



Landmarks & Urban
Conservation Commission



Agenda Number: 5
Case No.: 11LUCC-50030
Project # 1006976
July 13, 2011

Staff Report

Agent	Studio Southwest Architects	<p>Staff Recommendation</p> <p>APPROVAL of Case # 11LUC-50030, Project #1006976, a request for a recommendation of approval of City Landmark designation based on the Findings 1-9 beginning on page 10.</p> <p>Maryellen Hennessy Staff Planner</p>
Applicant	Memorial Ventures LLC	
Request	City Landmark Designation	
Legal Description	Tract A of Hotel Parq Central	
Address/Location	800/806 Central Ave. SE between Elm St. and Locust Ave. (I-25 ramp)	
Size	Approximately 2.27 acres	
Zoning	SU-2/SU-1	
Historic Location	Huning Highland Historic Overlay Zone	

Summary of Analysis

This is a request for a recommendation to the City Council for City Landmark designation of the A&T & SF Railroad Hospital Complex (also known as the Memorial Hospital and now the Hotel Parq Central) at 800/806 Central SE described as Tract A of Hotel Parq Central.

Once the largest hospital in the state, the Atchison, Topeka and Santa Fe Railroad built the Memorial Hospital in 1926 to provide for the emergency and other medical needs of the employees of the railroad. The railroad built many such hospitals along its route from Chicago to Los Angeles. At various points in time, the hospital also served the greater Albuquerque community.

The subject property has historic, cultural and educational significance to the City of Albuquerque for its associations with the railroad industry, a critical factor in Albuquerque's early development. The historic buildings on the site have architectural significance and integrity.

The property meets the criteria for City Landmark designation and the owner has requested and consents to the designation.

The proposal conforms to applicable City plans, policies and guidelines.

PRIMARY REFERENCES:

Landmarks and Urban Conservation Ordinance

I. AREA CHARACTERISTICS AND ZONING

Surrounding architectural styles, historic designation and land uses.

	# of Stories	Roof Configuration, Architectural Style and Approximate Age of Construction	Historic Classification & Land Use
General Area	1-3	Gabled, hipped, and flat, flat with decorative parapets; Queen Anne, Simplified Queen Anne, Bungalow, contemporary; 1898-2000.	Contributing, non-contributing Residential and Commercial
Site to the North	2	Flat, none, 1970-80's	Non-contributing; commercial
Sites to the South		Highland Park	
Sites to the East		Interstate 25	
Site to the West	1-3	Flat and Pitched; Territorial Revival	Contributing Commercial and Residential

II INTRODUCTION

Proposal

This is a request for a recommendation to the City Council for City Landmark designation of the A&T & SF Memorial Hospital Complex (the Hotel Parq Central) at 800/806 Central SE described as Tract A of Hotel Parq Central.

The LUC ordinance provides procedures for designation of Landmarks. Upon filing of an application by a property owner, the Mayor or his designee, an evaluation of the application is provided by city staff relative to the property's historic significance and a report is to include an analysis of the significant features of the property. If the LUCC determines that the property is eligible for landmark designation, the recommendation is forwarded to the City Council for their approval and adoption of a designation ordinance. After designation, the property is marked on the zone map as a Historic Overlay Zone (HOZ) and the property is subject to the provisions of the Landmarks and Urban Conservation Ordinance and are afforded a degree of protection from inappropriate alterations or unnecessary demolition.

A list of City Landmark properties is attached to this report. The existing City Landmarks are "stand alone" properties, that is, they are not located within a larger HOZ. The applicable City ordinances do not preclude a property within an existing HOZ from City Landmark designation.

Context and history

To the north of the site are motels, Highland Park and the Albuquerque Press Club is to the south, and to the west are multi-family residential and commercial properties. The site abuts Interstate 25 on the east. The topography of the site is hilly.

The site is one of a few properties on Central Ave. between Broadway and I-25 that is not within the boundaries of the Huning Highland East Downtown Urban Conservation Overlay Zone. The property is within the existing Huning Highland Historic Overlay Zone (HOZ).

The property is currently zoned SU2/SU1 for Residential, Office, Hotel and associated alcohol sales. The City approved this zoning designation when the applicant proposed to re-develop the property for hotel use in 2007/08. The rehabilitation of the main hospital building, ancillary buildings and the addition of some new development are complete, and the Hotel Parq central opened in 2010. LUCC review and approval was required for that recent redevelopment.

Once the largest hospital in the state, the Atchison, Topeka and Santa Fe Railroad built the Memorial Hospital in 1926 to provide for the emergency and other medical needs of the employees of the railroad. The railroad built many such hospitals along its route from Chicago to Los Angeles. At various points in time, the hospital also served the greater Albuquerque community. The Memorial Hospital closed its doors in 1982, and subsequently had several health-related tenants. The buildings were vacant between March of 2007 and the redevelopment in 2009/10.

There are three existing historic buildings on the subject site. The main hospital building is designated Significant and the two smaller buildings are Contributing buildings to the Huning Highland Historic District. A new structure of about 1500 square feet provides additional lodging. Gardens, landscaping and walkways are included in the site amenities.

III. ANALYSIS

Policies are written in regular text and staff analysis and comment in ***bold italic*** print.

Comprehensive Zoning Code

The subject property is zoned SU2/SU1 for Office, Residential or Hotel. SU1 zoning is subject to an approved site development plan. The Environmental Planning Commission approved the site development plan for the Parq Central Hotel in 2009.

The subject property is located within the Huning Highland Historic Overlay Zone. The Comprehensive Zoning Code §14-16-2-28 establishes controls and procedures for Overlay Zones. §14-16-2-28 (D)(1) states that the area's distinctive characteristics and general preservation guidelines for the area shall be identified by the City Council in the resolution applying the Historic or Urban Conservation Overlay Zone to any given area. The Landmarks and Urban Conservation Commission shall adopt specific development guidelines for each Overlay Zone area. Any construction, alteration or demolition that would affect the exterior appearance of any structure within said Overlay Zone shall not be undertaken until a Certificate of Appropriateness has been approved by the Landmarks and Urban Conservation Commission. The Code also provides that the adopted specific development guidelines may provide exemptions to the requirement or provide for City staff approval in lieu of Landmarks and Urban Conservation Commission approval. Procedures relating to the issuance of a Certificate of Appropriateness are prescribed in Chapter 14, Article 12, Landmarks and Urban Conservation.

The use of the property as a hotel conforms to its zoning designation.

As a property within the Huning Highland Historic Overlay Zone, the site is already subject to the controls and procedures of this portion of the code. The 2009/2010 redevelopment was approved by the LUCC.

The code does not speak to City Landmark designation. Procedures for the designation of City Landmarks are contained in the LUC Ordinance.

APPLICABLE, ORDINANCES, PLANS, GUIDELINES & POLICIES

Albuquerque-Bernalillo County Comprehensive Plan of 1988, amended 2003

This site is a Historic Resource in terms used in the *Comprehensive Plan*. The plan sets out goals and policies concerning land use, environmental protection and heritage conservation. Chapter II, Section 5, Historic Resources Goals and Policies (pp. II-61-II-62) states:

“The Goal for Historic Resources is to protect, reuse or enhance significant historic buildings and districts.”

The proposal fulfills the Historic Resources goal. Although the property is protected through its location in a HOZ, designation as a City Landmark enhances the image and significance of this property that has important historic associations with the railroad.

Landmarks and Urban Conservation Ordinance

Article 12, R.O.A., 1994 (the Landmarks and Urban Conservation Ordinance) is applicable to this request. The purpose of this ordinance is to:

“Preserve, protect, enhance, perpetuate and promote the use of structures and areas of historical, cultural, architectural, engineering, archeological or geographic significance located in the city; to strengthen the city’s economic base by stimulating the tourist industry; to enhance the identity of the city by protecting the city’s heritage and prohibiting the unnecessary destruction or defacement of its cultural assets; and to conserve existing urban developments as viable economic and social entities.”

§14-12-7 (A) of the LUC ordinance provides criteria for evaluating the suitability of a property for landmark designation:

"Real property may be designated a landmark if it has historical or other cultural significance or integrity, is suitable for preservation, has educational significance, and in addition:

- (1) It is the site of a significant historic event
- (2) It is identified with a person who significantly contributed to the history of the city, state or nation;
- (3) It portrays the environment of a group of people in an era of history characterized by a distinctive architectural style;
- (4) It embodies the distinctive characteristics of a type, period, or method of construction;
- (5) It possesses high artistic values;
- (6) It represents the work of an architect, designer, or master builder whose individual work has influenced the development of the city;
- (7) It embodies elements of architectural design, detail, materials, or craftsmanship which represent a significant architectural innovation;
- (8) Its preservation is critical because of its relationship to already-designated landmarks or other real property which is simultaneously proposed as a landmark;
- (9) It has yielded or is very likely to yield information important in history or prehistory; or
- (10) It is included in the National Register of Historic Places or the New Mexico Cultural Properties Register. The Commission shall also evaluate whether the property, as it would be controlled as a landmark, is suitable for uses allowed by the Zoning Code, including legally nonconforming uses, if any.”

§14-12-7 (B) of the LUC ordinance articulates the procedures for designation of Landmarks. After an application is made, an evaluation of the application is provided by city staff relative to the property’s historic and cultural significance and a report is to include an analysis of the significant features of the property. If the LUCC determines that the property is eligible for designation, the application is forwarded to the City Council for their approval of a designation ordinance.

This is a valid application for landmark designation filed by the property owner who consents to the designation. This staff report constitutes the report as required in §14-12-7 (B)(3).

There are no known planning considerations related to this request. The subject site is in viable economic use, the property is in excellent physical condition, and is located in an established urban area where no major infrastructure or re-development projects are planned that might affect the property. Comments from other departments or agencies were not requested as staff sees no reason that they would be affected by this designation.

Evaluation of Significance

The subject property has historic, cultural and educational significance to the City of Albuquerque. The Hotel Parq Central is the former A&T & SF Railroad Hospital complex. Once the largest hospital in the state, the hospital was built by the Atchison, Topeka and Santa Fe Railroad in 1926. The railroad built several such hospitals along its route from Chicago to Los Angeles (see attachment).

Albuquerque was the division point between the A&T & SF and the A&P railroads, and this influenced Albuquerque's development more than any other single factor. Several substantial buildings for the repair and maintenance of railroad equipment were constructed on South 2nd Street immediately after the arrival of the railroad in 1880. In the following decades, the complex of industrial buildings dedicated to the repair and maintenance of locomotives grew substantially. The A&T & SF railroad was the major employer in Albuquerque between 1880—1930. It is reported that in 1919, the locomotive shops themselves employed a quarter of the city's workforce. Related business included hotels (the Alvarado Hotel in particular), warehouses, lumber mill, and foundry. It is impossible to minimize the influence of the railroad industry on the city's early development.

Work in the railroad industry could be dangerous and accidents were inevitable. From early on the railroads provided their own emergency medical services. In a time when employer sponsored health benefits were not typical, the railroads developed pre-paid health care systems to provide for the emergency and other medical needs of the employees of the railroad. Initially, the A&T & SF medical facility was located in an insubstantial wood building on South Broadway. In 1925, a building permit was issued for the construction of a new medical building at 806 Central Ave. with an estimated cost of \$250,000.

The hospital complex was designed by Amarillo architect Guy Carlander, who reportedly worked in the architectural department of the Santa Fe Railway earlier in his life. Carlander is noted for his work in the art deco style in Texas. Carlander designed several hospitals for the A.T. & S.F. Railroad as well as public buildings in Amarillo.

At various points in time, the hospital also served the greater Albuquerque community. The Memorial Hospital closed its doors in 1982, and subsequently had several health-related

tenants. The buildings were vacant between March of 2007 until the redevelopment in 2009/10 as Hotel Parq Central.

Significant features of the structure which merit preservation

Standing above the street on a hill in the “Highlands”, the A&T & SF Railroad Hospital at one time had a setting that was more intimate with the streetscape. Since its construction in 1926, Central Ave. has been lowered in that location, and the Interstate now looms over the site to the east. The topography of the site is more exaggerated today than it was historically. (See historic photo attachment).

There are three buildings on the site associated with A&T & SF Railroad Hospital: the main hospital building, the smaller former physicians or nurse’s quarters, and the mechanical building. All three buildings contribute to the historic significance of the site. A fourth building, a group of “casitas” on the west site of the site was added in the 2009/2010 redevelopment.

The National Park Service administered rehabilitation tax credits for the recent project and determined that the rehabilitation and associated new development met the Secretary of the Interior’s Standards for Rehabilitation. All three buildings retain a high degree of historic and architectural integrity.

The grey stucco flat roofed primary building is rather unique to Albuquerque. It has been described as Italianate and also as Spanish Colonial Baroque revival in style, however; like many buildings, this building does not rigidly express a particular architectural style. It also reflects a Mediterranean Revival influence with its clay tile roof and arched windows. A trend towards conservative revival styles is seen in Albuquerque in the 1920’s. Institutional buildings such as the Manual Arts Building at Albuquerque High School (1927) the Longfellow School (1927 now demolished) and St. Josephs Hospital (1929/30) are contemporaneous examples of other such revivalist styles.

Projecting wings on the east and west flanks a central three-story cubic bay. A one-story entry porch, another smaller cubic mass with arched openings, projects at the front. The first floor provides a solid base for the building, rusticated quoins surround the window openings and a molding detail separates it from the upper stories. The second and third stories constitute the middle element with windows set in vertical arched openings. The building is capped with a molding, frieze and molded cornice. Ornamental swags and garlands decorate the frieze and accent attic openings. Sweeping staircases with cement balustrades complete the motif and give the building an imposing presence. Originally, a similar porch and staircase was at the rear (south). A relatively small “penthouse” mass with a truncated hip roof tops the building and is set back from the front façade.

The main hospital building was added to and altered in 1958, 1965 and again in 1975. Those post-1926 alterations included additions to the ends of the two wings, the addition of a room on top of the north-facing entry porch and the alteration of the porch and sweeping masonry

staircase on the south (rear) of the building. All of these additions broke the simple symmetry of the original plan, however; in spite of the additions, the overall exterior appearance of the main building is very much as it appeared in 1926 and the building retains a high degree of architectural integrity.

In the most recent rehabilitation, the 1965 upper story (operating room) addition on the north (front) was remodeled and the “penthouse” enclosure on the roof at the center of the building was rebuilt with a slightly higher elevation.

The interior of the building essentially had little remaining character defining features at the time of the 2009/2010 rehabilitation. The National Park Service determined that the hallways helped to convey historic significance and the width of hallways were maintained in the rehabilitation.

Unlike the primary building, the secondary “SANS” building retains historic features on both the interior and the exterior. Described as Mediterranean Revival in style, the two-story building features a truncated hip roof finished in clay tile. One-story entry and side porches have arched openings. The main entry is detailed with a multiple lite arched door and decorative details including quoins and engaged columns. The interior rehabilitation restored wood doors and moldings as well as the basic floor plan.

In its approval of a Certificate of Appropriateness for alterations for the redevelopment for hotel use, the LUCC approved the demolition of the mechanical building. Subsequently, the National Park Service, in its review of a rehabilitation tax credit application for that project, determined that the mechanical building should be preserved. The mechanical building was remodeled on the interior, the distinctive chimneystack was stabilized, and the building is now in use. The building also has a clay tile roof and it is minimally detailed on the exterior. The interior has been extensively remodeled.

Staff identifies the following general features as worthy of preservation:

All three historic buildings on the site.

The original massing of the historic buildings.

Roof tiles and exterior ornamentation on the historic buildings.

Patterns and proportions of original window and door openings on the historic buildings.

The open porch, entrance staircase and balustrade on the north façade of the historic hospital building.

§14-12-7 (C) Addresses development guidelines for City Landmarks. It directs the LUCC to adopt development guidelines specific to the property after approval of a designation ordinance by the City Council.

General guidelines identifying major features recommended to be preserved are included in the LUCC’s recommendation to the City Council and in the designation ordinance, should it be adopted. The ordinance directs the LUCC to adopt “specific” development guidelines at a

public hearing within 45 days of the effective date of the designation ordinance. Such specific guidelines should be consistent with the ordinance.

Staff recommends that the list of features recommended for preservation to the City Council be general in nature. This list will be incorporated into the designation ordinance, and as such, will have the force of law. Flexibility is afforded by the “specific” guidelines to be adopted at a subsequent public hearing. Those specific guidelines can be more detailed, and they can also be amended by the LUCC in the future if warranted or requested. For example, the initial general guidelines might refer to the preservation of ornamental details, and a subsequent set of guidelines might specify which details are included.

This is a large property with distinctive buildings and the LUCC should have time to consider which features and details to include in specific guidelines.

ADDITIONAL CONSIDERATIONS

The Huning Highland, Spruce Park, Silver Hill, Sycamore and Broadway Central Corridors Partnership neighborhood associations were notified of this request. No comment has been received. There is no known opposition to this request.

CONCLUSIONS

The property meets the criteria for City Landmark designation due to its historic, cultural, architectural significance to the City as discussed in the analysis above. The property also meets the criteria (10), it is listed on the National Register of Historic Places and the State Register of Cultural Properties in accordance with its status as a Significant and Contributing building(s) in the registered Huning Highland historic district.

FINDINGS for a approval of a request for a recommendation for City Landmark designation - Case 11LUCC-50030 / Project # 1006976 (July 13, 2011)

1. This is a request by the property owner for a recommendation to the City Council to designate the property at 800/806 Central SE, specifically described as Tract A of Parq Central Hotel, as a City Landmark. The approximately 2.23 acre property is located on the south side of central SE between Elm and I-25.
2. The subject site contains the former A&T & SF Railroad Hospital (Memorial Hospital) and two ancillary buildings constructed in 1926 by the A&T & SF Railroad. The existing historic buildings have recently been rehabilitated and adapted for hotel use. That rehabilitation was reviewed and approved by the LUCC in 2008. The project was also reviewed and approved by the National park Service for conformance with the Secretary of the Interior's Standards for Rehabilitation. The buildings retain a high degree of architectural and historic integrity.
3. The property is listed on the National Register of Historic Places and the State Register of cultural properties as contributing historic properties the registered Huning Highland historic district. The main hospital building is designated as Significant and the ancillary living quarters (SANS) and mechanical buildings are designated Contributing in the Huning Highland Historic District.
4. The A&T & SF Railroad Hospital meets the criteria for designation of city landmark in that it was registered in both the State Register of Cultural Properties and National register of Historic Places in 1978.
5. The A&T & SF Railroad Hospital meets the criteria for designation of city landmark in that it has historic significance rooted in its architecture and its associations with the railroad industry that was critical to the development of the City of Albuquerque.
6. The A&T & SF Railroad Hospital has historical and other cultural significance and integrity, is suitable for preservation, and has educational significance.
7. The proposal meets the Comprehensive Plan goals and policies for historic resources, including to "protect, reuse or enhance historic buildings and districts. Designation as a City Landmark enhances the image and significance of this property that has important historic associations with the railroad.
8. The request fulfills the intent of the Landmarks and Urban Conservation Ordinance in that it serves to preserve, protects, enhance, perpetuate and promote the use of structures and areas of historical, cultural, architectural significance located within the City.

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9. The following features of the A&T & SF Railroad Hospital help convey its significance and should be preserved in any rehabilitation: all three historic buildings on the site; the original massing of the historic buildings; roof tiles and exterior ornamentation on the historic buildings; patterns and proportions of original window and door openings on the historic buildings; and the open porch, entrance staircase and balustrade on the north façade of the historic hospital building.

RECOMMENDATION - Case 11LUCC-50030 / Project # 1006976 (July 13, 2011)

APPROVAL of 11LUCC-50030 / Project # 1006976, an application for a recommendation of approval for City Landmark designation for the A&T & SF Railroad Hospital complex, located at 800/806 Central SE, between Elm St. and Locust Ave. SE (I-25 ramp). This property is more specifically described as Tract A of Hotel Parq Central, a Contributing property in the Huning Highland Historic Overlay Zone, zoned SU-2/SU-1 based on the above 9 Findings.

**Maryellen Hennessy, Senior Planner
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Attachments

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