

CITY OF FLAGSTAFF HERITAGE PRESERVATION COMMISSION

STAFF REPORT – Teatro Restaurant Storefront

CERTIFICATE OF APPROPRIATENESS

PZ- 21-00210

Address: 16 N San Francisco

DATE: Sept 8, 2021

MEETING DATE: September 15, 2021

REPORT BY: Mark Reavis, AICP, NCARB

BACKGROUND

The Herman Building that this storefront has had significant changes to this bay of the façade and at one time in its life was a theatre. Documentation presented notes that the original storefront has been lost and many and varied changes have occurred. The brick building has 2 storefronts but has retained its brick work overall upper façade and its historic brick cornice corbel detailing. This area of N San Francisco St leads people into the Downtown District north of Route 66. The property is listed in the National Register and is a contributing element within the Railroad Addition National Register District and is within the Downtown Overlay Design Review District. By being within the overlay the project is subject to design review under requirements of the “Design Handbook for Downtown Flagstaff”. The handbook first published in 1990 and revised in 1997. The handbook has specific guidance language in separate categories: historic buildings, rehabilitation of existing buildings, sign design, design guidelines for color, new buildings, and site design. The Handbook addresses additions in a general way under “Rehabilitation Guidelines for All Existing Buildings”. The Design Handbook for Downtown Flagstaff” will be the primary document for design review compliance.

PREVIOUS HPC DECISIONS

This property has had previous HPC reviews with some change over in restaurants with signage in the most recent reviews.

REQUEST

This is a request for a Certificate of Appropriateness for a new façade storefront infill and associated signage. The project is located within the Downtown Overlay Zone. A previous review was conducted by the HPO for a demolition permit to remove non-historic façade components. The Architect’s documentation was previously provided to the HPO noting the loss of the original historic storefront.

NOTE: The Commission review will need to determine if the proposed aspects of the design will not adversely affect the integrity of the historic property. The Heritage Preservation Commission has the sole authority to approve exemptions to requirements.

STAFF RECOMMENDATION

Staff recommends approval of the Certificate of Appropriateness. The new proposed storefront façade rehabilitates the storefront in a design that is more in keeping with the historic nature of the building and is compatible with the sister façade to the north in this building and others along this block. The architect has shown that no significant adverse effect has taken place on the integrity of the historic structure and its historic neighboring properties. The HPO finds that the proposed new work is more in keeping with the historic aspects of the building by reintroduction of upper transoms and division of the storefront. The project meets requirements of Design Handbook for Downtown Flagstaff and follows principles of the US Secretary of the Interior’s Standards for Rehabilitation. The HPO recommends a Certificate of Appropriateness based upon the following:

INTENT

The purpose of the Downtown Overlay is to review the appropriateness of proposed changes to historic buildings with guidance by the Design Handbook for Downtown Flagstaff: *“This handbook is included as a guide to the Commission in making consistent decisions on the appropriateness of proposed changes. Interpretation should be neither overly strict nor too permissive. In making its decisions, the Commission will consider the historic value of the building, its prominence and significance to the district, the state of physical deterioration, and the economic factors of repair, replacement, or renovation.”*

The Secretary of the Interior’s Standards are incorporated into reviews by reference.

10-30.30.060 Development of a Landmark Property and Property within a Historic Overlay Zone, Process “C”: “Prior to the granting of any required approvals or permits and prior to the commencement of any work on a landmark property or within a historic overlay zone, the Heritage Preservation Commission or the Historic Preservation Officer shall review all work proposed and approve or conditionally approve the work in the form of a certificate of no effect, certificate of appropriateness, or certificate of economic hardship”.

Scope of Work

The Certificate of Appropriateness is applicable (Flagstaff Zoning Code 10-30.30.060E.) in the case of this property. The impact to the significance and integrity of surrounding historic properties and the compatibility with the approved design guidelines for the zone and nearby adjacent structures are a consideration for this level of review.

Required Findings for:

E. Certification of Appropriateness.

1. Applicability. This approval is appropriate if the proposed work alters a cultural resource, but does so in such a way that is compatible with the historic or archaeological character of the resource and all major impacts are mitigated such that the work does not diminish, eliminate, or adversely affect the significance or integrity of the resource.
2. Criteria for Approval. When approving a certification of appropriateness, the Heritage Preservation Commission shall find that:
 - a. The proposed work is consistent with the purpose and intent of this division;
 - b. The proposed work is compatible with its context:
 - (1) The appropriate context for a landmark or a historic property is the property itself and, to a much lesser extent, the surrounding properties and neighborhood;
 - 2) The appropriate context of work in a historic overlay zone is the significant portions of the property itself, the surrounding properties, and the neighborhood;
 - c. The cultural resources associated with the proposed work have been sufficiently sought, identified, and evaluated;

- d. Major impacts on cultural resources are sufficiently mitigated; and
- e. The proposed work is consistent with applicable development standards and design guidelines. See also subsection (G) of this section, Development Standards and Guidelines.

G. Development Standards and Guidelines. The following standards and guidelines apply to all approvals granted pursuant to this section:

1. City Code, Title 10, Zoning Code. The Heritage Preservation Commission and the Historic Preservation Officer shall apply the development standards and guidelines provided in Section [10-30.60.050](#), Compatibility, as criteria for determining the appropriateness of a development proposal.

2. Industry Standards and Guidelines.

b. *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings.*

c. *Preservation Briefs* and other similar best practice documents published by the National Park Service.

3. Zone-Specific Development Standards and Guidelines. These standards and guidelines are available from the Planning Section.

a. *Design Handbook for Downtown Flagstaff (1997);*

Downtown Historic Overlay Design Guidelines

“The Downtown Overlay (DOZ) zone applies to areas of the City subject to the Downtown Historic Design Review Overlay District Guidelines and Design Standards and Guidelines with design review by the Heritage Preservation Commission for the development of properties located within the boundaries of the zone.” (Flagstaff Zoning Code 10-40.50.030 Overlay Zones). **DO.** The Downtown Overlay (DO) zone applies to areas of the City subject to the Design Handbook for Downtown Flagstaff for the development of properties located within the boundaries of the zone.

a. The requirements of the DO zone are intended to promote the preservation and unique character of all structures within the zone.

The following design guidelines apply to this case:

Design Handbook for Downtown Flagstaff: “Rehabilitation Guidelines for all Existing Buildings” (applicable sections addressed in Architect’s narrative in compliance with Handbook and US Secretary Standards).

- R13 – Avoid new additions or alterations that would hinder the ability to interpret the design character of the original building.
- R14 – Where new additions are planned that have no historic basis, design them to be as inconspicuous as possible.
- R15 – When locating additions to historic buildings, maintain the pattern created by the repetition of similar building fronts.

Secretary of the Interior’s Standards for the Treatment of Historic Properties – Rehabilitation

The applicable Standards for Rehabilitation are 1-5 and 9 & 10.

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships. 2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided. 3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken. 4. Changes to a property that have acquired historic significance in their own right will be retained and preserved. 5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved. 9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment. 10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Relevant NPS Guideline – Additions to Historic Buildings – “Recommended”

Constructing a new addition so that there is the least possible loss of historic materials and so that character-defining features are not obscured, damaged, or destroyed. Designing new additions in a manner that makes clear what is historic and what is new. Design for the new work may be contemporary or may reference design motifs from the historic building. In either case, it should always be clearly differentiated from the historic building and be compatible in terms of mass, materials, relationship of solids to voids, and color.

HPO Recommended Motion:

Approve the façade design as submitted by the Architect that includes the plan set and documentation. Approve the sign design ensuring that the mounting does not impact the upper facades historic brick and is reversible.

DISCUSSION

COMMUNICATION BACKGROUND

This property and the selected design decisions have been discussed by emails between the HPO and the project Architect.

CERTIFICATE OF APPROPRIATENESS

The Certificate of Appropriateness is the correct review for addition to the building within the Downtown Historic Overlay Zone with the stated and included submission. In the Downtown Overlay, the HPC retains the sole authority to approve modifications to historic buildings that do not meet the Zones Design Guidelines, the National Park Service Standards for Rehabilitation and guidelines and City of Flagstaff’s additional design requirements.

HISTORIC ERA INTEGRITY

The Heritage Preservation Officer Mark Reavis, AICP, NCARB has reviewed the property and has determined the building has a diminished historic integrity. Project proposes to remove the mid-century, as well as the previous changes to the storefront portion of the building for the south façade of the Herman building.

ARCHITECTURAL DISCRIPTION & History:

This circa 1916 (extensive façade modification 1955) **Brick Commercial style of architecture** is in the Railroad Addition Historic District in downtown Flagstaff (National Register, 1982). It features a simple brick upper façade with brick parapet cornice and has 2 storefront commercial bays. The building is of concrete construction and brick facing. The building is associated with the prominent Herman Family.

PROPOSED CHANGES

The proposed changes to the southern bay of the storefront façade is removing all existing non-historic components and replacing with a compatible modern façade that is in keeping with the original historic patterns of similar remaining storefronts in the district. The sign proposed is a prominent new installation that meets the intent of identifiable new adaptive reuse mounted to not impact the historic brick and is reversable.

DESIGN CRITERA

The Architect's addressed the following:

- Documentation that no original 1916 façade fabric remained such as upper storefront transoms.
- That the façade changes overtime did not represent a quality of design that had become significant in its own right.
- That the facing that covers historic brick piers is to be removed.
- That the new design is identifiable as new façade infill but is compatible with the historic architecture of the building and the district.

Basis of Report:

The information in this summary report was derived from the application to the Heritage Preservation Commission, requests for additional information from the Architect, the Flagstaff Zoning Code, and the Downtown Historic Design Review Overlay District Requirements noting the Design Handbook for Downtown Flagstaff and Federal US Secretary of the Interior's Standards and Guidelines and other relevant Historic Preservation Resources.

Evaluation of Effects

The proposed façade infill work does not adversely impact the historic appearance of the building as a whole and is in compliance with the various design reviews provisions, Standards and Guidelines.

Consideration of past Overlays

Staff has looked toward past reviews in the Downtown Overlay and did find similar situations. The proposed work enhances the historic nature of the buildings by reestablishing historic proportion and patterns to the storefront.

OPTIONS FOR COMMISSION DECISION-MAKING:

- 1) The Commission could approve a Certificate of Appropriateness for the submitted architectural package and recommendations in the HPO Staff Report
 - 2) The Commission could request modifications to the proposal and include them as conditions of approval – or –
 - 3) Continue the HPC review to a date certain and ask the applicant to come back with a modified proposal that meets those conditions.
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ATTACHMENTS:



