

**CITY OF FLAGSTAFF HERITAGE PRESERVATION COMMISSION
STAFF REPORT – Headline Salon**

CERTIFICATE OF APPROPRIATENESS

PZ- 21-00257

Address: 119 E Aspen Ave

DATE: Nov 10, 2021

MEETING DATE: November 17th, 2021

REPORT BY: Mark Reavis, AICP, NCARB

BACKGROUND

The Historic Bikker Office Building aka “Power Hat Shop” is a storefront of an intact 1915 remodeling of a 1897 building. Its unique features are its corner entry and column and decorative brick a pebble finish. 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 changes in a general way under “Rehabilitation Guidelines for All Existing Buildings” and guidance for “Historic Buildings”. The Design Handbook for Downtown Flagstaff” will be the primary document for design review compliance. The Flagstaff Zoning Code Heritage Preservation 10-30.30 notes the US Secretary of the Interior Standards with Rehabilitation being the primary review that is applicable.

PREVIOUS HPC DECISIONS

This property has not had previous HPC reviews. There have been some minor changes to the building’s fenestration, but the 1915 design remains largely intact.

REQUEST

This is a request for a Certificate of Appropriateness for window and door replacements.

CERTIFICATE OF APPROPRIATENESS ISSUE

The submission for the window replacement included showing various actual windows propped up against the historic windows that were selected and pre-purchased. With the prepurchase of the windows this limited the HPO in reviewing the project as a Certificate of No Effect and that the project required review by the HPC as a Certificate of Appropriateness or possible a Certificate of Economic Hardship. There are indications in the submission that some or all of the windows selected will not be an adverse effect, but the submission is lacking in specifics related to windows to be replaced, a provided plan and installations details.

STAFF RECOMMENDATION

The HPO recommends that a decision for Certificate of Appropriateness be delayed to a date certain for the applicant to submit additional information so that the HPO can evaluate the proposed window replacements effect on the historic status of the property and provide a staff report in evaluating an amended submission.

OPTIONS FOR COMMISSION DECISION-MAKING:

- 1) The Commission could approve a Certificate of Appropriateness for the submitted package -or-

- 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 Downtown Design Review Requirements working with the HPO for compliance.
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HPO Recommended Motion

Continue the HPC review to a date certain and ask the applicant to come back with a modified proposal that meets Downtown Design Review submission requirements, working with the HPO for compliance.

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” and “Special Design Guidelines for Historic Buildings”

- R13 – Avoid new additions or alterations that would hinder the ability to interpret the design character of the original building.
- H1 - Respect the original design character of the building.
- H3 – Avoid removing or altering any historic material or significant architectural features.
- H4 - Maintain existing significant stylistic elements.
- H6 – Minimize the removal of historic elements.
- H7- Replace only missing portions of original elements where economically and physically feasible.
- H11- Preserve older alterations that have achieved historic significance in themselves.
- H12 – More recent alterations that are not historically significant may be removed.

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

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

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.

DISCUSSION

COMMUNICATION BACKGROUND

This property and the selected design decisions regarding the window replacement were very limited. The communications did not include the building owner with limited information provided by the contractor. An architect did not provide the submission but was consulted. The project was received for review because of the prepurchase of the windows and the HPO wishing for the HPC to comment on this prepurchase with the HPC providing direction.

CERTIFICATE OF APPROPRIATENESS

The Certificate of Appropriateness appears to be the correct review for this building within the Downtown Historic Overlay Zone but reserves the determination that a Certificate of Economic Hardship may be applicable because of the prepurchase of the windows.

HISTORIC ERA INTEGRITY

The Heritage Preservation Officer Mark Reavis, AICP, NCARB has reviewed the property and has determined the building has a high degree of historic integrity.

ARCHITECTURAL DISCRIPTION & History:

The Bikker Office Building (aka Power Hat Shop) is a brick one story structure with a rectangular plan measuring 15' x 50'. The main façade faces north toward Aspen, but the west façade is equally visible at it faces onto the alley. The building features a distinctive arched entry supported by a doric column at the NW corner angled entry. The decorative brick cornice and glazed brick hood frame the window opening. The remainder of the façade surface is finished with a pebble stucco. The low parapet conceals the flat roof.

The building is note worth for its architect and its corner entry which were the product of a 1915 remodeling by Mr. Bikker of a harness hop built in 1897 by Aston and Ramsaur. The Power Hat Shop occupied the front portion of this building for approximately 25 years.

PROPOSED CHANGES

The proposed changes are to replace the original window with compatible new units. There is some indication that some of the distinctive upper colored glass and divisions will be reinstalled, but the submission is not clear.

DESIGN CRITERA

The submission requires clarification and notations of addressing design criteria.

Basis of Report:

The information in this summary report was derived from the application to the Heritage Preservation Commission, with requests for additional information from the initial submission. The Flagstaff Zoning Code 10-30.30, and the Downtown Historic Design Review Overlay District Requirements were utilized, 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 window replacement submission can't be fully evaluated for 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.