



THE CITY OF SAN DIEGO

M E M O R A N D U M

DATE: July 20, 2020

TO: Historical Resources Board and Interested Parties

FROM: Emma Haggerty, Associate Planner, Historical Resources, Development Services
Department

SUBJECT: **ITEM 5 - 2528 Island Avenue**

The property located at 2528 Island Avenue was previously reviewed by the Historical Resources Board on May 28, 2020, at which time staff did not recommended designation under any HRB Criteria, however due to the age and location of the resource as well as public interest, staff found it imperative to bring the property before the Historical Resources Board for a determination. At the hearing, Boardmember Woods made a motion to "return the report to the consultant asking for additional information about the original date of construction and information, if possible, under HRB Criterion B for residents" for further clarification.

On July 16, 2020 an addendum to the previous Historical Resources Research Report (HRRR) was submitted to Historic Resources staff on behalf of the property owner. The addendum, prepared by Steve Nurning, provided additional documentation, forensic evidence, and analysis to show the property was not historically significant under any HRB Criteria, specifically Criteria B and C. Based off the information within the Addendum, staff continues to support the finding that the property is not significant under any HRB Criterion.

The addendum provided new documentation related to HRB Criterion B for the various owners and residents of the parcel from 1892-1902 as well as 1915, 1918-1925. For the property to be eligible under HRB Criterion B for a significant person, an individual must rise to a level of significance on the local, state, or national scale and then it must be determined that they resided in the subject property when they completed their most significant work. Updated research into the owners and tenants did not reveal any individuals who could be considered historically significant in local, state or national history. Therefore, based off the updated information on the owners and tenants of 2528 Island Avenue, staff continues to find that the property is not eligible for individual designation under HRB Criterion B.

The addendum also provided documentation related to HRB Criterion C and the original date of construction. The Addendum asserts the property was constructed c. 1904 based of the findings that it is the first year a building is referenced on deed transfers, advertisements, and referenced on maps. Additionally, a nail survey was performed which found that no square nails were present on the structure

which would indicate an earlier date of construction or that the property was constructed elsewhere, earlier and relocated to the site. Therefore, based off this additional documentation staff supports the findings that the structure located at 2528 Island Avenue was constructed in c. 1904.

As previously discussed within staff's report, the property has undergone substantial exterior alterations to the point that it no longer retains architectural integrity of design, materials, workmanship, and feeling under HRB Criterion C. Additionally, based off the findings in the Addendum staff found that new information for the owners and residents associated with the property does not make it rise to a level of eligibility for designation under HRB Criterion B. Therefore, staff continues to not recommend designation of the property located at 2528 Island Avenue due to a lack of architectural integrity.



Emma Haggerty
Associate Planner

Attachments:

1. Staff Report HRB-20-013 dated
2. The Applicant's Addendums dated July 2020



THE CITY OF SAN DIEGO

Report to the Historical Resources Board

DATE ISSUED: May 14, 2020 REPORT NO. HRB-20-013

HEARING DATE: May 28, 2020

SUBJECT: **ITEM #5 – 2528 Island Avenue**

RESOURCE INFO: [California Historical Resources Inventory Database \(CHRID\) link](#)

APPLICANT: Paula Development Inc; represented by Steve Nurning

LOCATION: 2528 Island Avenue, Southeastern Community, Council District 8
APN 535-272-26-00

DESCRIPTION: Consider the designation of the property located at 2528 Island Avenue.

STAFF RECOMMENDATION

Do not designate the property located at 2528 Island Avenue under any adopted HRB Criteria.

BACKGROUND

This item is being brought before the Historical Resources Board in conjunction with a proposed building modification or demolition of a structure of 45 years or more, consistent with San Diego Municipal Code Section 143.0212. The property is located between the boundaries of the Sherman Heights and Grant Hill Historic Districts on an elevated, deeply set lot facing south towards Albert Einstein Academy Elementary School.

The property has not been identified in any historic surveys, as the subject parcel has not been previously surveyed and is outside the boundaries of both the Sherman Height or Grant Hill Historic Districts. The subject resource is within the area analyzed as part of the 2014 [Southeastern San Diego Historic Context Statement](#); however, a survey was not associated with this study.

ANALYSIS

A Historical Resource Research Report was prepared by Steve Nurning, which concludes that the resource is not significant under any HRB Criteria and staff agrees. This determination is consistent with the *Guidelines for the Application of Historical Resources Board Designation Criteria*, as follows.

CRITERION A - *Exemplifies or reflects special elements of the City's, a community's or a neighborhood's historical, archaeological, cultural, social, economic, political, aesthetic, engineering, landscaping or architectural development.*

Per the *Southeastern San Diego Historic Context Statement*, the property generally exemplifies Southeastern San Diego's overall historical development for its association with early land speculation and residential planning. However, since the resource is being analyzed individually, it alone cannot convey this early development pattern. Therefore, staff does not recommend designation under HRB Criterion A.

CRITERION B - *Is identified with persons or events significant in local, state or national history.*

Research into the owners and tenants of the property at 2528 Island Avenue did not reveal any individuals who could be considered historically significant in local, state or national history. Furthermore, no events of local, state or national significance are known to have occurred at the subject property. Therefore, the property is not eligible for designation under HRB Criterion B.

CRITERION C - *Embodies distinctive characteristics of a style, type, period or method of construction or is a valuable example of the use of natural materials or craftsmanship.*

The property located at 2528 Island Avenue is located in the Greater Golden Hill neighborhood between the boundaries of the Sherman Heights and Grant Hill Historic Districts and was constructed circa 1903 in the Folk Victorian style. In its current condition the property exhibits modest character-defining features associated with the style, including a steeply pitched gabled roof, wide wood siding, an entry porch, and two of the original double hung wood windows. The primary façade features the wraparound porch, two entry doors and a modified window opening. The east elevation features the same gable formation as the primary façade as well as a continuation of the same wood siding and both modern and original window openings with visibility of what is likely a flat roofed addition that was completed between circa 1903-1921. The west elevation features an infilled window opening along with a 21-square foot bump out that was completed after 1976. The north façade features the remainder of the flat roofed addition as well as a 5-square foot bump out that completed after 1976 next to the rear door.

With guidance from the *Southeastern San Diego Historic Context Statement* related to residential cottages and bungalows constructed between 1868-1916, a property must meet the outlined minimum integrity threshold to be eligible for historic designation on the local register. In its current condition, the property does not meet all the requirements as the property has had modern window replacements and modifications to window openings on the primary façade. This includes the infill of two windows along the east façade, one modified opening along the south façade as well as one on the west façade. Overall, the multiple fenestration modifications on the primary façade and removal of all but two of the original wood windows negatively impacts the architectural integrity of the structure. Therefore, staff does not recommend designation under HRB Criterion C.

CRITERION D - *Is representative of a notable work of a master builder, designer, architect, engineer, landscape architect, interior designer, artist or craftsman.*

Research into the construction of the property at 2528 Island Avenue failed to conclusively identify a builder, designer or architect. Therefore, the property is not eligible for designation under HRB Criterion D.

CRITERION E - Is listed or has been determined eligible by the National Park Service for listing on the National Register of Historic Places or is listed or has been determined eligible by the State Historical Preservation Office for listing on the State Register of Historical Resources.

The property at 2528 Island Avenue has not been listed on or determined eligible for listing on the State or National Registers. Therefore, the property is not eligible for designation under HRB Criterion E.

CRITERION F - Is a finite group of resources related to one another in a clearly distinguishable way or is a geographically definable area or neighborhood containing improvements which have a special character, historical interest or aesthetic value or which represent one or more architectural periods or styles in the history and development of the City.

The property at 2528 Island Avenue is not located within a designated historic district and is outside the boundaries of both the Sherman Heights and Grant Hill Historic Districts. Therefore, the property is not eligible for designation under HRB Criterion F.

OTHER CONSIDERATIONS

Designation brings with it the responsibility of maintaining the building in accordance with the Secretary of the Interior's Standards. The benefits of designation include the availability of the Mills Act Program for reduced property tax; the use of the more flexible Historical Building Code; flexibility in the application of other regulatory requirements; the use of the Historical Conditional Use Permit which allows flexibility of use; and other programs which vary depending on the specific site conditions and owner objectives. If the property is designated by the HRB, conditions related to restoration or rehabilitation of the resource may be identified by staff during the Mills Act application process, and included in any future Mills Act contract.

CONCLUSION

Based on the information submitted and staff's field check, it is recommended that the property located at 2528 Island Avenue not be designated under any HRB Criteria.



Emma Haggerty
Associate Planner



Suzanne Segur
Senior Planner
Development Services Department

EH/ss

Attachment(s):

1. Excerpt from *Southeastern San Diego Historic Context Statement*
2. Applicant's Historical Report under separate cover

ASSOCIATED PROPERTY TYPES & REGISTRATION REQUIREMENTS (1868 – 1916)

This section discusses the property types associated with the significant themes of the “Building Southeastern San Diego” development period, and can be used as a guide for evaluating the significance of potentially eligible properties within the Southeastern San Diego Community Plan. Please refer to **Chapter III. Guidelines for Evaluation** (pages 10-19) for additional information about how to evaluate historic properties. This includes the definition of the significance criteria and the detailed discussion of the various aspects of integrity.

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Residential: Cottages & Bungalows

Typical Example(s)	Character-Defining Features
 <p>1824 Julian Avenue 2804 Webster Ave.</p> <p>2632 and 2638 L Street</p>	<ul style="list-style-type: none"> ▪ Location in an early subdivision, typically west of Escondido Freeway (CA-15) ▪ Architectural style and form from this period, including Queen Anne, Folk Victorian, Folk National, Craftsman, and Prairie ▪ Set back from lot line ▪ One story (or one story with raised basement) ▪ Gable or pyramidal roof ▪ Wood cladding (shingles or horizontal siding) ▪ Wood sash windows (double-hung or casement) ▪ Wood door (glazed or paneled)
Significance Statement	
<p><i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must be significant under at least one of the following criteria.</i></p>	
<ul style="list-style-type: none"> ▪ NRHP A/CRHR 1/HRB A&B (Events): Cottages and bungalows from this period may be significant for their association with the theme of early land speculation and booming residential development in the plan area. Cottages in the western half of the city—especially Logan Heights and Sherman Heights—are most likely to reflect this theme. Groups of identical houses (four or more) built on speculation are especially good at conveying this development pattern, as are districts with a high concentration of houses from this period. In Southeastern San Diego, it is unlikely for entire subdivisions to qualify as a district, but groups of at least five similar houses may be able to represent the neighborhood’s early development patterns. ▪ NRHP B/CRHR 2/HRB B (Persons): Cottages and bungalows from this period are not likely to be significant for their association with persons important to San Diego history. These buildings were typically homes of working-class residents, not prominent merchants or government officials. ▪ NRHP C/CRHR 3/HRB C&D (Architecture): Cottages and bungalows from this period may be significant for their architecture as an example of a typical San Diego workers’ cottage, or as a Craftsman bungalow. They are not likely to represent the work of master architects or prominent builders, as most were not architect-designed. Resources qualified under this criterion should be good examples of types and/or styles and retain most of their original features. 	

<p style="text-align: center;">Minimum Integrity Threshold</p>
<p><i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must retain sufficient integrity to convey its significance. The minimum features required to retain integrity are as follows.</i></p>
<ul style="list-style-type: none"> ▪ Clear example of residential architecture from this period ▪ Retains original form and roofline ▪ Retains most of its original ornamentation, if applicable (The retention of entry, window and/or roofline ornamentation should be considered most important) ▪ Retains original cladding (no stucco) ▪ Retains original windows and doors (or match in location, pattern, size, and materials) ▪ In historic districts, at least two-thirds of the properties must qualify as contributors in order for the district to retain integrity
<p style="text-align: center;">Additional Integrity Considerations</p>
<p><i>Additional items to consider when evaluating the integrity of a property of this type and from this period include the following.</i></p>
<ul style="list-style-type: none"> ▪ Security: It is common for residences in Southeastern San Diego to have metal security grates on their doors and windows. These grates are acceptable as long as the original windows are still in place underneath the grates. ▪ Stairs & Porches: It is generally acceptable for entry stairs and porch features to have been replaced, as these are subject to greater deterioration from weathering and use. However, replacement porches should substantially conform to the original configuration. Incompatible porch replacement would likely jeopardize a residence's eligibility for listing. ▪ Additions: Rear additions that have respected the scale of the original building are generally acceptable. However, additions that compromise a building's form and scale are not acceptable. ▪ Landscaping: The presence of original site or landscape features is not essential, but could enhance a property's significance and integrity. Properties that retain elements such as walls, fences, steps, paths, and heritage trees are more likely to qualify for listing. ▪ Adaptive Reuse: Residences that have been converted to commercial use are still eligible for listing under all criteria as long as they retain their overall form and architectural character. While such buildings no longer retain their original use, they can still be fine examples of late nineteenth and early twentieth century architectural styles and residential development patterns. Many of these cottage-to-commercial conversions exist today on Imperial Avenue.