

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

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

**DATE: August 8, 2025
MEETING DATE: August 20, 2025
REPORT BY: Lauren Clementino**

REQUEST

Approve a modified Certificate of Appropriateness for changes to the previously approved project plans. The project previously proposed to build a two-story addition attached to the primary structure. With this modification, the project now proposes to instead build a one-story 1,237 sq. ft. detached unit.

The scope of work also includes combining the existing ground-floor units of the primary structure, which was approved in the original Certificate of Appropriateness and is not a part of the modification request. As connection to the primary structure has been removed from the scope of work, no work on the exterior of the primary structure is proposed in this modification request.

STAFF RECOMMENDATION

Staff recommends that the Heritage Preservation Commission approve a modified Certificate of Appropriateness for the design of the new detached unit with the previous condition that:

- 1) The interior yard requirements be demonstrated in all plan sets.

PROJECT BACKGROUND

15 N. Park St. was first identified as a contributing historic property to the Flagstaff Townsite Historic Residential District in the 1985 Multiple Property Survey. The house was built between 1900-1916 and has high historic integrity. It is a multi-family building with three units – two small units on the first floor and a larger unit on the second floor. The proposal is to combine the two units on the first floor of the existing structure and to create a detached third unit. The property is within the Townsite Overlay and subject to Townsite design criteria/standards for construction of the new accessory dwelling unit.

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 Heritage Preservation Commission first reviewed a Certificate of Appropriateness for the current project at the July 17, 2024 meeting and voted 5-0 to postpone a decision on the Certificate of Appropriateness until the September 18, 2024 meeting, subject to the following conditions:

1. Additional information on the project that justifies it meeting the conditions for a Certificate of Appropriateness is provided by the Heritage Preservation Officer.

2. Elevation drawings for the project must be provided to clearly demonstrate the proposed project.
3. Comments and feedback from City staff following the Inter-Division Staff review of the project's site plan are provided to the Heritage Preservation Commission for review.
4. Heritage Preservation Commission comments and feedback regarding conformance with the Townsite Historic Design Review Overlay District Design Standards and Guidelines are incorporated.

At the September 18, 2024 meeting, the Heritage Preservation Commission voted 3-1 to approve a Certificate of Appropriateness for the remodel and addition at 15 N. Park St. with the conditions that:

1. The interior yard requirements be demonstrated in all plan sets.
2. The attachment of the addition not destroy historic materials that characterize the property.
3. The new work be differentiated from the old in the color, texture and orientation of materials and colors pending further preservation to the Heritage Preservation Commission.

A Site Plan was approved on October 25, 2024 with conditions for meeting the Certificate of Appropriateness criteria. An application for a Minor Modification to the existing Site Plan approval was applied for on July 15, 2025. A substantive Inter-Division Staff review of the Minor Modification was completed in July. The only review comment from staff was from the Heritage Preservation Officer, requiring that a modification to the Certificate of Appropriateness be applied for before approval of the Minor Modification.

INTENT

The Townsite Overlay is a hybrid of a historic and character overlay that “allows preservation, restoration, new construction, remodeling and demolition. 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”.

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 criteria/standards apply to this case:

A . Style

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.

2. Secondary dwellings and secondary structures/outbuildings do not dominate the main structure.

B. Site

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.

4. Secondary dwellings are any structures not considered the original home and in which people reside. They shall be subservient in bulk, size, scale, design and materials to the main dwelling. Historic homes shall remain the main home.

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. Development Massing, Height, and Proportions

1. Structures that exist at the time of the district designation 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.

3. For all other structures, no point shall exceed 16 feet in height, 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. Architecture, Materials, Details, and Colors

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

K. Exceptions

1. The Historic Preservation Commission may, at its sole discretion, modify the requirements of these standards and guidelines when in the opinion of the Commission, an exception is warranted based for design consistency such as in the case of alterations to existing non-conforming structures, cases where an exception is necessary to accommodate an appropriate architectural style, cases where an exception is warranted based on the development of immediately adjacent properties, and other similar circumstances determined by the Commission.

The following design criteria/guidelines apply to this case:

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 viewscapes 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

Basis of Report:

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

Evaluation of Effects

The new proposed design for the detached unit is subservient to the primary structure and compatible with Townsite Overlay criteria. The new detached unit is located behind the primary structure and more subservient in mass, scale, and height to the primary structure with the reduction from two-story to one-story and removal of the connection. The detached unit is designed under the 16-foot height guideline for secondary structures at 15 feet 8 inches. An interior yard of 1,455 sq. ft. of contiguous yard space exceeds the minimum 1,000 sq. ft. requirement and was demonstrated on the plan set per the previous condition of approval. The redesign also continues to meet the 6:12 slope roof minimum standard and site requirements for street relationship, driveway, and parking.

The materials and colors for the detached unit are still compatible with the Townsite neighborhood and the existing historic structure on the property. The color palate and choice of window, door, and asphalt shingle roofing material has not changed from the previously approved plans. The new design no longer incorporates brick siding but still, now more prominently, features the same choice of lap and shingle siding. The design still features elements of Craftsman style, such as the decorative braces.

As the connection to the primary historic structure has been removed from the scope of work, two of the previous conditions of approval specific to an addition no longer apply. There will no longer be a loss of historic materials through attachment to the historic structure. The condition to differentiate new work from the old was based on the Secretary of the Interior's Standards related to additions. The new construction will now be more differentiated and subservient as a detached unit and without incorporation of the brick siding (the dominant siding of the primary structure).

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) Deny Certificate of Appropriateness and require Certificate of Economic Hardship or submittal of an alternative design that meets all Townsite Overlay Requirements.

STAFF CONCLUSION:

The new proposed detached unit design 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 modified Certificate of Appropriateness based on the findings.