



Landmarks & Urban
Conservation Commission



Agenda Number: 7
Case No.: 14-LUCC-50052
Project # 1004527
November 12, 2014

Supplemental Staff Report

Agent	Integrated Property Services	<p>Staff Recommendation</p> <p>APPROVAL of Case # 14-LUCC-50052, Project #1004527, a request for a Certificate of Appropriateness for alteration based on the 9 Findings beginning on page 10 and subject to the conditions of approval on page 11.</p> <p>Maryellen Hennessy, Senior Planner Staff Planner</p>
Applicant	Historic Hotel LLC	
Request	Certificate of Appropriateness for alteration	
Legal Description	Lots 1-6 Block 9 Original Townsite of Albuquerque	
Address/Location	125 2 nd St. NW	
Size	.48 ac.	
Zoning	SU3	
Historic Location	City Landmark (Hilton Hotel, La Posada, Hotel Andaluz)	

Summary of Analysis

The applicant proposes to install an awning system on the 2nd story roof deck of the Old Hilton Hotel (La Posada, Hotel Andaluz) City Landmark. The structure would cover 1600 sq. ft. of the roof deck from the building to the parapet walls. It would be supported by posts attached to the concrete beams under the roof deck and attached to the parapet walls and to the building at two sides. The applicant proposes to move the existing railing from behind the parapet to the top of the parapet in order to allow for fastening of the posts to the parapet wall. The metal structure would have a powder coated finish in a color similar to the stucco on the buildings. Retractable shades would be installed on the north and east sides.

While staff thinks that it would be preferable not to add a shade structure to the roof deck of this city landmark building, when evaluated against the development guidelines and the Secretary of the Interiors Standards, the proposal appears to be more compliant than not. The fact that the addition is generally transparent works in its favor, as does the fact that it is reversible.

Staff findss that the railing should not be placed on top of the parapet wall. This will alter that roofline and damage the brick coping. The applicant should be encouraged to find another solution that would keep the railing behind the parapet as it is now.

PRIMARY REFERENCES:

Landmarks and Urban Conservation Ordinance; Development Guidelines for the Old Hilton Hotel city landmark.

Development Review Division Report:

SUMMARY OF REQUEST

<i>Requests</i>	<i>Certificate of Appropriateness for alteration</i>
<i>Historic Location</i>	<i>City Landmark</i>

AREA HISTORY AND CHARACTER

Surrounding architectural styles, historic character and recent (re)development

	<i># of Stories</i>	<i>Roof Configuration, Architectural Style and Approximate Age of Construction</i>	<i>Historic Classification & Land Use</i>
<i>General Area</i>	0-10	Flat roofed commercial buildings dating from the early part of 20th C. to late 20th C.	commercial
<i>Site to the North</i>		First Plaza	commercial
<i>Sites to the South</i>		Parking lot	commercial
<i>Sites to the East</i>		Parking and commercial	commercial
<i>Site to the West</i>		Parking garage	commercial

II INTRODUCTION

Proposal

The applicant proposes to install an awning system on the 2nd story roof deck of the Old Hilton Hotel (La Posada, Hotel Andaluz) City Landmark. The structure would cover 1600 sq. ft. of the roof deck from the building to the parapet walls. It would be supported by posts attached to the concrete beams under the roof deck and attached to the parapet walls and to the building at two sides. The applicant proposes to move the existing railing from behind the parapet to the top of the parapet in order to allow for fastening of the posts to the parapet wall. The metal structure would have a powder coated finish in a color similar to the stucco on the buildings. Retractable shades would be installed on the north and east sides.

Context and History

The Hilton Hotel was heralded as the tallest building in the state upon its opening in 1939, and boasted the state's first elevators. Designed by Dallas architect Anton Korn, its 175 rooms were considered to be luxurious and modern. The hotel displayed distinctively southwestern detailing on a structure more reflective of the International style that was growing in popularity throughout the country. Interior decorative features included tinwork, carved woodwork and furniture, murals, arches and *vigas* in the public spaces.

The hotel was owned and operated by Hilton Hotels for over thirty years until the new Hilton Hotel was built on University Ave. It was re-named the Hotel Plaza by new owners who, along with other alterations, built rooms over the lobby. Changing economic and social conditions contributed to the hotel's decline for many years, and at one point, several floors were leased to the railroad and bus companies for crew layovers. The hotel gained a reputation as a "flophouse" and lost popularity. Much of the original furniture and fixtures were sold.

In 1983 the hotel was acquired by Southwestern Resorts, re-named La Posada de Albuquerque and placed on the National Register of Historic Places. The new owners undertook extensive rehabilitation using tax credits and assistance from the City of Albuquerque, restoring the property's historic integrity and economic viability. Alterations to the property at that time included removing the 1950's ceiling over the lobby, and the introduction of a bar and a fountain into that space.

Subsequently, the property was acquired by the current owner who also undertook an extensive remodeling and renamed the hotel Hotel Andaluz. The bar in the lobby was removed and the lobby remodeled, and the storefront on the north facade that had been filled in over the years was restored. A new railing on the 2nd floor rooftop opened that area for dining. Among other things, windows on the upper stories were replaced and solar panels installed on the roof. The project, approved by the LUCC in December of 2005 was a certified rehabilitation tax project approved by the National Park Service and completed circa 2009.

APPLICABLE PLANS, ORDINANCES, DESIGN GUIDELINES & POLICIES

III. ANALYSIS

Policies are written in regular text and staff analysis and comment in bold italic print.

Comprehensive Zoning Code

The property is zoned SU3, a mixed use zoning category in the Downtown 2025 plan applicable to the Downtown Core.

Landmarks and Urban Conservation Ordinance

This site is a designated City Landmark and the project is subject to certain provisions of the Landmarks and Urban Conservation Ordinance (Article 12, R.O.A., 1994). The purpose of this ordinance is to:

“Preserve, protect, enhance, perpetuate and promote the use of structures and areas of historical, cultural, architectural, engineering, archeological or geographic significance located in the city; to strengthen the city’s economic base by stimulating the tourist industry; to enhance the identity of the city by protecting the city’s heritage and prohibiting the unnecessary destruction or defacement of its cultural assets; and to conserve existing urban developments as viable economic and social entities.”

Section 14-12-8 (A) of the LUC ordinance provides that:

“Within the boundaries of a historic zone, urban conservation overlay zone, or landmark site, the exterior appearance of any structure shall not be altered, new structures shall not be constructed, and existing structures shall not be demolished until a Certificate of Appropriateness has been duly approved.”

Section 14-12-8 (A) of the LUC ordinance provides criteria for approval of a Certificate of Appropriateness. AN analysis of the proposal relative to the criteria for approval is provided below.

Development Guidelines for La Posada de Albuquerque

The Landmarks and Urban Conservation Ordinance (Article 12, R.O.A., 1994) Section 12-14-7(C) provides for the Landmarks and Urban Conservation Commission to adopt specific development guidelines for designated City Landmarks. The specific development guidelines establish criteria for evaluation of applications for Certificates of Appropriateness and are consistent with the provision of the ordinance designating the landmark. The Development Guidelines for La Posada de Albuquerque, as set forth in the analysis below and attached to this report were adopted by the Landmarks and Urban Conservation Commission on August 1, 1990.

The Secretary of the Interior’s Standards for the Treatment of Historic Properties

These federal standards were developed for four distinct, but interrelated, approaches to the treatment of historic properties — preservation, rehabilitation, restoration, and reconstruction. The standards for rehabilitation are applicable to this case. Rehabilitation is undertaken to repair and replace deteriorated features or when alterations or additions to the property are planned for a new or continued use, and when depiction at a particular period of time is not appropriate. These standards are intended to assist users in making sound historic preservation decisions. It is critical to choose an appropriate treatment for an historic property, whether the project involves preservation, rehabilitation, restoration, or reconstruction. This choice always depends on a variety of factors, including the property’s historical significance, physical condition, proposed use, and intentions for interpretation.

ANALYSIS

La Posada/Old Hilton Hotel Design Guidelines

The table below provides an evaluation of the submittal as it relates to pertinent aspects of the specific design guidelines for La Posada as adopted by the LUCC on August 1, 1990.

Guideline	Analysis	Does the submittal satisfy the design guidelines?
Design details of the facades should be preserved:		
the brick coping along each roofline and other decorative brick details	The brick coping is not to be altered per se; however in order to mount the railing on the top of the parapet, metal plates would be fastened to the brick, a detail that will damage the existing brick and alter the detail.	Yes and no
the style, size, spacing, location, and material of the 8/8 wood sash windows should be retained	No changes	Yes
the ground-floor details (storefront windows, wood trim, entryway canopies, light fixtures) should remain in place	No changes	Yes
the original rooflines should not be altered	Staff interprets this to mean the rooflines of the building itself. An awning structure added to the 2nd floor terrace may be considered by some to alter the roofline. Staff does not conclude definitively that this constitutes altering the "roofline". Placing the railing on top of the parapet may be more of an alteration to the roof line.	Yes and No
Design details of the lobby and other public interior spaces (murals, wood trim, floor tiles, arches, beams, second-floor balustrade, etc.) should also be preserved.	No changes	Yes

Any alterations to this property should retain these significant features. Where necessary, these elements should be repaired rather than replaced; any replacement should utilize materials and design matching the original. In addition to these guidelines, The Secretary of the Interior's Standards for Historic Preservation Projects should be utilized in reviewing proposed changes to the property.

Additions to the building could be allowed if necessary to facilitate reuse of the property. Additions should be compatible in scale, massing and exterior material with the original structure and should be designed so that it is possible to clearly distinguish the original structure from the later addition.

The proposed shade structure may be considered an addition to the building as it is attached. It is clearly distinguishable from the original structure. The cream colored powder finish compliments the existing stucco. It may be desirable to reduce the massing by holding the new structure back to the corner of the building, but this may not be structurally feasible.

The purpose of the addition is to enhance the economic use of the property. Under existing conditions, the roof deck is inhospitable for much of the year; thereby diminishing the revenue potential of the space.

Secretary of the Interior's Standards for the Treatment of Historic Properties

Rehabilitation Standards	Complies	Analysis
1. A property shall 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.	Yes	The property will continue its historic use as a hotel with guest rooms and dining and service facilities.
2. The historic character of a property shall be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize the property shall be avoided.	Yes	No removal or alteration of materials or features are proposed.
3. Each property shall 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, shall not be undertaken.	Yes	None proposed
4. Changes to a property that have acquired historic significance in their own right shall be retained and preserved.	Yes	Not applicable
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.	Yes	Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property are preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and, where possible, materials. Replacement of missing features shall be substantiated	Yes	Not applicable

by documentary and physical evidence.		
7. Chemical or physical treatments, if appropriate, shall be undertaken using the gentlest means possible. Treatments that cause damage to historic materials shall not be used.	Yes	Not applicable
8. Archaeological resources shall be protected and preserved in place. If such resources must be disturbed, mitigation measures shall be undertaken.	Yes	No archaeological resources will be discovered on this site during the proposed alteration.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials, features, and spatial relationships that characterized the property. The new work shall be differentiated from the old and shall be compatible with the historic materials, features, size, scale, and proportion, and massing to protect the integrity of the property and its environment.	Yes and no	For the most part, the new addition would not destroy historic materials, features or spatial relationships that characterize the building. The new work will be differentiated from the original buildings. Staff finds that the proposed awning is somewhat compatible with the historic material, features, size, scale, proportion and massing of the historic building. Mounting the railing to the brick coping will damage the brick.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that, if removed, in the future, the essential form and integrity of the historic property and its environment would be unimpaired.	Yes and no	The addition is fully reversible with the exception of the proposed railing. Mounting the railing on top of the brick coping will damage the brick.

Landmarks and Urban Conservation Ordinance

Section 14-12-8 (A) of the LUC ordinance provides criteria for approval of a Certificate of Appropriateness:

§14-12-8-B- (1) The change is consistent with the designation ordinance and specific development guidelines for the historic overlay zone.

As discussed in the analysis above, the proposed alteration is generally consistent with the applicable specific development guidelines. Depending upon one's interpretation of roofline, the proposed addition may be considered an alteration to the roofline. More so would the relocation of the railing to the top of the parapet. The railing should not be permitted to be fastened to the decorative brick coping.

§14-12-8 (B) (2) The architectural character, historical value, or archaeological value of the structure or site itself or of any historic zone in which it is located will not be significantly impaired or diminished.

As discussed in the analysis above, the proposed alteration alters the historic character of the buildings somewhat, however; awnings of this type are increasingly popular additions to commercial properties. Guests enjoy the option of relaxing and dining outdoors. It's good for business. The outdoor roof deck on the hotel is subject to unwelcoming winds and extreme sunlight many months of the year. Because the addition is reversible, staff does not find that the historical value, or archaeological value of the structure or site itself or of any historic zone in which it is located will be significantly impaired or diminished.

§14-12-8 (B) (3) The change qualified as a "certified rehabilitation: pursuant to the Tax Reform Act of 1976.

Not applicable.

§14-12-8 (B) (4) The structure or site's distinguished original qualities or character will not be altered. Original shall mean at the time of initial construction or developed over the course of history of the structure.

As discussed in the analysis above, the original quality and character of this building will not be altered. The addition is reversible.

§14-12-8 (B) (5) Deteriorated architectural features should be repaired rather than replaced, if possible. If replacement is necessary, the new material shall match the original as closely as possible in like material and design.

Not applicable.

§14-12-8 (B) (6) Additions to existing structures and new construction may be of contemporary design if such design is compatible with the historic zone in which it is to be located.

The proposed addition is of contemporary design; however it is compatible with the historic building due to the simplicity of design and openness of the structure.

§14-12-8 (B) (7) Demolition shall only be permitted if it is determined that the property is incapable of producing a reasonable economic return as presently controlled and that no means of preserving the structure has been found. In making a determination regarding reasonable economic return the Commission may consider the estimated market value of the building, land and any proposed replacement structures, financial details of the property including, but not limited to income and expense statements, current mortgage balances and appraisals, the length of time that the property has been on the market for sale or lease, potential return based on projected future market conditions, the building's structural condition, and other items determined to be relevant to the application.

Not applicable.

Conclusion

While staff thinks that it would be preferable not to introduce a new feature by adding a shade structure to the roof deck of this city landmark building, when evaluated against the development guidelines and the Secretary of the Interiors Standards, the proposal appears to be more compliant than not.

The proposed system, manufactured by RENSON® appears in product information and brochures found online to be of a high quality. The proposed screens are retractable. The fact that the addition is generally transparent works in its favor, as does the fact that it is fully reversible.

Staff thinks that the railing should not be placed on top of the parapet wall. This will alter that roofline and damage the brick coping. The applicant should be encouraged to find another solution that would keep the railing behind the parapet as it is now.

**FINDINGS for APPROVAL of a request for a Certificate of Appropriateness
for alteration - Case 14-LUCC-50052 / Project # 1004527 (November 12, 2014)**

1. This application is a request for a Certificate of Appropriateness for alterations at 125 2nd Street St. NW, described as Lots 1-6 Block 9 Original Townsite of Albuquerque.
2. The subject building is multi-story commercial hotel building currently named Hotel Andaluz, also known as La Posada de Albuquerque or the Old Hilton Hotel. The building is a designated city landmark.
3. The proposal is to make alterations to the existing building by adding a metal awning system. The structure would cover 1600 sq. ft. of the roof deck from the building to the parapet walls. It would be supported by posts attached to the concrete beams under the roof deck and attached to the parapet walls and to the building at two sides. The applicant proposes to move the existing railing from behind the parapet to the top of the parapet in order to allow for fastening of the posts to the parapet wall. The metal structure would have a powder coated finish in a color similar to the stucco on the buildings. Retractable shades would be installed on the north and east sides.
4. Section 14-12-8(A) of the Landmarks and Urban Conservation Ordinance states that within the boundaries of any historic zone, urban conservation overlay zone or landmark site, the exterior appearance of any structure shall not be altered, new structures shall not be constructed, and existing structures shall not be demolished until a Certificate of Appropriateness has been duly approved.
5. The LUC Ordinance Section 14-12(8)(B)(1) states that a Certificate of Appropriateness shall be approved if “*The change is consistent with the designation ordinance and specific development guidelines for the landmark or historic zone*”. The proposed addition does not conflict with the designation ordinance and is consistent with a preponderance of the development guidelines as analyzed in the staff report.
6. The LUC Ordinance Section 14-12-8 (B) (2) states that “*The architectural character, historical value, or archaeological value of the structure or site itself or of any historic zone in which it is located will not be significantly impaired or diminished.*” Because the addition is reversible, the historical value, or archaeological value of the structure or site itself or of any historic zone in which it is located will not be significantly impaired or diminished.
7. The LUC Ordinance Section §14-12-8 (B) (4) states that a Certificate of Appropriateness shall be approved if “*The structure or site’s distinguished original qualities or character will not*

be altered. Original shall mean at the time of initial construction or developed over the course of history of the structure.” The structure’s original qualities will not be altered, the addition is reversible.

8. The LUC Ordinance §14-12-8 (B) (6) state the “*Additions to existing structures and new construction may be of contemporary design if such design is compatible with the historic zone in which it is to be located.*” The proposed addition is of contemporary design; however it is compatible with the historic building due to the simplicity of design and openness of the structure.
9. The component of the alteration that would mount the safety railing on top of the brick coping on the parapet is not consistent with the specific development guidelines or the Secretary of the Interior’s Standards for Rehabilitation #9 as analyzed in the staff report. This detail would damage the brick coping and should be avoided.

RECOMMENDATION - Case No. 14-LUCC-50041, Project #1010226- (November 12, 2014)

APPROVAL of an application for a Certificate of Appropriateness for alteration 125 2ND St. NW, described as Lots 1-6 Block 9 Original Townsite of Albuquerque based on the above 9 Findings and subject to the following condition.

CONDITIONS OF APPROVAL:

1. The safety railing shall be mounted behind the parapet wall.

**Maryellen Hennessy, Senior Planner
Urban Design and Development Division**

Attachments:

- 1) Designation Ordinance
- 2) National Register nomination for the Old Hilton Hotel
- 3) Development guidelines for Old Hilton Hotel City Landmark

CITY OF ALBUQUERQUE AGENCY COMMENTS (AS APPLICABLE)

ZONING CODE SERVICES DIVISION

BUILDING & SAFETY SERVICES DIVISION

Per City of Albuquerque UAC (110.3): “drawings submitted shall be of sufficient clarity to indicate the nature and extent of the work proposed and show in detail that it will conform to the provisions of the Technical Codes and all relevant laws, ordinances, rules and regulations.” Applicant should refer to the City of Albuquerque handout specifying the minimum drawings required for a project of this nature when submitting for a building permit.

COMMENTS FROM OTHER AGENCIES, WHEN APPLICABLE:

PNM

ENVIRONMENTAL HEALTH DEPARTMENT

SOLID WASTE MANAGEMENT DEPARTMENT

FIRE DEPARTMENT/Planning

TRANSIT DEPARTMENT

POLICE DEPARTMENT

PARKS AND GENERAL SERVICES

OPEN SPACE DIVISION

BERNALILLO COUNTY

ALBUQUERQUE FLOOD CONTROL AUTHORITY

ALBUQUERQUE PUBLIC SCHOOLS

MIDDLE RIO GRANDE COUNCIL OF GOVERNMENTS