on Sawmill Road. The city jail was the first facility officially completed at the 19 West Birch Avenue building, finishing in April of 1951, and began operating before the City Hall component of the building itself was completed and opened (Arizona Daily Sun 1951a). By 1952 the Flagstaff Police Department consisted of nine full time police officers with three squad cars, a relatively small but well-equipped force with up-to-date equipment including radio receivers (Shock 1952). Two Police Department Chiefs were employed during the building's period of significance. William Epperson, who served between 1945 and 1963, and Elmo Maxwell, who took over from Epperson in 1963 and acted as the Police Chief until 1980 (White 2023; Figure 6). In 1963, the original architect of the building, Robert Blakely, was commissioned by the city to expand the Jail facilities and offices, and to incorporate a dark room (Arizona Daily Sun 1963a).

The Flagstaff Fire Department operated out of the southern wing of the 19 West Birch Avenue building, which operated as the fire department headquarters, and by 1952 consisted of three full-time employees



Figure 6. Police Captain Elmo Maxwell, left, presents Police Chief William Epperson, right, with a watch (Arizona Daily Sun 1960).

and 13 volunteers, with equipment consisting of a 750 gallon per minute (gpm) pumper truck, a 500 gpm pumper truck and two hose trailers with 500 ft of hose each (Figure 7). A second fire station, Fire Station No. 2, was constructed in the Sunnyside neighborhood in 1945 and serviced the eastern side of the city. By 1959 the fire department had expanded along with the city, and 23 paid employees and 17 volunteers



Figure 7. A Flagstaff Fire Department firetruck pulling out of the 19 West Birch Avenue garage (Alexander 2017).

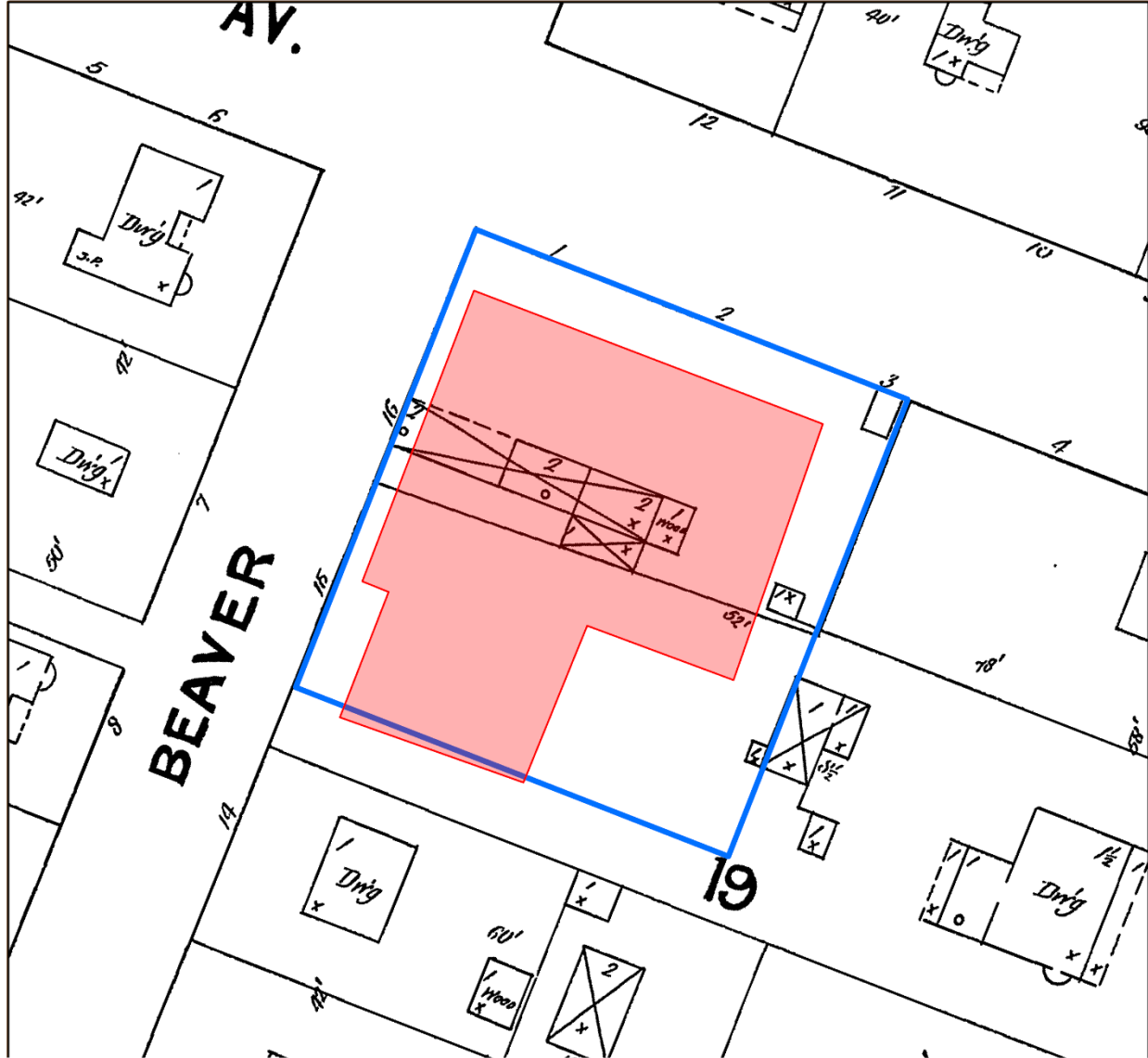
were employed by the department. Increased population and growth meant increased risk of fire, and the department responded to 177 calls in 1959. By 1964 the department had been unionized, and by 1965 increased demand necessitated a 56-hour work week for the majority of the employees. The training process for new employees became more formalized, and new fire fighters were required to attend a two-week fire academy. By 1970, yearly calls to the fire department exceeded 500, and the city council noted that the current fire department infrastructure was inadequate for the rising demand, and plans for a third fire station were drawn up. Through 1975 demand remained roughly the same, and other than fluctuation between the 40-hour work week and 56-hour work week the department would remain the same (Arizona Daily Sun 2010). The fire department would operate out of 19 West Birch Avenue until February of 1980,

when the station was closed, and a new station was constructed on the east side of Flagstaff (Velotta 1980).

5.0 SITE AND BUILDING HISTORY

In 1886 the Atlantic and Pacific Railroad Company transferred a large swathe of land containing the subject property to M.E. Daggs, a member of a prominent sheepherder family in Flagstaff. In 1891, Lots 16, 17 and 18 of Block 19 were under the ownership of John Daggs and Belle Daggs, who sold the property to W. Averill Daggs. The following years saw Lots 16, 17, and 18 change hands numerous times due to a variety of lawsuits, ultimately going to Hugh McCrum in 1898 as a result of a lawsuit between the Daggs family and himself over delinquent payments. McCrum would then sell the lots to J. W. Francis in 1899, who retained the lots until 1903 when they were sold to Hugh Campell. Campbell retained the property until 1917, when it was sold to John C. Kelly. Kelly would keep ownership of the property until the lots were transferred to the First National Bank of Arizona. The other lots which pertain to the property, Lots 13, 14, and 15, were sold back and forth during the early 1890s, swapping hands from the Daggs, to the Riordan Merchant Company, to Henry Fulton in 1894, who also held property in the adjacent lots to the east of the studied building. The same year, Fulton would receive a tax certificate from the Territory of Arizona against the lots. Ownership after this juncture is unclear due to missing or incomplete records until the 1950s, when the City of Flagstaff acquired the lots prior to the construction of the studied building.

The old City Hall building with associated wings/additions is currently the only building located in the study area (APN 100-10-004-A). Several different, older buildings were located in the parcel from at least 1890 through 1948, according to Sanborn maps from 1890, 1892; 1895, 1901, 1910 1916, and 1948, as well as the 1919–1925 City of Flagstaff plat map (Figure 8; Figure 9; Figure 10; Figure 11; Figure 12; Figure 13; Figure 14). A large three-room stable building existed on the property from at least 1890 to at least 1916 before it was removed. Between 1890 and 1892 two small outbuildings, possibly sheds, are present on the east side of the parcel. In 1916 two cabins were present on the property, though they appear to have been demolished by 1948. The 1948 Sanborn map shows a two-room dry cleaning building as being present in the northwest corner of the property. Newspaper articles discuss the construction of the City Hall building beginning in July of 1950, construction was completed in 1951, and the first City Hall meeting was held in December of that year (Arizona Daily Sun 1950; 1951). The building is visible in a 1959 aerial photograph in approximately its current form, apart from some differing roof utilities and the installation of a canopy in the southeast corner of the building (Figure 15; Faure 1959).

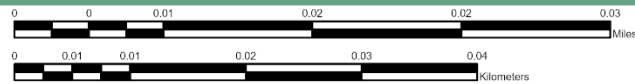


Quadrangle: Flagstaff West
T: 21N, R: 7E, Sect: 16

19 W. Birch Street Historic Resource Study

(Sanborn Map Company 1948)
1890 Sanborn Map

Cornerstone Environmental Project 25-105



NAD 1983 UTM Zone 12N

1:500

LEGEND

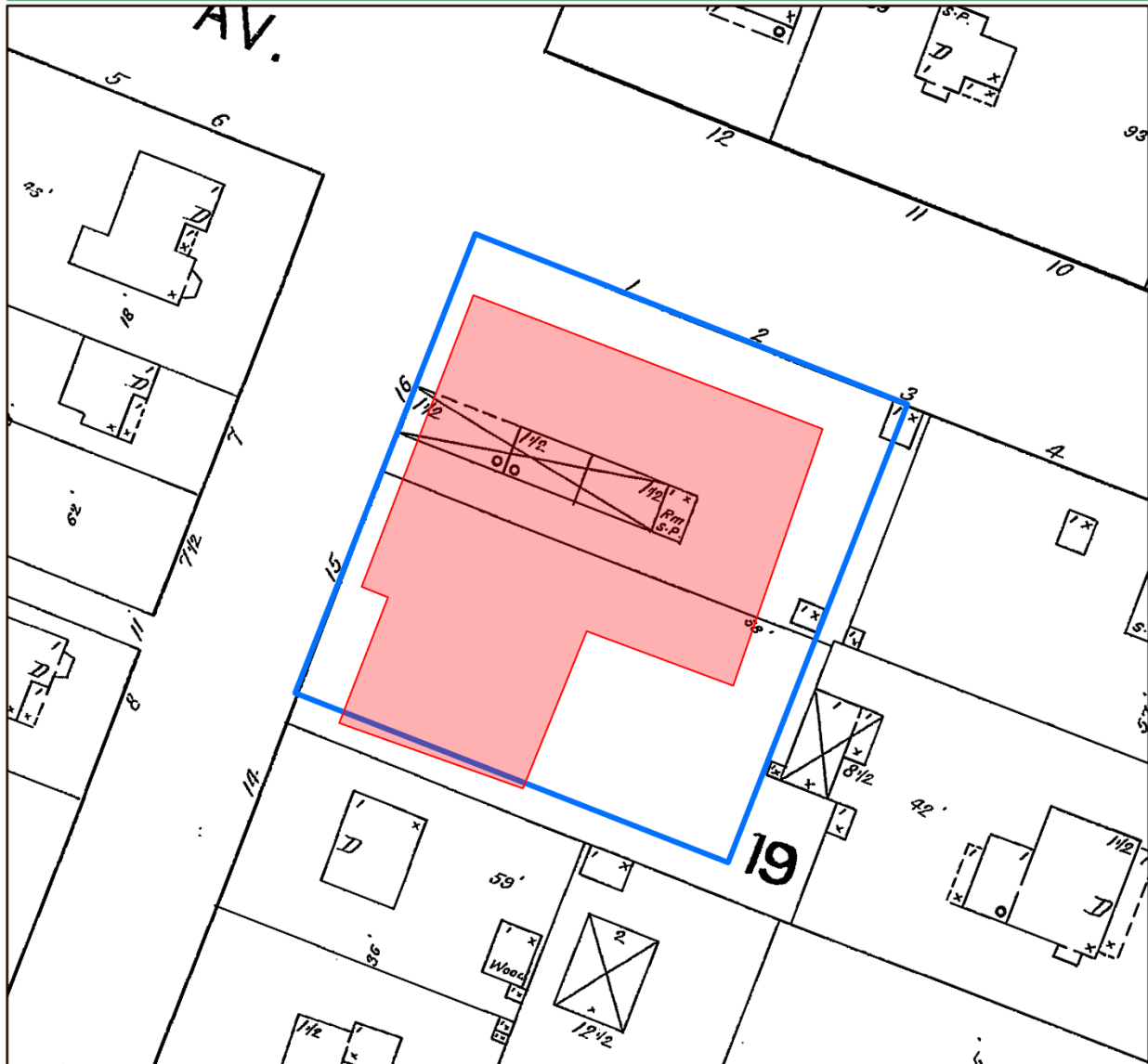
- Modern Building Footprints
- Project Area



Figure 8. 1890 Sanborn map showing a horse stable and two small outbuildings on the property.

Project Locator

NW: 12N 440891m E, 3895378m N
NE: 12N 440931m E, 3895362m N
SW: 12N 440874m E, 3895335m N
SE: 12N 440914m E, 3895319m N



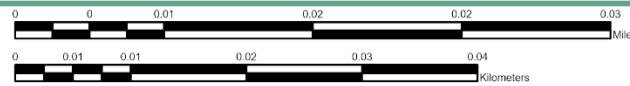
Quadrangle: Flagstaff West
T: 21N, R: 7E, Sect: 16

19 W. Birch Street Historic Resource Study

(Sanborn Map Company 1948)

1892 Sanborn Map

Cornerstone Environmental Project 25-105



NAD 1983 UTM Zone 12N

1:500

LEGEND

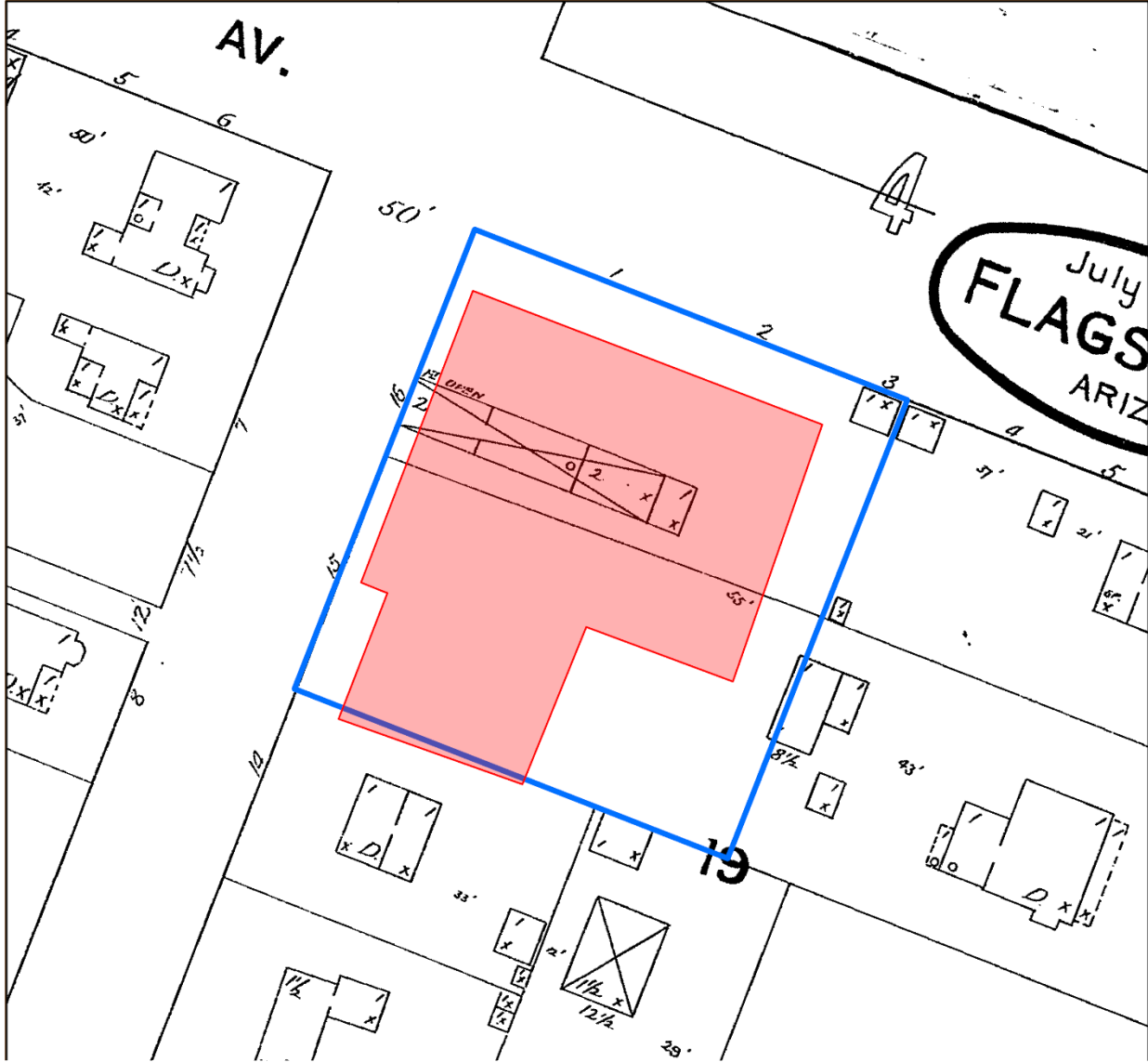
- Modern Building Footprints
- Project Area



Figure 9. 1892 Sanborn map showing a horse stable and two small outbuildings on the property.

Project Locator

NW: 12N 440891m E, 3895378m N
NE: 12N 440931m E, 3895362m N
SW: 12N 440874m E, 3895335m N
SE: 12N 440914m E, 3895319m N



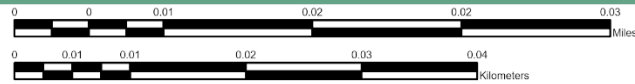
Quadrangle: Flagstaff West
T: 21N, R: 7E, Sect: 16

19 W. Birch Street Historic Resource Study

(Sanborn Map Company 1948)

1895 Sanborn Map

Cornerstone Environmental Project 25-105



NAD 1983 UTM Zone 12N

1:500

LEGEND

- Modern Building Footprints
- Project Area



Figure 10. 1895 Sanborn map showing a horse stable and one small outbuilding on the property.

Project Locator

NW: 12N 440891m E, 3895378m N
NE: 12N 440931m E, 3895362m N
SW: 12N 440874m E, 3895335m N
SE: 12N 440914m E, 3895319m N

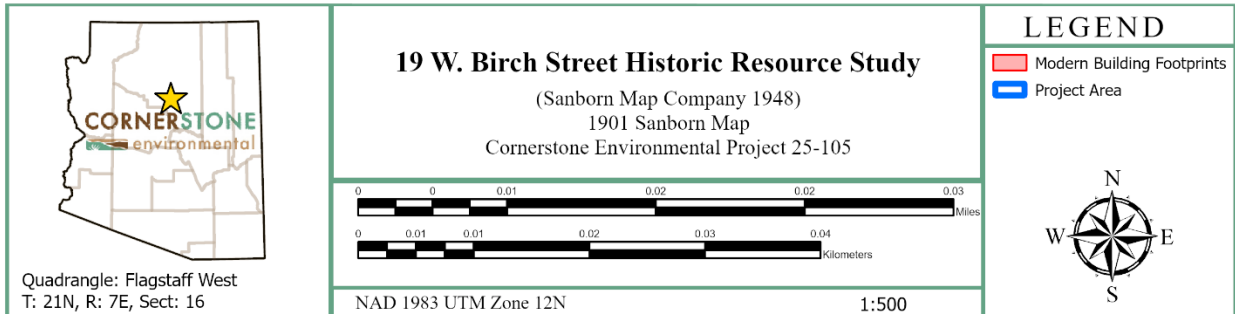
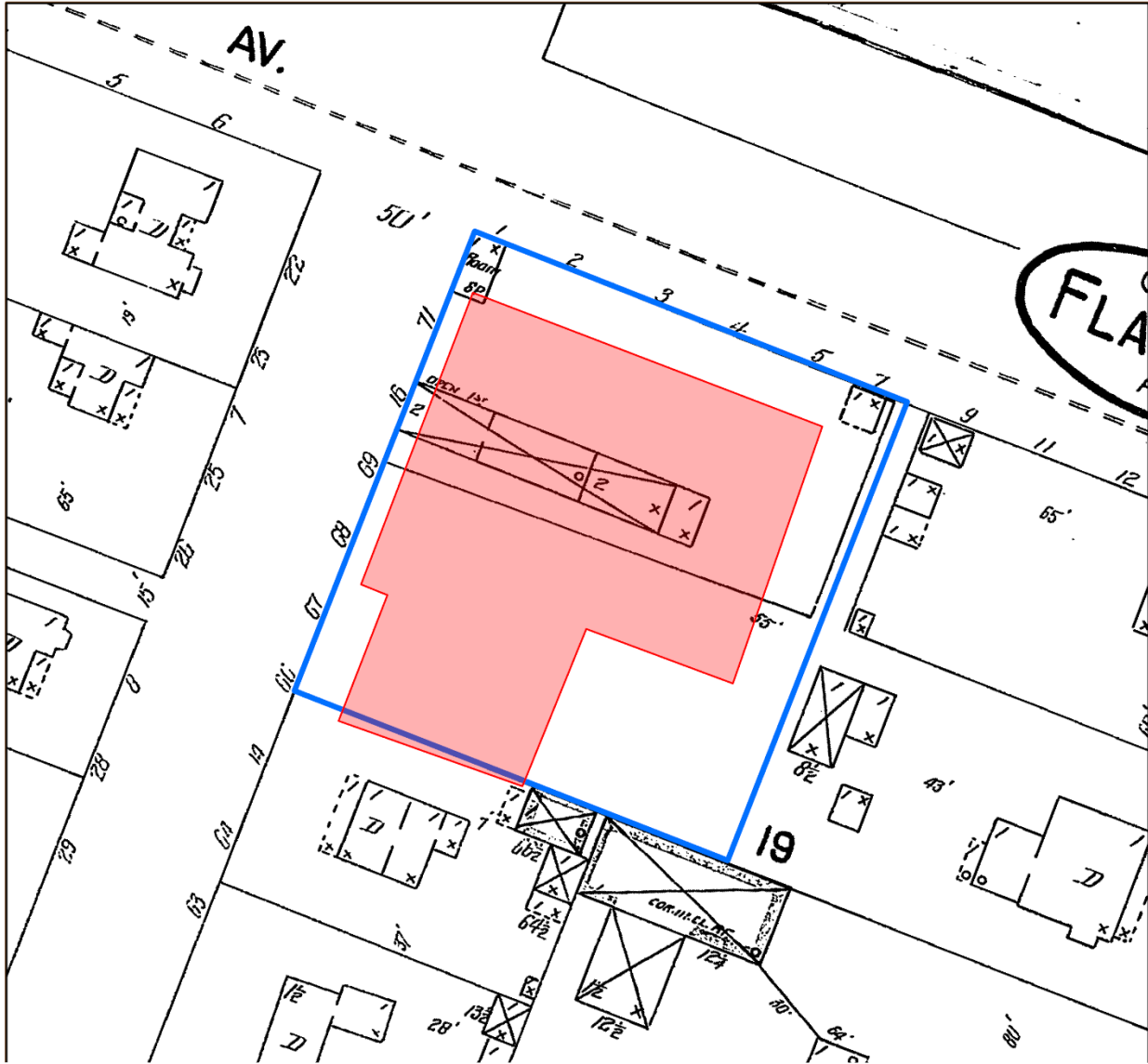
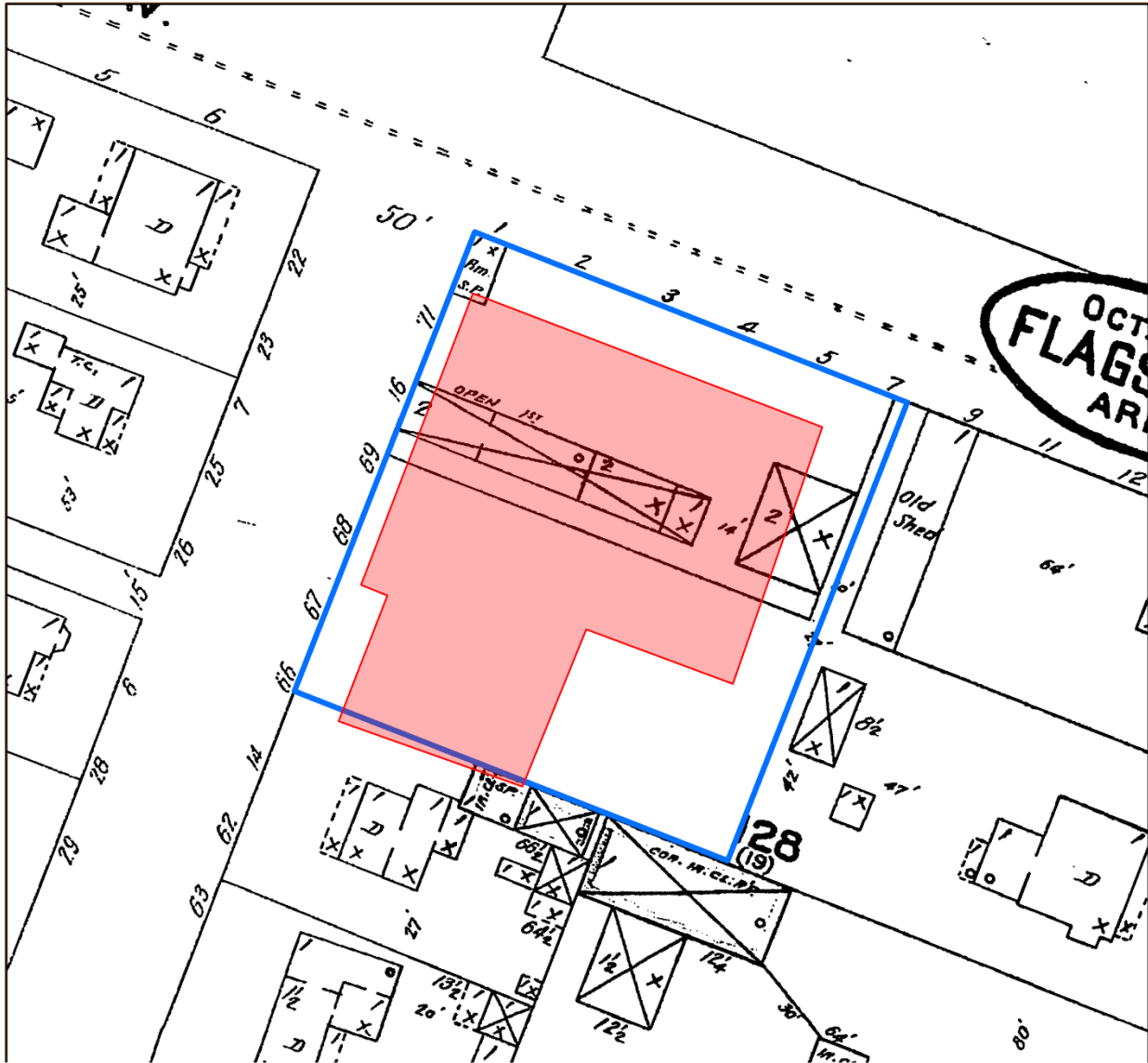


Figure 11. 1901 Sanborn map showing a horse stable, a one room structure, and a small outbuilding on the property.

Project Locator

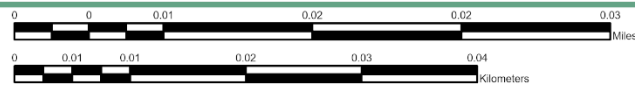
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NE: 12N 440931m E, 3895362m N
SW: 12N 440874m E, 3895335m N
SE: 12N 440914m E, 3895319m N



Quadrangle: Flagstaff West
T: 21N, R: 7E, Sect: 16

19 W. Birch Street Historic Resource Study

(Sanborn Map Company 1948)
1910 Sanborn Map
Cornerstone Environmental Project 25-105



NAD 1983 UTM Zone 12N

1:500

LEGEND

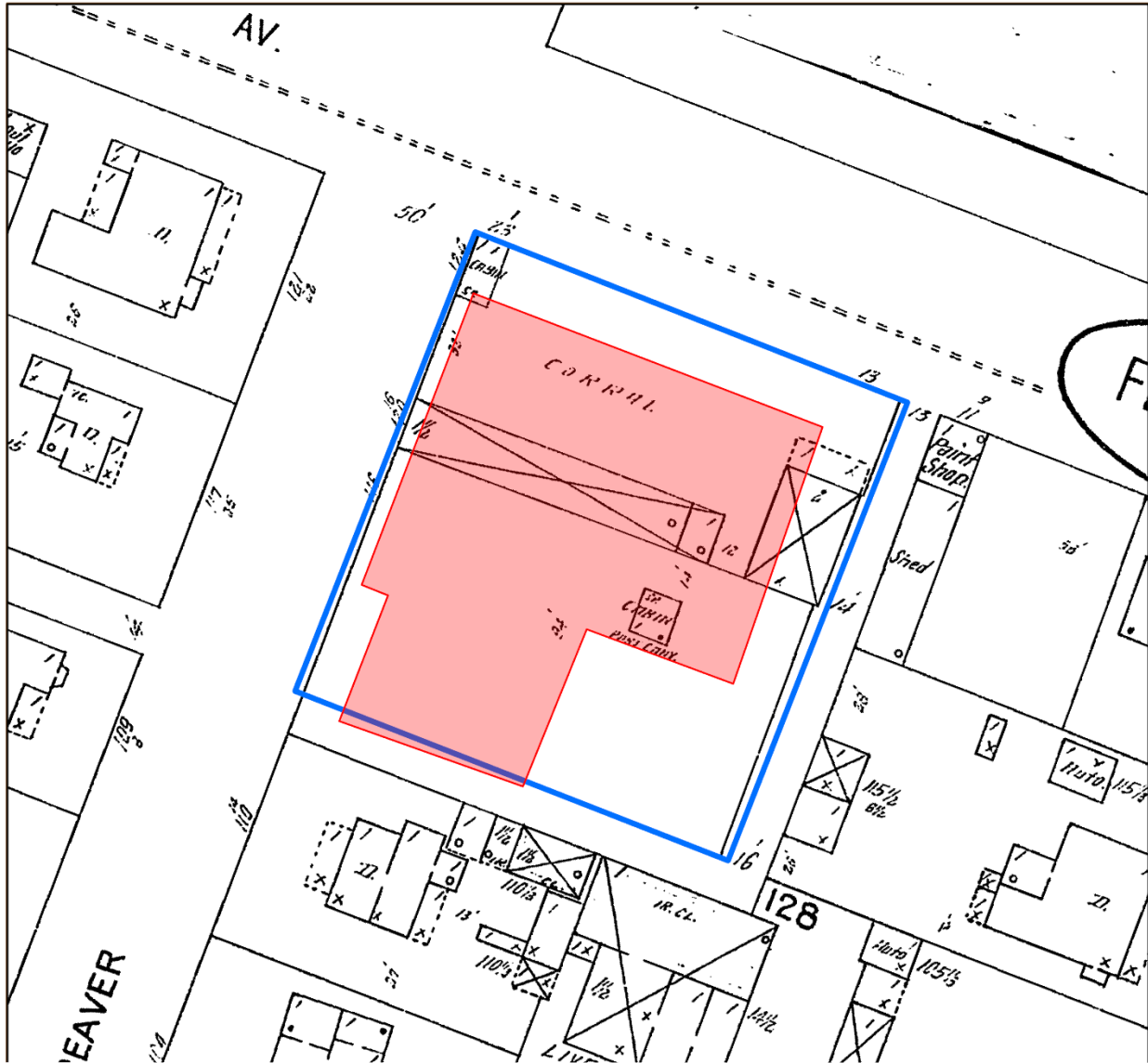
- Modern Building Footprints
- Project Area



Figure 12. 1910 Sanborn map showing two horse stables and a small one room structure on the property.

Project Locator

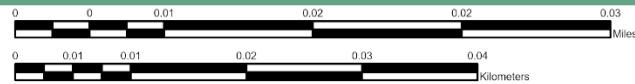
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NE: 12N 440931m E, 3895362m N
SW: 12N 440874m E, 3895335m N
SE: 12N 440914m E, 3895319m N



Quadrangle: Flagstaff West
T: 21N, R: 7E, Sect: 16

19 W. Birch Street Historic Resource Study

(Sanborn Map Company 1948)
1916 Sanborn Map
Cornerstone Environmental Project 25-105



NAD 1983 UTM Zone 12N

1:500

LEGEND

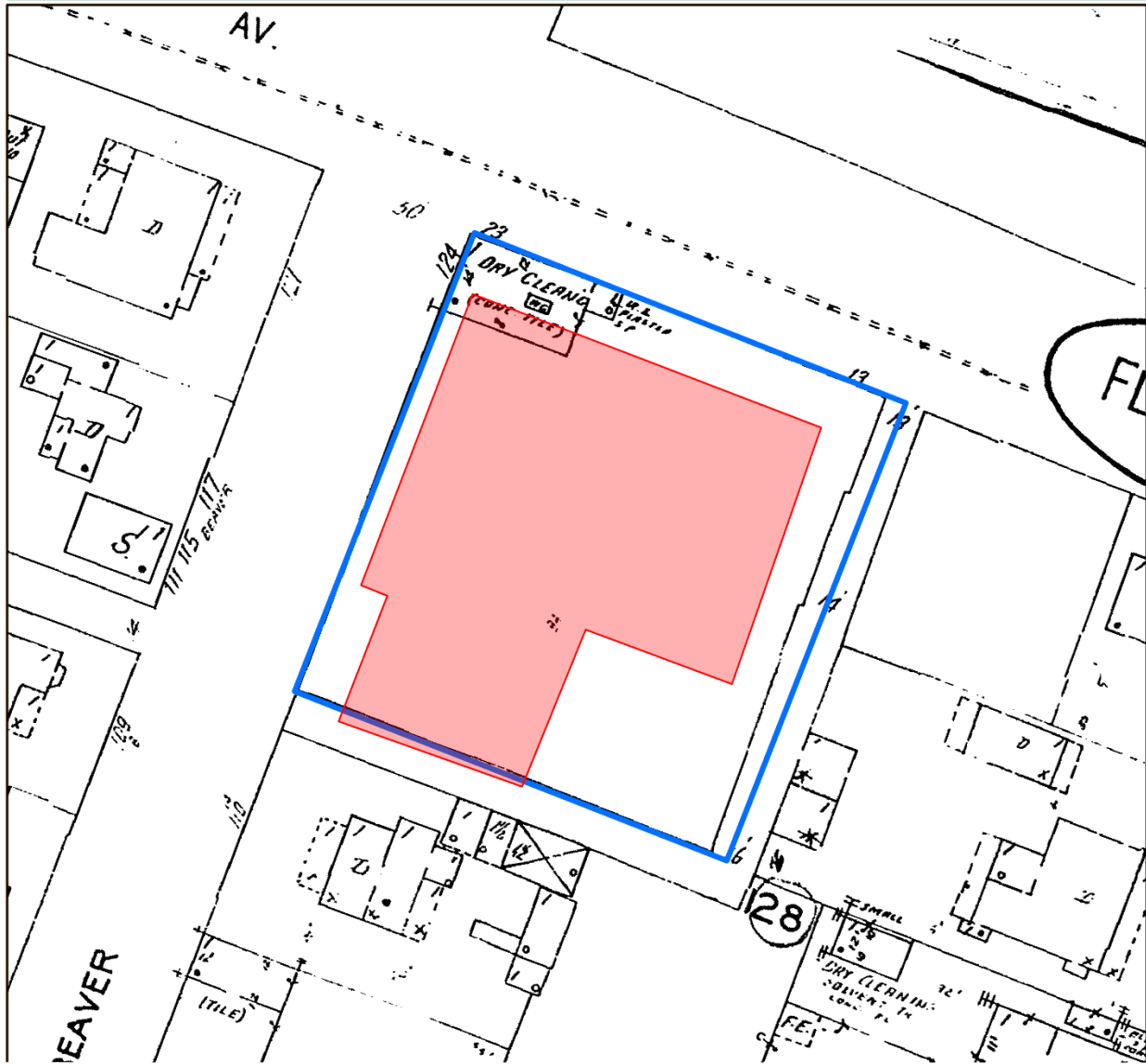
- Modern Building Footprints
- Project Area



Figure 13. 1916 Sanborn map showing two horse stables, a single room structure, and a single room cabin on the property.

Project Locator

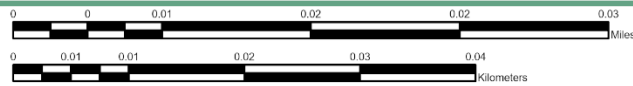
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NE: 12N 440931m E, 3895362m N
SW: 12N 440874m E, 3895335m N
SE: 12N 440914m E, 3895319m N



Quadrangle: Flagstaff West
T: 21N, R: 7E, Sect: 16

19 W. Birch Street Historic Resource Study

(Sanborn Map Company 1948)
1916 Sanborn Map, Revised 1948
Cornerstone Environmental Project 25-105



NAD 1983 UTM Zone 12N

1:500

LEGEND

- Modern Building Footprints
- Project Area



Figure 14. 1948 Sanborn map showing a dry-cleaning building on the property.

Project Locator

NW: 12N 440891m E, 3895378m N
NE: 12N 440931m E, 3895362m N
SW: 12N 440874m E, 3895335m N
SE: 12N 440914m E, 3895319m N

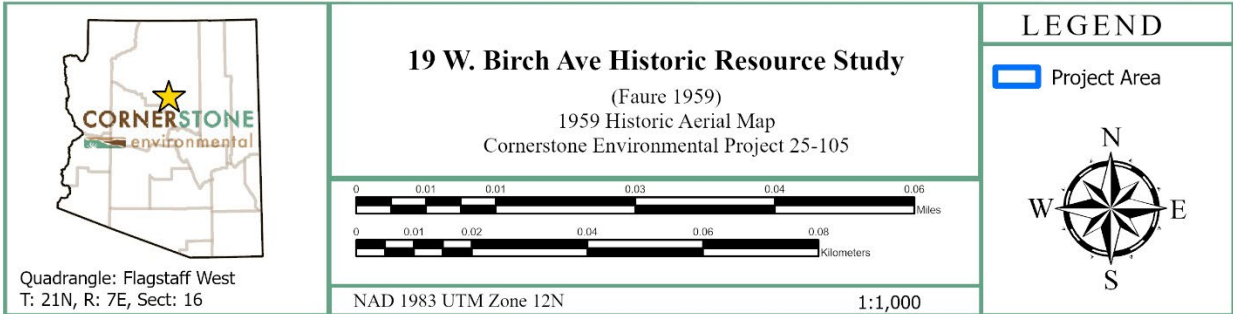


Figure 15. Historic aerial imagery from 1959 showing the project area and studied building.

6.0 ARCHITECTURE

The studied building at 19 West Birch Avenue was designed by architect Robert Otway Blakey III, a Phoenix based architect. Blakey was born in Alabama and moved to Arizona in 1947 and began a career as a civil and commercial architect. Blakey was highly active in the 1950s, not only working on the Flagstaff City Hall building, but also the Verde Valley Branch of the Bank of Arizona building in Cottonwood, Arizona; a fire station building for the City of Prescott in 1956; and a community hospital located in Wickenburg, Arizona, also in 1956 (Arizona Builder and Contractor 1955; 1956). Some of these buildings, such as the Verde Valley Building, are still standing. Blakey was working during the height of popularity of the International Style of architecture and his buildings, such as the Flagstaff City Hall and the Verde Valley Branch of the Bank of Arizona building, reflect this.

International Style architecture has its origins in 1920s France and Germany where European architects broke from traditional ornamental styles to develop a functional, unornamented style with a strong emphasis on geometric shapes. The architectural style would continue developing in Europe for the next decade before making its first appearance in the United States in the 1930s. From there, the architectural style gained in popularity and quickly dominated new construction for the next several decades, before falling off in popularity in the 1970s. Diagnostic features of International Style consist of rectangular forms, flat roofs, general lack of ornamentation or decorative details, the presence of ribbon windows, curtain walls of glass, cantilevered projections, smooth wall surfaces, and an asymmetrical façade (Pennsylvania Historical & Museum Commission 2015). International Style often eschews decorative or non-functional design elements, focusing instead on the functional use and presentation of space, and often incorporates an interior-volume-focused design.

Structures designed solely with International Style architecture are uncommon, but between the 1920s and 1970s many civic and commercial buildings incorporated aspects of International Style architecture into building designs, and the studied structure is no exception. The building at 19 West Birch Avenue was constructed with—and still exhibits—an emphasis on geometric shapes, an interior-volume-focused design, relatively flat/planar wall surfaces, an asymmetrical layout, few ornamental flourishes, cantilevered projections, and some ribbon windows, all aspects of International Style design. However, the building retains non-International Style design elements, such as the Malpais basalt façade, ornamental corrugated sheet metal components, and sloped roofs.

7.0 ARCHITECTURAL DESCRIPTION

The City Hall building as it exists today consists of one central section and two wings, with a partial second story and partial basement (Figure 16). The construction combines elements of the International Style architectural movement, seen with the use of ribbon windows and volumetric floor design, with elements of a more local, unofficial Flagstaff style, as evidenced by the Malpais basalt used in the structure façades.

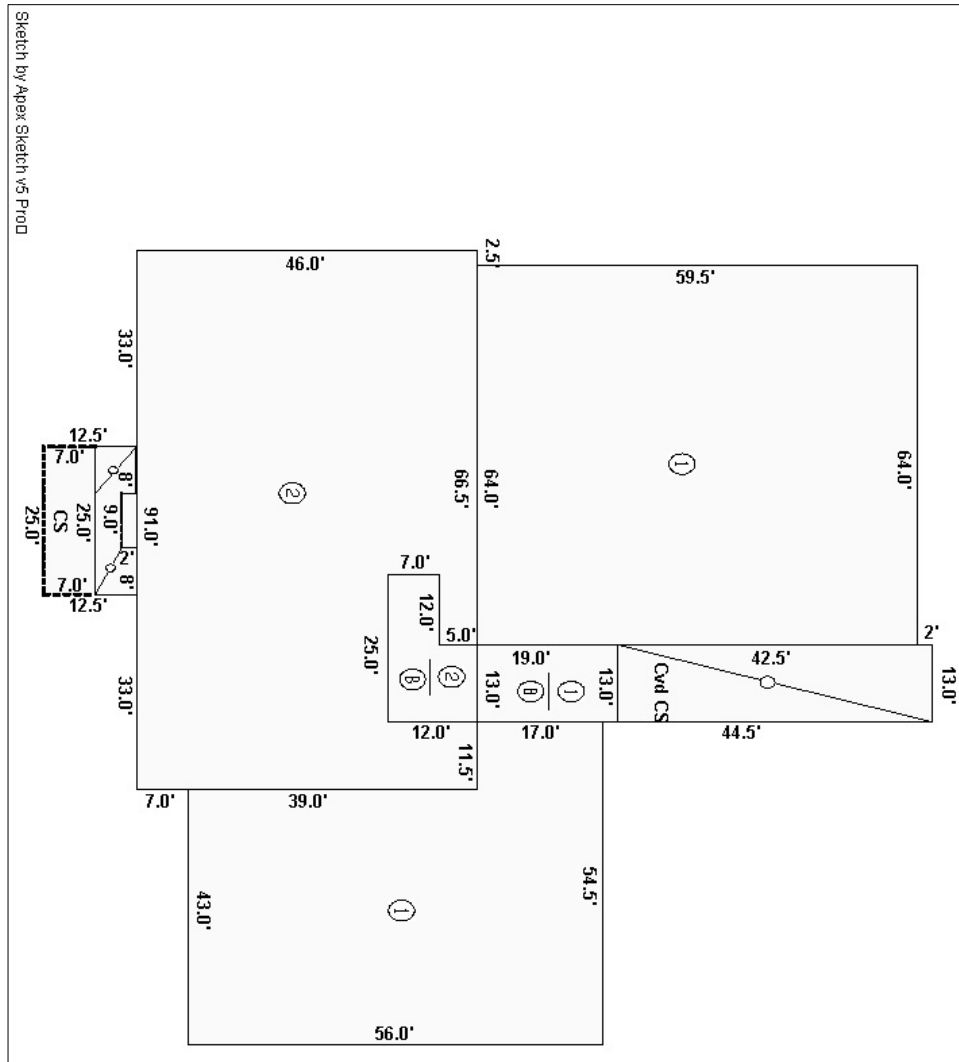


Figure 16. Plan view sketch map from the County Assessor's Office of the first floor of the studied building, with north oriented towards the top of the page.

The City Hall was housed in the central portion of the building, the Flagstaff Police Department was housed in the eastern wing, and the Flagstaff Fire Department was housed in the southern wing. Based off the County Assessor's Office floorplan sketch, the City Hall portion of the building measures 46 feet (ft)

by 91 ft, the fire department measures 56 ft by 54.5 ft at its maximum width and the police department portion measures 64 ft by 59.5 ft. A complete second story is present in the central portion of the building and approximately matches the dimensions of the first floor. The dimensions of the basement are approximately 29 ft by 25 ft and it is roughly L-shaped.

The exterior of the central section of the building, which was formerly City Hall, consists of a Malpais basalt façade (Photograph 2). Twelve three-part float glass windows are present on the west-facing northern and southern sides of the elevation, with six windows on the first floor and six windows on the second floor. Three larger three-part float glass windows are present on the west facing portion of the second floor. A glass doored entryway, with a cantilevered canopy and two adjacent three-part float glass windows form the main entrance into the building on the west face. A set of three concrete steps and a ramp with metal pipe railings lead up to the entryway. The north facing elevation of the central section consists of dual Malpais basalt and corrugated sheet metal façade with 10 float glass windows, five on the first floor and a matching five on the second floor (Photograph 3). The southern facing elevation is adjoined to the fire department wing and is Malpais basalt. Malpais basalt planters are present at the base



Photograph 2. West elevation of the studied building at 19 W Birch Ave, the City Hall and fire department portions of the building are visible.

of the north, west, and south facing façade. A modern Malpais basalt signage structure is present on the property off the northwest corner of the building. The roof of the central portion is slightly slanted, forming an open gable roof.

The exterior of the southern section of the building, which formerly housed the fire department, consists of Malpais basalt façade which is present on all exterior sides of the section. The section has a slightly slanted shed style roof, which slopes down to the east. The western façade exhibits three float glass ribbon windows running horizontally north-south across the façade, just above a glass door entryway. Two three-part float glass windows are present on either side of the entry way, and the entire assemblage of ribbon windows, entrance, and float glass windows are framed by horizontal and vertical metal beams, which have been painted light brown. The framing elements are likely original to when it was a three-bay garage for the fire department, are modern and a result of it being converted to an office space. Two Malpais basalt planters, on each side of the entry way, are present (Photograph 4). The south facing façade contains a metal security door leading into the building, and three two-party wired safety glass windows spaced evenly along the façade (Photograph 5). The east facing façade has three two-part wired safety glass windows, and an inset doorway leading into the building.



Photograph 3. North elevation of 19 W. Birch Ave, showing the north entryway into the building.

The exterior of the eastern portion of the building, which formerly housed the police department and jail, consists of a Malpais basalt façade with the east facing side featuring a façade of tan painted corrugated sheet metal underneath the eave of the roof. This section has a slightly gabled roof, sloping down to the north and south. The northern elevation exhibits a glass door entryway into the building, with a two-part float glass window to the right of the entrance. An east-west ribbon window is present along the easternmost side of the northern elevation. The east facing elevation consists of a metal door entryway, a pair of adjoining two-part float glass windows, and two separate two-part float glass windows (Photograph 6). Modern parking signage is affixed to the Malpais basalt façade, and some electrical wiring fixtures are present along both the façade and corrugated sheet metal. The south-facing portion of this section has an extension of the gabled roof which forms an overhang which is supported by four metal beams with concrete footers (Photograph 7). A wooden entry door is present near the western extent of the elevation, with a series of concrete steps and metal railings leading to the entry way. To the west of the entryway is a wired safety glass window, and to the east is a set of three evenly spaced float glass windows.

The interior of each section or wing contained specialized infrastructure to match the needs of the respective department, with City Hall having offices and meeting chambers to conduct city business, the fire department having a garage with large bay doors for the fire trucks, with the police department having jail cells and evidence lockers. The small basement present within the building housed the city records vault. Significant architectural changes have occurred since the 1980s, when the building ceased to be a civil structure. The central portion of the building, where City Hall operated, has been remodeled and now houses various private commercial or private entities including an artist studio, a church, and an insurance office. Original floor plans or photographs of the central portion are unavailable, so it is unknown how much deviation from the original form the remodeling introduced. An elevator is present in the center of the area and connects to the second floor (Photograph 8). A series of desks and counters, likely modern, is present immediately upon entering the building through the west entrance. A series of birchwood and metal safety rails run parallel up the staircase. Two bathrooms, and a water fountain and present along the northern wall of the central section. A polished concrete staircase, likely the original staircase for the building, is present to the north of the entryway and desks and leads up to the second floor, which contains several offices and meeting rooms for commercial tenants.



Photograph 4. East facing photograph showing the entryway to southern portion of the building which once housed the fire department.



Photograph 5. South facing exterior of the former fire department, which exits into an alleyway.

The southern wing which previously housed the fire department has undergone significant remodeling and is currently the office of an engineering firm. The garage bay doors and garage area have been removed or otherwise remodeled to an extent where no evidence of the existence of the garage area remains in either the exterior or interior of the building, apart from the framing of the garage bays (Photograph 9). All interior areas of this wing have been remodeled and modernized with modern office fixtures and furniture, and the wing no longer retains any elements which point to the wing's previous life as Flagstaff's Fire Department.

The east wing, which once housed the Flagstaff Police Department, has also undergone a level of modification. The former jail cell area still remains, but the area has been renovated and is currently a metalsmithing studio. All assorted utilities, furnishing, or structural elements that would suggest that the wing once functioned as a police department and jail facility have been removed.

The basement level is constructed from reinforced concrete and is roughly L-shaped. Two access stairways are present, one in the southern wing and the other on the far western side of the central wing. In the northeastern corner of the basement a Diebold Incorporated vault is present, consisting of a Diebold steel vault door and reinforced concrete room (Photograph 11). The vault was likely installed during the initial construction of the building and was used to house City Hall records and receipts. Utility line access corridors are present in the corners of the basement and likely run throughout the extent of the building footprint but were not fully explored due to light and safety concerns.

The basement level has undergone interior modification as well. At some point after the construction of the basement a series of false wooden walls were erected in the northern part of the basement, roughly a foot away from the original reinforced concrete walls. These walls have the effect of separating the northern portion of the basement from the southern portion. The wooden wall appears to have been used for server and internet cable infrastructure and does not appear historic. An elevated floor has been added to the northern side of the basement, possibly to combat flooding, and this has raised the walkable surface by roughly a foot. The elevated floor has a cut out by the vault door to allow for the functional use of the door. Evidence of prior flooding in the form of water damage and rust is visible on the vault door in the basement supporting the idea that the elevated floor is an effort to combat flooding. A circular hole present in one of the vault walls, which has since been boarded and grated over, suggests that at some point the vault was broken into. No newspaper articles for this event were found in the archives. Small portions of the basement ceiling are damaged and chipped, allowing for observation of the original rebar rods and conglomerate stones used in the construction of the reinforced concrete.

The windows, doors, and ceiling light fixtures in all areas of the building appear to have been updated during the remodeling efforts, and a birch wood trim is present throughout the structure, possibly a decorative feature inspired by the street the building is located on (Photograph 12). A variety of window types are present in the building. Exterior windows, particularly on the facing west side of the building, are in ribbons, a common feature of International Style architecture. The exterior windows appear to have been replaced at some point and have modern fixtures and frames. Interior windows, such as those present in the office spaces of the building, are a mix of common float glass windows, and wired safety glass windows. While the wired safety glass windows would make sense in the context of a fire department and police facility, the windows are a common fire resistance safety installation and are present in areas that would have been heavily remodeled and are likely later additions to the structure. No exterior signage for the civic departments remains on the property.

Doors appear to be modern steel frame doors (Photograph 13). The southwestern section of the building, where the fire department was once housed, has had modern glass doors installed in two sets along the west side of the building, forming a small vestibule before entering the building proper. Ceiling light fixtures commonly feature a white plastic case with a wooden “lace” matching the birch trim found throughout the building and are present in rooms, such as the jail cell, where they are out of place given the original purpose of the room. Wooden railings have been constructed around the stairwells and appear mismatched to the stairway itself. The railings were likely installed to be compliant with updated safety codes.

Overall, remodeling efforts appear to have focused on an office “feel” to reflect the modern usage of the building. As a result of these remodeling efforts, the southern and eastern wings of the building no longer retain a feeling of being a fire department or police department and jail facility. The remodeling appears to have had a less significant impact on the central wing that once housed City Hall, though the lack of accurate records of the original internal layout of the central wing makes this determination difficult. The internal structure of the building could not be examined comprehensively, so the condition of the original structural materials or the possibility that some additional original features remain is currently unknown.



Photograph 6. East elevation of 19 W Birch Ave, showing the east facade of the former police station.



Photograph 7. South facing façade of the former fire department, showing the extension of the roof which forms a canopy.



Photograph 8. Elevator in the central area of the building connecting to the second floor.



Photograph 9. The entryway and lobby of the engineering firm which occupies what would have once been the fire department garage, facing west through what was formerly a garage bay door.



Photograph 10. A room in the former police department, which is now used as a metalsmith workshop, facing east.



Photograph 11. The basement vault room which was once used to hold city records and receipts.



Photograph 12. One of the former jail cells in the former police department. The decorative overhead light fixtures are a modern addition and have a birch wood trim.



Photograph 13. South facing photograph showing the south entrance to the former police department.

8.0 EVALUATION OF SIGNIFICANCE AND INTEGRITY

The subject property is within the Flagstaff Downtown Historic Overlay Zone. According to communications with the City of Flagstaff, this zone is an overlay used for planning and development though it has not been evaluated nor nominated for the NRHP. The property is immediately adjacent to the Railroad Addition Historic District. This district designates one of the oldest and most central areas of historic Flagstaff and partially overlaps with the Downtown Historic Overlay Zone.

This report uses the Railroad Addition Historic District to provide historic context for the evaluation of significance and integrity (Janus 1979). The period of significance for the Flagstaff Railroad Addition Historic District is 1882–1975, beginning with the establishment of New Town in 1882, which would form the core of the district, and ending 50 years prior to this study in 1975. The City Hall building was constructed in 1951 and ceased to be a civic building in the 1980s. The possible areas of significance are Community Planning and Development (City of Flagstaff Criterion B; NRHP Criterion A), Significant Persons (City of Flagstaff Criterion C; NRHP Criterion B), and Architecture (City of Flagstaff Criterion D; NRHP Criterion C). The property is not eligible under City of Flagstaff Criterion A, as the property is not currently listed or eligible on the National Historic Landmark, NRHP or Arizona Register of Historic Places (ARHP).

8.1 SIGNIFICANCE AND INTEGRITY

For a resource to be considered significant it must be at least 50 years old and meet at least one Criterion for Evaluation (City of Flagstaff Criteria A, B, C, D, or E; NRHP Criteria A, B, C, and D, respectively) by being associated with an important historical context and have been built and used within the appropriate period of significance for the identified theme (NPS 2002). The period of significance is the time period in which properties eligible for the National Register must be demonstrated to have been associated with the appropriate theme. The ARHP utilizes the same criteria and process for determining significance. For means of ease of communication, NRHP Criteria and City of Flagstaff Criteria will be used throughout this report. The NRHP Criteria for Evaluation (36 CFR § 60.4) are as follows:

The quality of significance in American history, architecture, archaeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- A. That are associated with events that have made a significant contribution to the broad patterns of our history; or*
- B. That are associated with the lives of significant persons in our past; or*

- C. *That embody distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguished entity whose components may lack individual distinction; or*
- D. *That have yielded, or may be likely to yield, information important in prehistory or history.*

The City of Flagstaff’s criteria for determining the significance of cultural/historical resources are similar to that of the NRHP but are not an exact replica. The criteria are defined in Flagstaff Zoning Code (30.30-13) as the following:

The criteria for determining the significance of a cultural resource are based on the potential of the cultural resource to contribute to our understanding of the past.

1. *A cultural resource is significant if:*
 - a. *It is eligible as a National Historic Landmark, or for the National Register of Historic Places, or the Arizona Register of Historic Places; or*
 - b. *It is associated with events or persons in the architectural, engineering, archeological, scientific, technological, economic, agricultural, educational, social, political, military, or cultural annals of the City, the State of Arizona, or the United States of America; or*
 - c. *It represents the work of, or for, an important individual; or*
 - d. *It embodies distinctive characteristics of type, period, region, artistic values or methods of construction, including being the oldest of its type or the best example of its type; or*
 - e. *It has yielded, or may be likely to yield, information needed for scientific research, such as important archaeological resources.*
2. *A resource is generally not significant if:*
 - a. *It is less than 50 years old at the time of application; or*
 - b. *The features, materials, patterns, and relationships that contributed to its significance are no longer present or no longer have integrity.*
3. *Requirement to Meet the Criteria, Regardless of Age: Properties that are 50 years old are not automatically significant. In order to be significant, all resources, regardless of age, must be demonstrated to meet the criteria for determining the significance of a cultural resource.*

As previously stated, the possible areas of significance are Community Planning and Development (City of Flagstaff Criterion B; NRHP Criterion A), Significant Persons (City of Flagstaff Criterion C; NRHP Criterion B), and Architecture (City of Flagstaff Criterion D; NRHP Criterion C). All the information potential of the site has been exhausted by site visits and archival research and it is highly unlikely that the building can offer additional research potential, so it is not evaluated here under City of Flagstaff Criterion E (NRHP Criterion D).

While the City Hall was the center of the Flagstaff City Council, the actions taken by the Council during their use of the building and the building's period of significance were, examined individually, relatively insignificant to the wider development of Flagstaff. Archival research failed to reveal any significant works or events associated with the building. Legislation, such as the Anti-Searchlight bill, which would later go on to develop into the dark sky ordinances of modern Flagstaff were just being developed during the building's period of significance and not especially impactful. Furthermore, these pieces of legislation are better represented by the affected properties themselves, such as Lowell Observatory, rather than the civic center that is the studied building. Because of this, the building has not demonstrated significance under City of Flagstaff Criterion B or NRHP Criterion A.

Research for this study included former Flagstaff mayors, members of City Council, police and fire department chiefs, and other potential city staff. This included people of note such as mayor Rollin W. Wheeler, city manager Clarence T. Pulliam, and police chiefs William Epperson and Elmo Maxwell. None of the persons associated with the building during its period of significance were found to be significant enough to meet the requirements of the above criteria. Most civic actions during this time consisted of essential day-to-day functions of the city but were otherwise unnoteworthy, and no influential works or events occurred on the property associated with any significant individuals. While it is undeniable that these members of city government were instrumental in the functioning of the city, the archival records fail to demonstrate a significance large enough to warrant the building being significant under City of Flagstaff Criterion C or NRHP Criterion B.

To be significant under the area of Architecture (City of Flagstaff Criterion D; NRHP Criterion C) a building must embody distinctive characteristics or methods of construction of a particular style or represent the work of a master. As discussed above, the old City Hall is an example of International Style architecture, with the addition of some local Flagstaff stylistic choices, such as the addition of a Malpais basalt façade. Along with a degree of historic integrity, character-defining elements and architectural features that should be maintained for an International Style building include: rectangular forms, often with round projections; a flat roof; lack of ornamentation or decorative details; ribbon windows; cantilevered projections, such as overhangs or balconies; smooth wall surfaces; and an asymmetrical façade (Pennsylvania Historical & Museum Commission 2015). The building at 19 West Birch Avenue possesses some of these features, though it does not strictly adhere to them. International Style architecture was quite common between the 1920s and 1970s, both nationally and (to an extent) locally, and the studied building does not exhibit any particularly significant or unique features of the architectural style. Other—and perhaps better—examples of International Style architecture in downtown Flagstaff include the Post Office building at 104 North W.C. Riles Street and the building at 220 North

Leroux Street that currently houses the Coconino County Public Fiduciary. Whether the building represents the work of a master rests on the stature of its architect, Robert Blakey. Research for this study has shown that Blakey was a known civil and commercial architect and was cited in Arizona trade journals at the time (Arizona Builder and Contractor 1955; 1956) but has not revealed any particular significance to his legacy or works. Rather than being “a figure of generally recognized greatness” in his field (NPS 2002:20), Blakey appears to have been somewhat of a journeyman architect of his time and place. Because of these factors, the building is not significant under the area of Architecture (City of Flagstaff Criterion D; NRHP Criterion C).

Integrity is defined as the ability of a property to convey its significance. As detailed above, Cornerstone does not find the building at 19 West Birch Avenue significant, and therefore a full evaluation of integrity is unnecessary. It is discussed here however to support our conclusions and recommendations. The seven aspects of integrity are location, design, setting, materials, workmanship, feeling, and association and are briefly explained and evaluated below.

Location. This is the place where a property was constructed. To retain this aspect, a historic property must be in the same place in which it was built; the relationship between a property and its historic associations is typically destroyed if a property is moved (NPS 2002). The City Hall building is in its original location of construction. As the relationship between the property and its historic location is maintained, the property has a *strong* level of integrity of location.

Design. *Design* refers to the physical elements of a historic property “that create its form, plan, space, structure, and style” (NPS 2002:44). The building has a *diminished* integrity of design due to changes to the original design plan including changes to the exterior and interior, though the architect Blakey’s original vision of the building is likely still present and remains partially.

Setting. The location of a property is complemented by its *setting*, which is the surrounding physical environment of a historic property. Setting refers to the character of a property within its natural and built environment. The setting surrounding the building has changed over the decades but retains similar elements to those that were present during the building’s period of significance, namely an active downtown neighborhood. Therefore, the aspect of integrity of setting is *diminished* but not lost.

Materials and Workmanship. *Materials* is an aspect of integrity that addresses the physical elements that were used during a particular period of time and in a particular way to create a historic property. The materials used to construct a property reveal availability, style preferences, technologies, and traditions. A property must retain the key exterior materials dating from the period of significance for that property in

order to have integrity of this aspect (NPS 2002). Closely related to materials is *workmanship*, which may be applied to a property as a whole or its individual components. Workmanship is the “physical evidence of the crafts of a particular culture or people during any given period in history or prehistory” (NPS 2002:45). The additions and remodels outside of the period of significance have negatively affected this aspect of integrity of workmanship and materials. However, because the basement concrete appears original and intact, the City Hall vault remains, and the Malpais basalt facades remain, the building retains *weak* aspects of materials and workmanship.

Feeling. Integrity of *feeling* is a property’s ability through its physical features to convey its historic character (NPS 2002). Often, feeling is the result of several aspects of integrity that, when taken together, relate a property’s place within a historical framework and period of significance. One measure of feeling is if someone who frequented the property during its period of significance would recognize the property if they were there today. Due to remodeling, city workers would likely no longer recognize the interior of their respective departments, and thus integrity of feeling is lost on the interior. This aspect is somewhat stronger on the exterior, but due to changes over time—such as the filling in of the fire department garage bays—still diminished. Overall, the property retains a *weak* aspect of feeling.

Association. *Association* is the direct connection between a historic property and an important historic event or person. A property retains integrity of association if it is in the place where the event occurred and is “sufficiently intact to convey that relationship to an observer” (NPS 2002:45). This aspect is often evaluated by the summed ability of the other aspects of integrity to convey the property’s association. The old City Hall retains a single strong aspect of integrity, that of location. All other aspects of integrity are diminished or weak. Therefore, the building has a *diminished* association with the theme of Community Planning and Development.

9.0 SUMMARY AND RECOMMENDATIONS

The subject building was utilized as City Hall, the fire department, and as the police department for the City of Flagstaff between 1951 and 1980, after which various civic operations began to move to other properties around the city. To determine whether the subject building meets City of Flagstaff or NRHP Criterion of significance, Cornerstone examined archival records discussing the actions of the Flagstaff City Council and the fire department and police department employees during the building’s period of significance.

Cornerstone evaluated the building’s significance using the various criteria established above.

Cornerstone determined that the actions taken by the Council during their use of the building and during

the building's period of significance were relatively unimportant to the wider development of Flagstaff. None of the members of City Council during this period were significant enough to meet the requirements of the criteria. The building's architectural style is not unique or a particularly special or remarkable example of International Style architecture. The information potential of the site has been exhausted by site visits and archival research and it is highly unlikely that the building can offer additional research potential.

As the building was found to not be significant, a full integrity assessment of the building is unnecessary. However, Cornerstone determined that integrity of location is the only aspect of integrity which remains strong, the remaining six aspects are either diminished or weak due to several factors, including additions and remodeling. Overall, the building does not retain enough integrity to express its significance within its historical context.

Per NRHP and City of Flagstaff criteria, the site is not eligible under any criteria. Cornerstone recommends that no further historic preservation work be performed prior to demolition of the subject building, and that no mitigation is required.

10.0 PREPARER'S QUALIFICATIONS

Jack W. Treichler, M.A., RPA (Project Manager)

Mr. Treichler is an archaeologist and historian who meets the Secretary of the Interior's Professional Qualifications Standards in the disciplines of Prehistoric and Historic Archaeology. He has over ten years of experience in the U.S. Southwest and Great Basin regions in the context of survey, excavation, and historic preservation, with specific focus on archaeological survey and project management in northern and central Arizona. He has worked with numerous historical properties related to aviation, homesteading, mining, timber extraction, ranching, the Civilian Conservation Corps, railroad construction, and other infrastructure development. This has involved field documentation of historical properties, archival research into these properties and the themes surrounding them, and analysis of their significance and integrity for purposes of inclusion in the NRHP. He has authored numerous Cultural Resource Management reports and has presented and published articles on historic archaeology. Mr. Treichler received an M.A. in Anthropology from Northern Arizona University, where his research examined prehistoric landscape relationships in northern Arizona using geographic information systems boundary effects analysis. He received a B.A. in Archaeology from Dickinson College where he focused on classical archaeology and languages—specifically ancient Greek and its written precursor Linear B.

His training included excavation and ground-penetrating radar at the citadel and lower town of Bronze Age Mycenae.

Samuel C. Hemsley, M.A., RPA (Preparer)

Mr. Hemsley is an archaeologist who meets the Secretary of the Interior's Professional Qualifications Standards in the disciplines of Prehistoric and Historic Archaeology. He has over six years of experience in the U.S. Southwest regions in the context of survey, excavation, and historic preservation with a specific focus on archaeological survey in northern Arizona. He has worked with historical properties involving ranching, timber extraction, and mining. This has involved field documentation of historical properties, archival research into these properties and the themes surrounding them, and analysis of their significance and integrity for purposes of inclusion in the NRHP. He has authored several Cultural Resource Management reports. Mr. Hemsley received an M.A. in Anthropology from Northern Arizona University, where his research examined the use of LiDAR technology in survey in the jungles of Belize. He received a B.A. in Anthropology from the University of California, Berkeley and has participated in archaeological field schools in southern California and Belize.

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