

CITY OF FLAGSTAFF HERITAGE PRESERVATION COMMISSION STAFF REPORT

CERTIFICATE OF APPROPRIATENESS
PZ-23-00207-02
15 N. Park St.

DATE: July 5, 2024
MEETING DATE: July 17, 2024
REPORT BY: Sara Dechter, AICP

REQUEST

To approve a Certificate of Appropriateness for combining the existing ground-floor units and constructing an addition to the Northwest of the existing structure at 15 N Park St. (APN 100-23-005) in a similar aesthetic with a shared covered porch with privacy screen facing the alley. The existing building is a contributing property in the Townsite Overlay.

STAFF RECOMMENDATION

Staff recommends that the Heritage Preservation Commission approve a Certificate of Appropriateness for the remodel and addition at 15 N. Park St. with the conditions that:

- 1) the addition must receive its Certificate of Occupancy at the same time as the remodel and must be covered under the same building permit, and
- 2) any changes because of site plan review must be found in substantial conformance with this application by the HPO or the revised site plan will be sent back to the Commission for additional review.

PROJECT BACKGROUND

15 N Park St. was first identified as a contributing historic property to the Townsite National Register Historic District in the 1985 Multiple Property Survey. The house was built between 1900-1916 and has high historic integrity. The building is currently a triplex with two small units on the first floor and a larger unit on the section floor. The proposal is to combine the two units on the first floor of the existing structure and to create a distinguishable addition that allows for a larger third unit. Both the new and combined unit will be 3 bedrooms and 2 bath units.

PAST DECISIONS AND OTHER REVIEWS

In 2017, a Certificate of Appropriateness was provided for the owner to remove stucco that has been added by a previous renovation and replace it with wooden shakes and to reconfigure the side exterior stair.

The current proposal has been found complete at Concept Plan but has not yet submitted a Site Plan Application for Interdivision Staff review and approval. The Building Official and Planning Director have determined that the new unit is an addition and not a secondary dwelling unit so long as the Certificate of Occupancy applies to the entire building and there is no phasing of occupancy.

INTENT

The purpose of the Townsite Overlay is laid out in Section 10-40.50.030 of the Zoning Code. The stated purpose is to “promote the preservation and unique character of all structures within the zone.” Properties within the Townsite Overlay are “Townsite Historic Design Review Overlay District Design Standards and Guidelines and design review by the Heritage Preservation Commission for the development of properties.”

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.*

Townsite Overlay

“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).

Flagstaff Townsite Historic Overlay District Design Standards and Guidelines states “The Flagstaff Townsite Historic Residential District was listed in the National Register of Historic Places in 1986 via the

National Park Service (NPS). The district represents a strong historical image of time and place with mature landscaping, original road widths and block configurations.”

The following design guidelines apply to this case:

A.1. Flagstaff Townsite developed from a natural evolution of a variety of architectural styles in smaller homes such as Craftsman, Victorian, cottage/bungalow, Queen Anne, and Edwardian. The district’s overall style is mixed in terms of landscaping and architecture. As the District exists to preserve the historic character, variations of the above-mentioned styles shall be adopted to ensure continuity in the neighborhood.

B.1 Homes reflect early life in Flagstaff through small size, yards, and relationship to the street lending more to community interaction. The following shall occur:

- a. Front doors shall have a relationship close to the street – dwellings relate to the street frontage and are not pushed back to the alleys. This preserves neighbor-to-neighbor contact.
- b. All dwellings shall have main access from the street.

B.2 New driveways and parking spaces shall be located beside homes.

B.6 Interior yards or rear yards are desirable. If there are two structures on site, a central or side yard shall occur – locating the structure at the back of the lot allows for the interior yard. Excluding the front yard and driveway, a minimum of 1000 square feet of contiguous yard shall occur.

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

Related Guidelines

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.

Secretary of the Interior's Standards for the Treatment of Historic Property's Rehabilitation

A new exterior addition to a historic building should be considered in a rehabilitation project only after determining that requirements for a new or continuing use cannot be successfully met by altering non-significant interior spaces. If the existing building cannot accommodate such requirements in this way, then an exterior addition or, in some instances, separate new construction on a site may be acceptable alternatives.

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Relevant Recommendations

Windows: The new openings and the windows in them should be compatible with the overall design of the building but, in most cases, not duplicate the historic fenestration.

Entrances and Porches: Designing and constructing additional entrances or porches on secondary elevations when required for the new use in a manner that preserves the historic character of the building (i.e., ensuring that the new entrance or porch is clearly subordinate to historic primary entrances or porches).

Building Site: Design new exterior additions to historic buildings or adjacent new construction that are compatible with the historic character of the site and preserves the historic relationship between the building or buildings and the landscape.

New additions:

- *Placing functions and services required for a new use (including elevators and stairways) in secondary or non-character-defining interior spaces of the historic building rather than constructing a new addition.*
- *Constructing a new addition on a secondary or non-character defining elevation and limiting its size and scale in relationship to the historic building.*
- *Constructing a new addition that results in the least possible loss of historic materials so that character-defining features are not obscured, damaged, or destroyed.*
- *Ensuring that the addition is subordinate and secondary to the historic building and is compatible in massing, scale, materials, relationship of solids to voids, and color.*
- *Using the same forms, materials, and color range of the historic building in a manner that does not duplicate it, but distinguishes the addition from the original building.*
- *Basing the alignment, rhythm, and size of the window and door openings of the new addition on those of the historic building.*
- *Incorporating a simple, recessed, small-scale hyphen, or connection, to physically and visually separate the addition from the historic building.*
- *Distinguishing the addition from the original building by setting it back from the wall plane of the historic building.*
- *Considering the design for a new addition in terms of its relationship to the historic building as well as the historic district, neighborhood, and setting.*

- *Designing new construction on a historic site or in a historic setting that it is compatible but differentiated from the historic building or buildings.*
- *Ensuring that new construction is secondary to the historic building and does not detract from its significance.*
- *Designing an addition to a historic building in a densely-built location (such as a downtown commercial district) to appear as a separate building or infill, rather than as an addition.*

DISCUSSION:

Summary of Project Communication

Upon receipt of the HPC application, staff confirmed with the Building Official and the Planning Director that it is appropriate to consider the new unit an addition so long as it is carried out under one building permit and one Certificate of Occupancy.

Basis of Report:

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

Architectural Style, Material and Color

The existing structure will not have any major architectural alterations to its front façade. The addition to the rear will “appear as a separate building” per SOI guidelines. It will also be a Craftsman style that repeats the braces of the original building and incorporates the brick from the in the porch pillars. Roofing materials will also be matching between the addition and the original structure.

Windows and Doors

The first-floor combined unit has a street facing entrance and porch that has historic integrity. Entrances to the second and third unit are facing the alley. No entrances on the original structures are proposed to be changed. The SOI guidelines prefers that secondary entrances be located on secondary facades. The appearance of the doors is unique but proposed as the same color and all are appropriately designed for the Craftsman style.

Windows on the original structure are not proposed to be changed. The Windows on the addition copy the grille pattern of the front façade windows. They are placed directly adjacent to each other and not separated as they are on the original structure. The window materials will be wood with an aluminum clad for UV and weather protection, a typical material in the District.

Parking and Driveways

All parking will be located either perpendicular or parallel to the alley. The final location and the reconfiguration of the stairs to accommodate the required parking will be finalized in Site Plan.

Open space

There are approximately 1365 feet of continuous interior and rear yard space identified in the proposal as confirmed by the site plan revisions sent by email on 7/9/2024.

COMMISSION OPTIONS

- (1) The Commission can approve the recommended motion with staff conditions;

- (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 and ask for a resubmittal after site plan review comments are delivered to the applicant.

STAFF CONCLUSION:

The proposed addition meets the Townsite Historic Design Review Overlay District Design Standards and Guidelines and the findings required by the Zoning Code, and it is appropriate for the Commission to approve a Certificate of Appropriateness based on the findings.