

CITY OF FLAGSTAFF HERITAGE PRESERVATION COMMISSION

STAFF REPORT

CERTIFICATE OF APPROPRIATENESS

PZ-23- 00055

Address: 314 N Mogollon Street

DATE: 4/11/2023

MEETING DATE: April 19, 2023

REPORT BY: Mark Reavis, AICP, NCARB

BACKGROUND

The existing property improvements located at 314 N Mogollon Street are within the Townsite Design Review Overlay Zone but are outside of the Townsite National Register Historic District by approximately half of a block. By being within the overlay the project is subject to Design Review but is not considered as contributing to the Historic District. The historic context is disjointed outside of the historic district with some newer construction in the area, but the architect has looked toward the aspects of the historic district in making architectural decisions as called out in the design standards. A "Certificate of Appropriateness" considers criteria for architectural style, placement on the site, massing, height, proportions, roof pitch, materials, and other design criteria and privacy concerns. It is primarily the architectural design aspects of structures to be rehabilitated and placement on the site of new construction that are to be evaluated.

314 N Mogollon currently has a small 1-story primary home facing Mogollon Street, a unique half & half shared garage with the northern neighbor (not historic) straddling the property line, and an old small outbuilding garage abutted against the short north-south alley. The owner & architect have chosen to historically rehabilitate the home, demolish the shared garage (with adjacent neighbor permission) and demolish the outbuilding garage. The proposal includes a new compatible and subservient Accessory Dwelling Unit (ADU) with an attached single car garage placed at the back of the site. The interior yard area between the ADU and the home exceeds requirements. The HPO has visited the site and had several discussions with both the owner and the architect to refine design compatibility with the Overlay.

PREVIOUS HP DECISIONS

There was no previous Historic Preservation Commission decision.

REQUEST

Certificate of Appropriateness: Approve a Certificate of Appropriateness for rehabilitation of the primary home and the construction of a new ADU with attached 1-car garage placed subservient to the existing home. The application and submitted documentation call out the demolition of the shared garage and the demolition of a deteriorated storage/garage outbuilding.

STAFF RECOMMENDATION

Approve a Certificate of appropriateness for the rehabilitation of an existing primary home, the demolition of a shared garage, demolition of a storage/garage building and the construction of a detached ADU with attached single car garage.

RECOMMENDED MOTIONS: Approve a Certificate of Appropriateness for a primary existing home's rehabilitation and the construction of an Accessory Dwelling Unit (ADU) with the demolition of 2 garages at a property located at 314 Mogollon Street.

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 314 N Mogollon is in the design review of 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 the Townsite 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 is 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 and allowable 2-foot increase for raised wood floor construction, 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.

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 “viewscales” 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.

DISCUSSION

PROPOSED CHANGES

The project proposes the placement of a new ADU at grade and placed behind the primary existing home. 2 existing garages are proposed to be demolished. Existing and new construction is limited to be less than the maximum site coverage requirements of the zoning code. The home and ADU both 1-story height, roof slope, materials and other factors are consistent with homes within the Townsite. The project fully utilizes the site and enhances the street frontage by removal of the shared garage and north carport/shelter.

DESIGN CRITERIA

According to the Townsite Overlay Standards the project design shows architectural forms, massing and scale that is compatible with the neighborhood. The overlay zone design criteria look toward impacts of new construction imposing itself on adjacent neighbors. The level of refined details of the existing home’s rehabilitation and new porch/roof construction matches the era of the Townsite and rehabilitation materials used are consistent with that of the neighborhood. Materials for the ADU and its basic forms proposed are in keeping with the overlay’s architectural forms with a current architectural interpretation.

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 and the Architect's submissions.

Evaluation of Effects

Rehabilitation of the primary home consists primarily of the removal of non-historic alterations of the home. Removal of the small non-historic front porch/roof and replacement with a bungalow style porch/roof consistent with Townsite architecture. Removal of the north non-historic carport/shelter to expose the masonry chimney. Removal of the fiber-cement siding and replacement with narrow lap horizontal siding and the addition of appropriate window trim with detailing consistent within the overlay around quality replacement wood windows. Internal modification for the bathroom and need for 2 bedrooms code safety exiting requirement has introduced 2 compliant windows in the appropriate architectural style and casework exterior trim. The primary home has a compliant 6:12 slope roof and the rehabilitation introduces overlay appropriate materials, details, and colors. Staff finds that all the rehabilitation work significantly adds to the architectural compatibility of the home to the Townsite Overlay.

The proposed accessory building (ADU w/garage) is a quality example of a subservient structure secondary to the primary home. Its architectural expression is simpler in detailing yet compatible with the primary home and the overlay. It stands as a product of its own time interpreting historic detailing of the Townsite. Of particular note is how the garage is defined as an identifiable architectural element reflective of many small garages of the district. The ADU has a 6:12 slope roof consistent with the primary home and a ridgeline lower than the primary home approximately 1 & ½ feet under the 16-foot height limitation for the overlay. An interior yard of 1,250 square feet is provided between the home and the ADU and exceeds the 1,000 sf requirement.

The demolition of the 2 garages is part of the certificate review. The shared garage is non-historic, and the much older storage/garage building is significantly deteriorated and lacks a foundation with in-contact wood framing. It was the determination of the HPO that a cultural resource study is not required for the demolition of the deteriorated tertiary structure. A mitigating factor is how the ADU attached garage reflects aspects of the old garage to be demolished.

Staff feels that the project architect has met and exceeded the design criteria and design review Standards and Guidelines of the Townsite Overlay. The project substantially reverses historically inappropriate additions to the primary home. The ADU meets compatibility requirements. Materials proposed were evaluated and confirmed as compatible with the neighborhood. When viewed in its entirety the project does improve architectural compatibility within the context of the neighborhood when reviewed under the guidelines of the Townsite Overlay Zone. The architect has per the stated purpose of the Townsite Overlay *"Design as if you were going to live next door. The focus is greater on what is desired, rather than what is forbidden"*. Mark Reavis, Heritage Preservation Officer/Neighborhood Planner, Architect State of AZ #75792 has reviewed the architect's submission and found it in compliance with the Townsite Design Review requirements for the Townsite Overlay District.

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. The introduction of appropriate scale have

also been discussed. The small scale of this home and its conservative small ADU appear to address these past concerns.

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 15 days prior to the required posting date.

OPTIONS FOR COMMISSION DECISION-MAKING:

The Historic Preservation Commission (HPC) for "Certificate of Appropriateness 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 – 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.