

**CITY OF FLAGSTAFF HERITAGE PRESERVATION COMMISSION
STAFF REPORT – ADDENDUM**

CERTIFICATE OF APPROPRIATENESS

PZ-25-00047

ADDRESS: 15 N Leroux St

DATE: March 10, 2025

MEETING DATE: March 19, 2025

REPORT BY: Lauren Clementino

REQUEST

Approve an updated Certificate of Appropriateness for two new additions to the previously approved project plans:

- 1) Filling in an upper rear window to match the rest of facade.
- 2) Adding a new gutter on the lower rear roof to match existing on the upper roof.

The work on the rear window was completed before this application was submitted and a Certificate of Appropriateness is requested now to correct the lack of prior approval. The work on the gutter has not yet been completed.

PROJECT BACKGROUND

The property is a contributing element within the Railroad Addition National Register District and is within the Downtown Overlay Design Review District. The historic Loy Building is a stuccoed brick storefront and dates from 1897 as the oldest surviving pre-1900 office building in Flagstaff. Its unique features are its conservative size and proportions. It was recently rehabilitated to house a new business, Insomnia Cookies.

STAFF RECOMMENDATION

Staff recommends that the Heritage Preservation Commission approve an updated Certificate of Appropriateness for the changes to the upper rear window and installation of a new rear gutter at 15 N Leroux St.

PAST DECISIONS AND OTHER REVIEWS

At the April 17, 2024 meeting, the Heritage Preservation Commission voted to approve a Certificate of Appropriateness for this project with the following conditions:

- Repair the stucco with the gentlest means in removing peeling paint and surface coating repair.
- Follow best practices and historic foundation work that reflects the 1897 construction techniques and follow the recommendations of the structural engineer.
- Submit a separate HPC application for a certificate of no effect to review signs and lighting.
- Allow for the HPO to monitor and ensure that window modifications meet historic preservation guidelines in the current energy code.
- Add a historic interpretive sign on the front facade of the building.

The first four conditions have been met, with the exception that the exterior lighting over the storefront signage was removed from the scope of work and therefore did not require further review. The interpretive sign design (attached in agenda packet) has been approved by the HPO and is in production. In addition to the sign text and photograph, a QR code was added to the sign to provide additional

interpretive information online. The QR code links to the Loy Family History PDF (also attached in agenda packet) that is now housed online in the [Heritage Preservation Resource Center](#).

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 for the Treatment of Historic Properties are incorporated into reviews by reference.

STAFF REVIEW

Scope of Work

The Certificate of Appropriateness 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.” (Flagstaff Zoning Code 10-30.30.060.E).

Findings

“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” (Flagstaff Zoning Code 10-30.30.060 Development of a Landmark Property and Property within a Historic Overlay Zone).

The Flagstaff Zoning Code 10-30.30.060E states:

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.*

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).

The Design Handbook for Downtown Flagstaff states “Downtown Flagstaff contains a rich variety of buildings representing a range of architectural styles and building types. Early Victorian era buildings exhibit decorative cornices and window arches while later Moderne and Art Deco buildings emphasize flowing streamlined forms. More formal neoclassical styles add accent to the scene. All are important aspects of the community's heritage and each style's unique features merit preservation.”

The following rehabilitation guidelines apply to this case:

- H3 – Avoid removing or altering any historic material or significant architectural features.
- H6 – Minimize the removal of historic elements.
- R13 – Avoid new additions or alterations that would hinder the ability to interpret the design character of the original building.

Basis of Report

The information in this summary discussion was derived from the application to the Heritage Preservation Commission.

Evaluation of Effects

As stated above, the upper rear window has already been filled in (see photo below). The extent of the water infiltration or if other treatments (aside from filling in the opening) would have resolved the water issue are unknown. Reversing this work may not be possible without causing further damage and it is unknown if the original window was retained or is encapsulated within. However, as the window was a minor feature on the rear of the building, the overall impact is minor. The opening recess was preserved, which allows for interpreting the original window placement and design.

The installation of the additional gutter on the lower rear roof is a minor modification that will match the gutter already installed on the upper portion of the rear roof. The gutter will also help prevent further water damage to the building. It is also located on the rear of the building and not the primary façade and will not cover or obscure any significant architectural features.

Overall, the changes will have no adverse effect on the building as they are minor, located on the rear of the building, and do not alter any significant features or the façade. The building retains sufficient integrity to convey its significance and retain its National Register eligibility.



Photo of rear (West) elevation taken by author on December 27, 2024.

COMMISSION OPTIONS

- 1) The Commission can approve the recommended motion;
- 2) The Commission can approve with additional conditions related to the standards and guidelines applicable to the case;
- 3) The Commission can request additional information and continue to a date certain; or
- 4) The Commission can deny the application with instructions for resubmittal.

STAFF CONCLUSION:

Staff recommends that the Heritage Preservation Commission approve an updated Certificate of

Appropriateness for the changes to the upper rear window and installation of a new rear gutter at 15 N Leroux St. and accept the additional interpretive materials provided in addition to the previously required interpretive sign as mitigation. Overall, the changes will have no adverse effect on the building as they are minor, located on the rear of the building, and do not alter any significant features or the façade. It is appropriate for the Commission to approve an updated Certificate of Appropriateness based on the findings.