

CITY OF FLAGSTAFF HERITAGE PRESERVATION COMMISSION

STAFF REPORT – 101 N Leroux Restaurant Storefront

CERTIFICATE OF APPROPRIATENESS

PZ- 24-00052

Address: 101 N Leroux Street

DATE: April ,2024

MEETING DATE: April 17.2024

REPORT BY: Mark Reavis, AICP, NCARB

BACKGROUND

The property is not listed in the National Register as a contributing element but is adjacent to the Railroad Addition National Register District and is within the Downtown Overlay Design Review District. The building does not have a historic inventory form and the exact date of construction is not determined and not provided by the applicant. The building housed JC Penney Co & Maloney's.

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 for compatibility within the overlay.

PREVIOUS HPC DECISIONS

This property has had previous HPC reviews. There have been some minor as well as substantial changes to the building's fenestration appearance though the design remains largely intact. One of the major changes uncovered original details to the building arched forms on the south wall.

REQUEST

This is a request for a Certificate of Appropriateness for window and door modifications to the facade.

CERTIFICATE OF APPROPRIATENESS ISSUE

The submission review is for a prominent downtown corner building at the NW corner of Aspen and Leroux. It Spanish Revival style extends up the 100 block of Leroux as it steps down from 2 stories to 1 story storefronts up the block. These other businesses are not part of the submission but are considered when reviewing compatibility. The proposed change to the building is primarily concerned with modifications to the East Leroux Street Façade modifying the large store windows to be operational that allows interior dining to be opened up to sidewalk dining. The review also covers changes to the recessed corner area and the introduction of street dining railings.

STAFF RECOMMENDATION

The HPO recommends approving with conditions a Certificate of Appropriateness. The conditions being the review and approval of the final operable storefront, meeting the intent of the conceptual plans presented to the HPC and that the chosen decorative light fixture to be in compliance with dark-sky requirements.

OPTIONS FOR COMMISSION DECISION-MAKING:

- 1) The Commission could approve a Certificate of Appropriateness for the submitted package -or-
 - 2) The Commission could approve a Certificate of Appropriateness with HPO conditions -or-
 - 3) The Commission could request modifications to the proposal and include them as conditions of approval – or –
 - 4) Continue the HPC review to a date certain and ask the applicant to come back with a modified proposal.
-

HPO Recommended Motion

Approve a Certificate of Appropriateness for window and door replacements at 101 N Leroux Street with the conditions:

(1) Replacement windows are divided in a manner that replicates the current windows and are operable in the manner described in the submittal

(2) Light fixtures should be modified to meet dark-sky requirements.

INTENT

The purpose of the Downtown Overlay is to review the appropriateness of proposed changes to historic buildings and buildings within the overlay following 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.”*

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”

Rehabilitation Guidelines for All Existing Buildings

- R1 – Maintain the original size and shape of the storefront opening.
- R2 – Maintain the storefront wall at the sidewalk edge.
- R3 – Maintain recessed entries where they exist.
- R4 – Maintain kickplate that is found below the display window. **NOTE: this is the most significant change but will be simulated to a point with the operable storefront.**
- R5 – Use door styles that are found on traditional store fronts.
- R7 – Preserve the size and shape of upper story windows.
- R8 – Consider using fabric awnings to provide weather protection and create interest.
- R9 – Preserve the original ornament and detail of the façade.
- R10 – Avoid concealing original façade materials.
- R12 – Preserve original roof forms.
- R13 – Avoid new additions or alterations that would hinder the ability to interpret the design character of the original building.
- R21 - Use lighting to unify the building composition at night. **Though dark-sky is applicable.**
- R22 – Balance the color and intensity of lighting among building features.

NOTE: Though not technically historic as part of a district it has gained significance and additional required review as being older than 50 years of age

- 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.

Sign Design Guidelines: A sign submission design submission was not included with this review. This application will be a separate Certificate of Appropriateness review within the Downtown Overlay.

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 are intended to accommodate trends in sidewalk dining. Changes to the east façade are needed to accommodate this adaptive reuse. The project architect had preliminary discussions with the HPO.

CERTIFICATE OF APPROPRIATENESS

The Certificate of Appropriateness appears to be the correct review for this building within the Downtown Historic Overlay Zone and is applicable.

HISTORIC ERA INTEGRITY

The Heritage Preservation Officer Mark Reavis, AICP, NCARB has reviewed the property and has determined the building has design integrity.

ARCHITECTURAL DESCRIPTION & HISTORY:

The building is a brick bearing wall construction with a Stucco finish on 2 primary facades featuring Spanish Revival details and some distinctive elements. The Spanish Revival elements may be classified as Colonial or Mission but best left to Spanish Revival since it is an interpretation with simpler treatment. Construction dates were not readily available from County records nor were provided by the applicant. At the time of the Railroad Addition survey, it was not inventoried or considered for inclusion in the historic district.

PROPOSED CHANGES

The proposed changes are to replace the previously replaced storefront windows that are metal storefront frames. The new operable folding storefront connecting interior to the exterior sidewalk areas. At the recessed corner door location change and matching infill at closed door are proposed with compatible new units. The distinctive upper stucco east façade that wraps around the south will remain as is. The project proposes operable awnings for the east façade at the operable storefronts in a charcoal color that is compatible. The addition of a decorative railing with planters is proposed for sidewalk dining matching the limits of the adjacent restaurant's sidewalk dining.

DESIGN CRITERIA

The submission has provided clarification and is addressing Downtown design criteria with earlier discussions with the HPO.

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 informal 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 that may indirectly affect adjacent Historic Preservation Resources.

Evaluation of Effects

The proposed storefront window replacement submission is not a significant visual change by the removal of a more modern storefront with an operable storefront. The most visible change will be with the small spandrel panel at the base of the operable window placed on the knee wall below that will be retained as part of the storefront's east windows.

Consideration of Past Overlays

Staff has looked toward past reviews in the Downtown Overlay and did find similar situations to accommodate adaptation to accommodate street side dining.