

CITY OF FLAGSTAFF HERITAGE PRESERVATION COMMISSION

STAFF REPORT

CERTIFICATE OF APPROPRIATENESS

PZ-21-00182-03

Address: 312 N Mogollon

DATE: 2/8/2022

MEETING DATE: February 16th, 2022

REPORT BY: Mark Reavis, AICP, NCARB

BACKGROUND

The existing stucco garage and the stone building behind is a collection of 2 structures constructed over several decades and located at 312 N Mogollon. The earliest found date in county records is for construction on the site in 1956 and likely associated with the garage or aka Harpers furniture business warehouse. It has been established that a much earlier construction date is assigned to the stone building. Some information has been obtained from an adjacent neighbor's recollection that the stone building was constructed in 1937 or around that period of time. The original use of the stone building was a chicken house facility with processing and the sale of chickens, eggs during WWII and some time afterwards. It should be noted that the primary utilization of both the garage and stone building has been storage and that the stone building's north wall encroaches into the alley right-of-way by more than 1 foot and various aspects of the stone building have been modified over time. The garage and the stone building currently occupy much of the 5,369 SF of the parcel. The project has proposed to demolish the stone back building and retain the large garage. The garage is set back slightly from the Mogollon frontage and has 2 large overhead garage doors and features a false front appearance with its rectangular façade. The project is located within the Townsite Overlay Zone and subject to its design review requirements and is at the transition point of being just outside of the National Register Townsite District. The building is not listed.

Of a primary concern from the neighbors that have contacted the HPO is the continuation of their property's sewer service. It has been noted that potentially several sewer services go to the alley and run under the property with the sewer runs being Orangeburg bituminous pipes. It is unknown regarding the location of these lines but the architect has been informed. An adjacent backing neighbor has noted that the removal of the stone building will open up his yard with the new yard and fencing is required.

PREVIOUS HP DECISIONS

There are no previous Historic Preservation decisions pertaining to this property found.

REQUEST

This is a request for a Certificate of Appropriateness for an addition to the existing garage with the garage's footprint at approx. 1,200 SF. The new construction plans for an approx. 595 SF ground floor footprint added to the east of and abutting the garage and capping the 2nd floor with approx. 1,400 SF with 1/3rd over the ground floor portion and 2/3rds placed over the existing garage. The request includes the demolition of the alley encroaching stone building on the back of the parcel.

STAFF RECOMMENDATION & FINDINGS

Staff finds that the street fronting façade modification to the garage are in compliance with the intent of Townsite Overlay Zone standards & guidelines and improves upon the current design appearance of the garage. Though the design standards note that "Garages shall not be at the house frontage" this design standards intent was for new construction and placement of new garages and not the adaptive reuse of an existing garage. The Townsite Standards also note that the structure closest to the street is the

“Primary” structure and does not specify age as a criterion for a primary structure or designate historic importance. Since the stone building is at the back of the site, has had modifications from its original historic use, is not of exceptional architectural value and encroaches upon the alley that its preservation is not supported nor that a Cultural Resource Study is required within the context of the Townsite residential neighborhood and its use for commercial purposes. Removal of the stone building provides the required yard area. Staff finds that the design establishes a street facing entry and utilizes the extensive use of gable forms typical of Townsite Craftsman Bungalow architecture. Staff feels that the architect has met the bulk of design criteria in working with and adapting an existing garage structure and improving its compatibility with the overlay. The project is within the Townsite height limits for a primary residential structure and utilizes 6:12 roof pitches. Staff recommends that the Heritage Preservation Commission approve the changes to the building as architecturally appropriate and that the project does not adversely impact the nearby historic structures. The recommendation includes an HPC review of 2 exceptions called out in the Townsite design review document.

That the proposed design meets the design review intent with the Townsite with the condition that a privacy fence be installed at the east end and that the building plans under development comply with all applicable code and zoning standards of the R1N and Townsite Overlay Zone.

RECOMMENDED MOTION

Approve the Certificate of Appropriateness for 312 N Mogollon with the condition to provide a privacy fence at the east boundary of the parcel and with the following exemptions:

- **The garage as an adaptive reuse is allowed “at the house frontage” and**
- **A cultural resource study letter report is not required for demolition of the stone structure.**

INTENT

The purpose of the Townsite Overlay is to address “many concerns of property owners with regard to construction of homes that are significantly larger than surrounding historic homes, designs not in keeping with the neighborhood, and siting that intrudes upon privacy or blocks the light and views of existing homes.” The Townsite Overlay is a hybrid of a historic and character overlay that “allows preservation, restoration, new construction, remodeling and demolition. The Secretary of the Interior’s Standards are incorporated into this document 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 312 N Mogollon is in a design review within the Townsite Overlay zone. 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 district are the primary considerations 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.

Townsite Historic Overlay Design Guidelines

“The Townsite Overlay (TO) zone applies to areas of the City subject to the Townsite Historic Design Review Overlay District Design Standards and Guidelines and 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).

The Townsite Historic Design Review Overlay District Design Standards and Guidelines and Historic Preservation Resources states “New construction, additions, or alterations shall follow the design of the district's certain recognizable qualities.”

The following design guidelines apply to this case:

Architecture, Materials, Details, and Colors

Standards

B. Site

3. Garages shall not be at the house frontage. The intent is to follow the historic pattern where garages were a secondary structure and set back from the house frontage. The front door was the primary entrance.

D. Development Massing, Height, and Proportions

1. Structures that exist at the time of the district designation (Date, 2006) are the primary structure. In case of multiple existent structures at that time, the structure closest to the street is the primary structure. New primary structures shall be placed forward on the site relative to all other structures.
2. Each property shall have only one primary structure and no point on the primary structure shall exceed 25 feet in height, measured from existing or natural grade, excluding chimneys, towers, and similar non-habitable architectural projections

E. Roof Pitch

1. Pitches for main roofs in new construction shall be over 6:12. Porches, dormers, and similar lesser roofed areas may have shallower pitches.

F. Architectural styles and building materials are not limited to the existing neighborhood examples, but new work shall be compatible with the neighborhood and maintain high quality of design.

1. Materials, details, and colors shall be compatible with historic structures on an individual property and compatible with the surrounding neighborhood.

H. Demolition

1. If a building is over fifty years old and is to be demolished, it is required that an archival record be created with photographs taken, building construction materials and techniques documented, historical knowledge or value recorded, and a file created and deposited in a designated location (public library archive, Pioneer Historical Museum or NAU Special Collections). Follow the Arizona State Historic Preservation Office Guidelines for documentation of resources being destroyed. Documentation must be approved by the Historic Preservation Commission prior to obtaining a permit for demolition.

Guidelines

2. Front porches/stoops face the street or are in close proximity to the street providing for neighbor contact.
3. Architectural details that are typical can be seen on existing historic homes and these homes can be used as models for future designs.
6. Preserve neighbor views and privacy and minimize impact to neighbors. Respectful orientation to neighbors' views and privacy should be an ongoing concern throughout the design process. Look at your design from the neighbors' lots.
 - a. Orient windows to protect neighbors' privacy. You may not want to see them anymore than they want to see you. Placing windows higher or using translucent glass respects privacy.
 - b. Buildings on the lot could be sited to not block views. There is no City mandate on views – this is strictly between you and the neighbor. Visit neighbors' houses to see the impact your new building may have on views.
 - c. Windows at streetside are to scale with neighborhood character in order to maintain visual continuity with respect to size, style and height.

Exceptions

The Historic Preservation Commission may, at its sole discretion, modify the requirements of these standards and guidelines when in the opinion of the Commission, an exception is warranted based for design consistency such as in the case of alterations to existing non-conforming structures, cases where an exception is necessary to accommodate an appropriate architectural style, cases where an exception is warranted based on the development of immediately adjacent properties, and other similar circumstances determined by the Commission.

DISCUSSION

PROPOSED CHANGES

The project proposes to demolish a nonconforming commercial storage use and replace it with 1 primary residential structure, and it removes a portion of the building encroaching into the easement of the alley. The proposed changes to the garage consist of a second-story addition on top of a portion of the garage and a smaller at grade new construction with kitchen and living area attached to the back wall of the garage. The added second floor has a setback of 15 feet from Mogollon with its gable end form and the remainder of the flat garage roof is extended west with a new gable garage roof. Architectural exterior modifications and expressions of Townsite architectural forms are proposed. The exterior improvements of the proposal include the addition of a front gable roof modifying the garage frontage (previously noted), garage door eyebrow and new garage doors with the retention of existing garage windows. The new addition capping the garage looks toward the use of various gable roof forms reminiscent of the Townsite craftsman bungalow features. The materials selected is an extensive variety of siding materials that are noted as used within the Townsite and applied in a historically sympathetic manner. The placement of the new at grade component of the building is limited to meet maximum site coverage requirements and will need to include a site plan improvement of a fence at the east of the parcel necessary with the removal of the stone building at the property line.

Commission has the sole authority to approve exemptions to design criteria, standards and guidelines in the Townsite Overlay.

DESIGN CRITERIA

According to the Townsite Overlay Standards, only the Heritage Preservation Commission may use its discretion to allow for exceptions to the design criteria. The project design shows architectural forms, massing and scale that is compatible with the neighborhood. The addition is a 2-story form introduces a dormer appearance of forms in its architectural expression that matches various existing Townsite homes in the area with similar architectural forms as is called out in the design review document. The overlay zone design criteria look toward impacts of new construction imposing itself on adjacent neighbors. The level of refined details of new construction is a balance between the era of the existing building and looking at older historic homes within the neighborhood. Materials used should be consistent with that of the neighborhood where newly introduced materials should be limited in use, with the proposed use of metal wainscotting on the base of the garage being a newer material of limited application.

The revised garage face of the street facing façade does not have fenestration but introduces 2 new gable roof forms and is the primary façade in design review considerations. Though the 2 garage door locations remain, new garage doors are proposed, and a bracket supported eyebrow is added above the garage door openings. The at grade addition on the back of the garage does have the entry door that faces the front of the street, with its entry door is protected by a porch roof supported by a column. A walkway is extended to the entry point from the street. Though the entry is further back in the site it does meet the Townsite's design intent of a main street facing entry. Materials and basic forms proposed are in keeping with the overlay's architectural forms with a current architectural interpretation. The new gable garage roof caps the one-story garage and the new additions gable roof steps up the ridgeline to the 2nd story. The main ridge intersects with additional gable forms with 2 gable forms on each side of the upper floor's addition. Architectural forms are presented in this design along with representations of proposed materials. The north facade of the building is separated from the adjacent residential neighbor by the alley and there is a substantial open area between the southside of the project and the existing 3/4-century modern building to the south. There is one window on the east gable end of the upper floor but is separated by the new area of yard. Windows are planned to protect privacy. The removal of the encroaching stone building opens the east side of the parcel for the opportunity of a new landscaped yard.

The project is located within the Townsite Overlay Zone as noted, with the review focused on meeting the design criteria of the established Townsite Overlay Zone. The Commission review will need to determine if the addition adversely affects the adjacent historic properties and if it improves the compatibility of the existing garage within the context to the Overlay Zone. The Heritage Preservation

Basis of Report:

The information in this summary discussion was derived from the application to the Heritage Preservation Commission, the Flagstaff Zoning Code, and the Townsite Historic Design Review Overlay District Design Standards and Guidelines and Historic Preservation Resources.

Evaluation of Effects

Staff (Mark Reavis, Heritage Preservation Officer, AICP, NCARB) finds that the front façade modification to the garage improves residential compatibility within the transitional architectural context of the neighborhood. The project has established an entry door that faces the street with a covered porch expression. The overall composition of the new work adds significantly to the compatibility of the building's face and sides with its new compatible context within the neighborhood, meeting the design standards of the Townsite Overlay Zone. Other architectural enhancements such as the bracket supported gables are compatible improvements. The new addition to the garage improves the residential character of the building from a commercial utilization. The addition as a 2-story form with roofs of varied gable faces is adding interest. The additions ridge height complies with being under 24 feet. The size and scale of the addition does not appear to have adverse impacts to the adjacent properties.

The context of the neighborhood is an eclectic mix of 2 historic era homes to the north, 1970s modern unit to the south and a larger apartment building across the street. New architectural design should not be completed to fully simulate earlier architecture of the area but be recognized as a product of its own time. With this in mind, materials proposed should be evaluated and confirmed as compatible with the neighborhood and modified if required under overlay review criteria. When viewed in its entirety the project does improve the compatibility of the existing garage within the context of the neighborhood when reviewed under the guidelines of the Townsite Overlay Zone.

Consideration of past approvals in the Townsite Overlay

Staff has reviewed past approvals (consent and commission) in the Townsite Overlay. Reviews of non-historic property improvements have been generally based upon enhancements that improve compatibility within the neighborhood and the overlay zone. Privacy impacts have been considered in past reviews. Past reviews have been with additions to the footprint of property within the Townsite while this project reduces lot coverage. The project does propose adding a second floor that is within the 24-foot height limitation.

Posting Notices

Hearing Notices have been posted on site 15 days prior to the public hearing, while meeting information for review are posted electronically. Photo documentation of posting was received more than 15 days prior to the required posting date.

OPTIONS FOR COMMISSION DECISION-MAKING:

The Historic Preservation Commission (HPC) may:

- (1) Approve per the staff recommended motion – or –
- (2) The Commission could request modifications to the proposal and include them as conditions of approval, such as including a letter report prior to demolition – 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 – or -
- (4) Deny Certificate of Appropriateness and require Certificate of Economic Hardship or submittal of an alternative design that meets all Townsite Overlay Requirements.

ATTACHMENTS:

Project elevations, plans, survey, context street view photos and posting

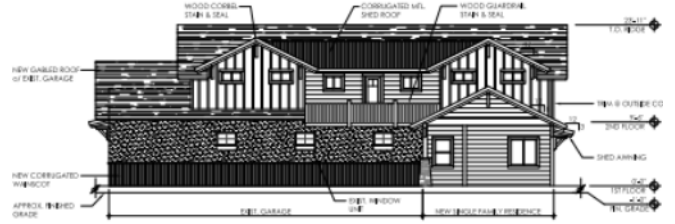


3 PRELIMINARY WEST ELEVATION
 SCALE: 1/8" = 1'-0"

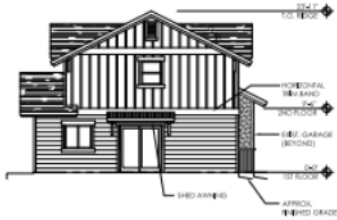




PRELIMINARY WEST ELEVATION
SCALE: 1/8" = 1'-0"



PRELIMINARY SOUTH ELEVATION
SCALE: 1/8" = 1'-0"



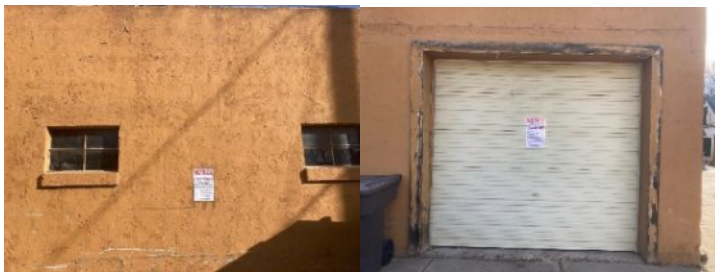
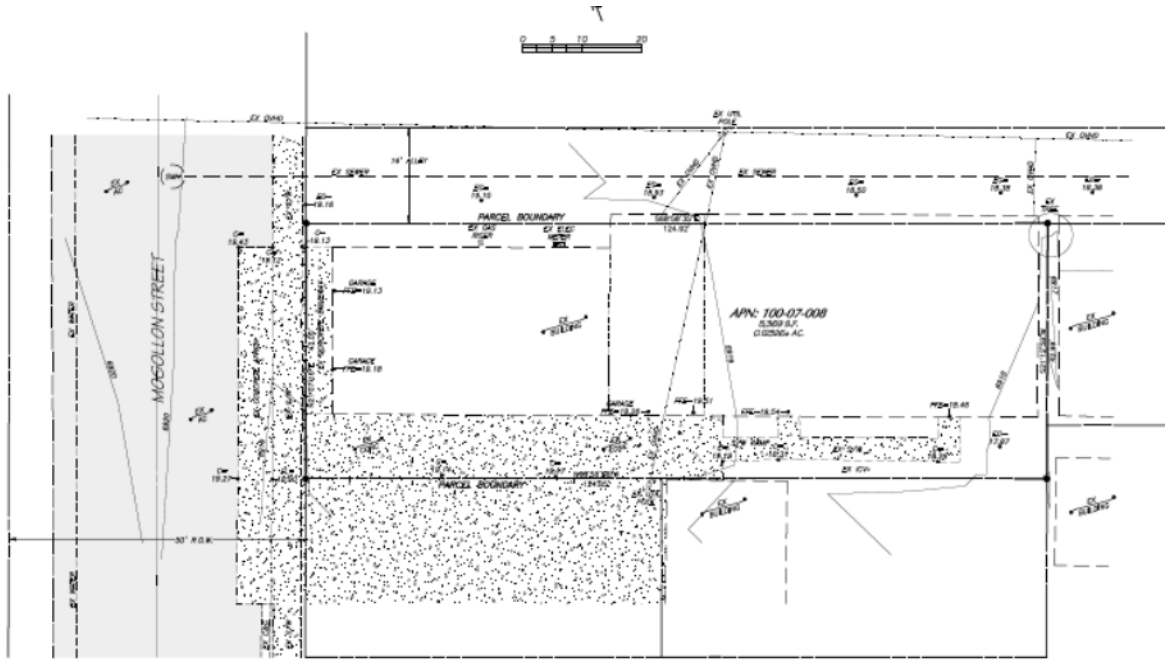
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SCALE: 1/8" = 1'-0"

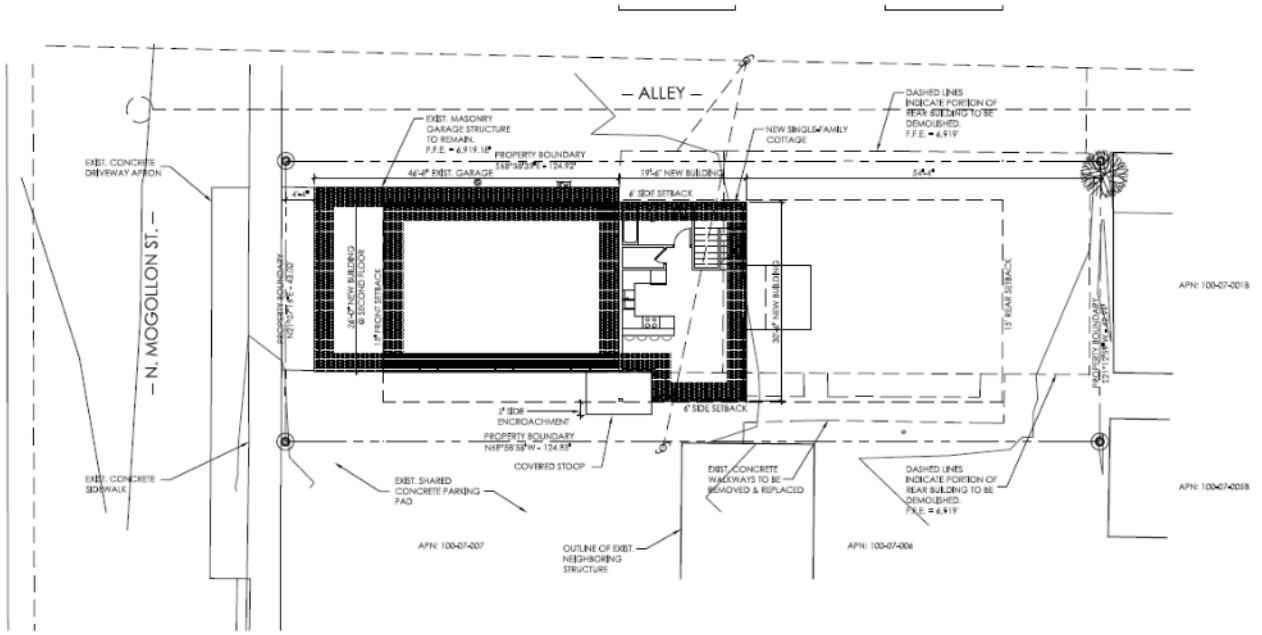
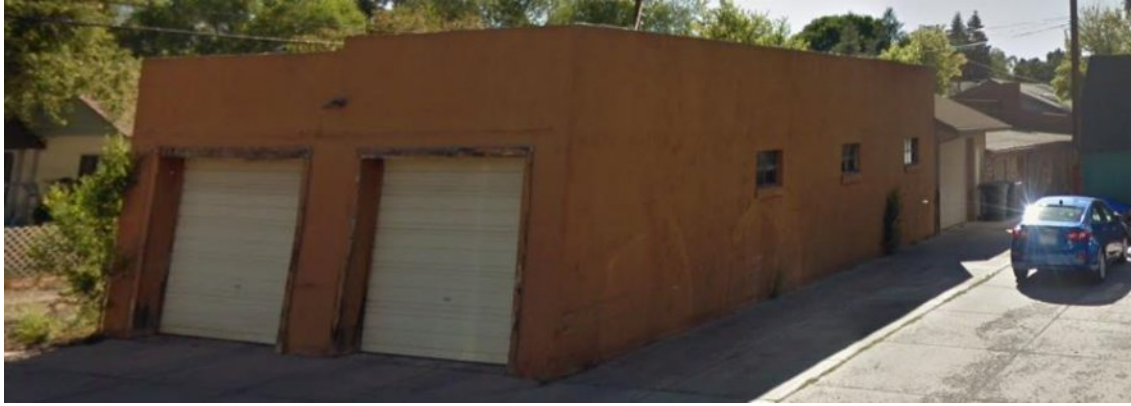


PRELIMINARY NORTH ELEVATION
SCALE: 1/8" = 1'-0"

EXTERIOR FINISH LEGEND & SCHEDULE:

LEGEND	MATERIAL	DESCRIPTION / COLOR
	COMPOSITE SHINGLES	HIGH DENSITY ASPHALT COMPOSITE SHINGLES "DIAP. 118" OR EQUAL w/ (1) LAYER 48# FELT w/ ROOF STRUCTURE
	CORRUGATED MET. ROOF	CORRUGATED MET. ROOF PANEL w/ NATURAL RUST FINISH (DARK RUST COLOR)
	STUCCO	CEMENT BASED STUCCO SYSTEM w/ SHIP FROWEL COLOR: "FELTED WOOL" SW 9171
	HORIZONTAL TRIM	CEMENT BASED HORIZONTAL TRIM w/ 8" EXPOSURE. COLOR: "FELTED WOOL" SW 9171
	WOOD BOARD & BATTEN	WOOD BOARD & BATTEN FINISH. COLOR: "ROCK BOTTOM" SW 7062
	CORRUGATED MET. SIDING	CORRUGATED MET. SIDING PANEL w/ NATURAL RUST FINISH (DARK RUST COLOR)
	STONE VENEER	NATURAL STONE VENEER, LOCAL MALAPEN, OR SIMILAR, COORD. w/ OWNER
	WOOD ELEMENTS	STAINED & SEALED CORBELS & COLUMNS
	WINDOWS & SLIDING DOORS	VINYL WINDOWS & SLIDING DOORS
	GARAGE DOORS	STEEL





ARCHITECTURAL SITE PLAN
 SCALE: 1" = 10'
SITE PLAN LEGEND

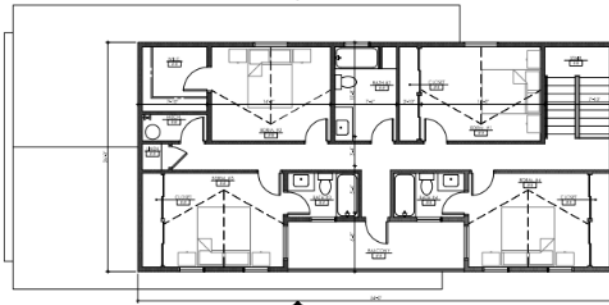
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- PERIMETER OF EXISTING BLDG. FOOTPRINT

NORTH





PRELIMINARY FIRST FLOOR PLAN



PRELIMINARY SECOND FLOOR PLAN

