

# CITY OF FLAGSTAFF HERITAGE PRESERVATION COMMISSION

## STAFF REPORT

### CERTIFICATE OF APPROPRIATENESS

PZ-23-00078

Address: 318 N Mogollon Street ADU

DATE: 5/9/2023

MEETING DATE: May 17, 2023

REPORT BY: Mark Reavis, AICP, NCARB

### BACKGROUND

A home located at 318 N Mogollon Street is being retained and a new compatible Accessory Dwelling Unit (ADU) is being proposed behind the home. The home and land parcel are located 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. The project architect has looked at aspects of the historic district as well as the primary house in making architectural decisions. The project has reviewed Townsite 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.

318 N Mogollon currently has a small 1-story primary home facing Mogollon Street, a unique half & half shared garage with the southern neighbor (not historic) straddling the property line and no other structures on the property. The owner of the shared garage has decided to demolish the shared garage (with adjacent neighbor permission). The project proposal includes a new compatible and subservient 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.

### PREVIOUS HP DECISIONS

There was no previous Historic Preservation Commission decision except for the demolition of the shared garage at 314 S Mogollon.

### REQUEST

**Certificate of Appropriateness: Approve** a Certificate of Appropriateness for 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.

### STAFF RECOMMENDATION

Approve a Certificate of appropriateness for the demolition of a shared garage and the construction of a detached ADU with attached single car garage.

**RECOMMENDED MOTIONS: Approve a Certificate of Appropriateness for the retention of the primary existing and the construction of a compatible Accessory Dwelling Unit (ADU) with the demolition of a shared garage at a property located at 318 N 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 318 N Mogollon as it 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, placed behind the primary existing home. One shared garage with the adjacent property owner is to be demolished. Existing and new construction is limited and is to be less than the maximum site coverage requirements of the zoning code. The home and ADU are both 1-story high., Roof slope, materials and other factors are consistent with the existing home and those within the Townsite Overlay. The project utilizes more of the site and enhances the street frontage by the removal of the shared garage.

### **DESIGN CRITERA**

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 are consistent with the primary home 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**

The primary home is to be retained with no improvements and retains its compatibility with the Townsite with its historic date of construction. 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. The garage element is unified with the ADUs material and form. The ADU has a slope roof consistent with the primary home and a ridgeline lower than the primary home under the 16-foot height limitation for the overlay. An interior yard is provided between the home and the ADU and exceed the 1,000 sf requirement. The demolition of the shared garage is part of the certificate review, the shared garage is non-historic.

Staff feels that the project architect has met and exceeded the design criteria and design review Standards and Guidelines of the Townsite Overlay. The ADU meets compatibility requirements. Materials proposed were evaluated and confirmed as compatible with the neighborhood. 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.