



THE CITY OF SAN DIEGO

Report to the Historical Resources Board

DATE ISSUED: September 2, 2016 REPORT NO. HRB-16-063

ATTENTION: Historical Resources Board
Agenda of September 14, 2016

SUBJECT: **ITEM #1 – North Park Community Plan Update**

APPLICANT: City of San Diego

LOCATION: North Park Community, Council District 3

DESCRIPTION: Review and consider the North Park Community Plan Update as it relates to historical and cultural resources for the purposes of making a recommendation to the City Council.

STAFF RECOMMENDATION

Recommend to the City Council adoption of the North Park Community Plan Area Historic Resources Survey (Historic Survey); the Historic Preservation Element of the North Park Community Plan update (HPE); the proposed amendments to the City's Historical Resources Regulations (HRR) to provide supplemental regulations for potential historic districts; and the final Program Environmental Impact Report (PEIR) related to Historical Resources analysis and mitigation.

BACKGROUND

A Historic Survey consisting of a historic context statement and a detailed reconnaissance survey identifying potential historic districts and individual resources was prepared in support of the North Park Community Plan Update (NPCPU). The information in these documents, along with the Cultural Resources Report (AECOM 2015) was used to identify locations in North Park that may contain significant historical resources. The information in these documents was used to shape the Historic Preservation Element of the NPCPU, and inform the Land Use and Urban Design elements of the plan.

DISCUSSION

North Park is a dynamic urban community encompassing approximately 1,980 acres in the central core of the City of San Diego. It is defined by its location on a mesa top, intersected with steep canyons that lead to Mission Valley to the north and southeast into Las Choyas Valley, which were probably used prehistorically by Kumeyaay inhabitants and their ancestors as travel routes in to the valley areas, much as they are today. North Park is almost exclusively residential, with commercial

uses located along major transportation corridors. Although the built environment in North Park represents all its periods of development, the majority of development in the area appears to have taken place between the 1920s and the early 1940s, during the height of the streetcar period. Since its original settlement, North Park has evolved into a community of thriving neighborhoods with a diversity of housing, strong commercial districts, and a growing arts community.

In support of the NPCPU, a records search revealed seven cultural resources within North Park that have been recorded by the South Coastal Information Center - one prehistoric lithic scatter, four historic refuse scatters, and two prehistoric isolated finds. As of the completion of the most recent Historic Survey draft in May 2016, North Park is home to three historic resources listed in the National Register of Historic Places - Lafayette Hotel/Imig Manor, Georgia Street Bridge, and University Heights Water Storage and Pumping Station Historic District. Additionally, North Park also claims 105 individually designated properties and four historic districts listed in the City of San Diego Register of Historic Resources.

North Park Community Plan Area Historic Resources Survey

The Historic Survey prepared by Historic Resources Group (HRG) and the City of San Diego (Attachment 1) provides a project overview; discusses the project methods, including the survey approach, evaluation criteria, and public outreach efforts; provides a historic context addressing the themes significant to development of the plan area and the property types that reflect those significant themes; and identifies potential individual resources and potential historic districts which may be eligible for designation based upon the historic context.

Historic Context

The Historic Context Statement presents an overview of the history of North Park, with a specific emphasis on describing the historic themes and patterns that have contributed to the community's physical development. It presents the history of North Park's built environment from pre-history to the present in order to support and guide identification and evaluation of historic properties throughout the community, as well as to inform future planning decisions. The following themes were identified in the Historic Context:

- Prehistory
- Early Settlement of Greater North Park: 1893-1906
- Development of North Park: 1907-1929
- Influence of the Great Depression & World War II in North Park: 1930-1945
- Post-World War II Development in North Park: 1946-1970

Detailed Reconnaissance Survey

A reconnaissance-level survey, as defined by the National Park Service, is a "once over lightly" inspection of an area. In contrast, an intensive-level survey includes a detailed inspection of the survey area in order to identify "precisely and completely" all historic resources in an area. The historic resources survey for the North Park Community Plan Update is substantially more detailed than a reconnaissance-level survey, but without the degree of documentation required for an intensive-level survey. The purpose of this survey is to identify potentially historic properties within

the community plan area for consideration in the community plan update process and for possible future designation. This includes the verification of previously-identified potential historic districts and individual resources, as well as the identification of new historic districts and individual resources.

Fieldwork for the North Park survey began in late 2009 and was completed by HRG, with oversight from the City's historical resources staff. HRG conducted a detailed, property-by-property inspection of the entire community plan area, evaluating all built resources constructed prior to 1970 for potential eligibility to the National, State and local registers. All properties identified as potentially significant – either as an individual site or as a feature of a potential historic district, were documented and a California Historic Resource Status Code was assigned to each property.

Based upon the historic context statement and the reconnaissance-level survey, HRG and the City of San Diego identified six potential historic districts (three of which appear eligible for listing on the National and State registers); one Multiple Property Listing (MPL); and 47 properties that appear eligible for individual listing (25 of which appear eligible for listing on the National and State registers). The six potential historic districts include:

- 28th Street Residential Historic District;
- Kalmia Place Residential Historic District;
- Spalding Place Residential Historic District; 30th Street/University Avenue Commercial Historic District;
- Expansion to the designated Shirley Ann Place Historic District; and,
- Park Boulevard Apartment (East) Historic District (found eligible in conjunction with Park Boulevard Apartment (West) Historic District in the adjacent Uptown Community Plan area).

In addition, the Historic Survey identified the Residential Court MPL, a discontinuous grouping of approximately 90 residential courts located throughout the plan area. A MPL is a group of related significant properties with shared themes, trends and patterns of history. Such properties are typically grouped within a general geographic area, but not necessarily in a sufficient concentration to form a historic district. A MPL may be used to nominate and register thematically related historic properties simultaneously or to establish the registration requirements for properties that may be nominated individually or in groups in the future. The City does not have a process in place for establishing MPLs, and such procedures are not being proposed in conjunction with the CPU.

The Historic Survey also identified 47 properties as potentially significant individual resources. These include 11 single family homes, 6 multi-family properties, 16 commercial buildings, 12 civic and institutional buildings, and 1 infrastructure element. Most of these 47 resources relate to the themes "Development of North Park: 1907-1929" (20) and "Influence of the Great Depression & World War II in North Park: 1930-1945" (15), with an additional 7 resources related to "Early Settlement of Greater North Park: 1893-1906" and 5 resources related to "Post-World War II Development in North Park: 1946-1970."

Substantial public outreach with the North Park Planning Group, regional and local preservation groups, and members of the community occurred throughout the development of the Historic Context and completion of the survey. This information was considered and incorporated as appropriate into the results and recommendations of the survey.

Following completion of the Draft Survey Report, City staff conducted additional outreach with these groups to identify any resources not previously included in the survey by the consultant which the community believed to be historically significant. Based on the results of this outreach and review by qualified City staff, additional resources were identified as potentially significant, requiring further site-specific evaluation. These resources, which are documented in Section 5 of the Historic Survey, included 21 additional individual resources; five residential courts; and five potential historic districts, including:

- Valle Vista Terrace Historic District,
- Park Villas Historic District,
- Altadena/Carmel Heights/Frary Heights Historic District,
- Wabash Mesa Historic District; and
- St. Louis Heights/Lynhurst/O'Nealls Terrace/Wallace Heights Historic District.

While the survey work conducted by HRG did not identify these areas as potential historic districts, qualified City staff reviewed these potential historic districts and conducted a windshield survey on foot to confirm that these areas appear to contain a sufficient concentration of resources and the physical integrity required to be eligible for local listing. However, because properties were not evaluated at a more detailed reconnaissance level to identify potential contributing and non-contributing resources, staff is not recommending that these potential districts be subject to the new supplemental regulations discussed below. In order to bring these districts forward for designation, additional, intensive-level research will be required to evaluate the district and define a precise boundary, period of significance, significance criteria, and contributing and non-contributing resources.

Historic Preservation Element

The Historic Preservation Element (HPE) of the NPCPU (Attachment 2) guides the preservation, protection and restoration of historical and cultural resources within the community plan area. The element includes goals and policies for addressing the history and historic resources unique to North Park in order to encourage appreciation of the community's history and culture. The policies within the HPE fall within two general categories, 1) identification and preservation of historical resources, and 2) educational opportunities and incentives related to historical resources. Broadly, the goals and policies of the HPE include protection of potential historic districts; future intensive level survey of potential historic districts; implementation of the identified MPL; outreach to the community and property owners; identification and protection of archaeological and tribal cultural resources; and promotion of educational and interpretive programs and heritage tourism opportunities. These policies were informed by the results of the Historic Survey and developed in collaboration with the community.

Amendments to Historical Resources Regulations

The City's Historical Resources Regulations (HRR) currently regulate improvements to designated historic resources and potentially significant individual resources. Not included in the City's existing HRR are those properties that are not designated and not individually significant, but nevertheless contribute to a potential historic district. Contributing resources need not be individually significant

if they date to the district's period of significance, reflect the significance of the district, and retain sufficient integrity. It is these properties, and the possible erosion that can occur within a potential historic district if these properties are not preserved, that were of particular concern for the community.

HPE Policy HP-2.1 to provide interim protection of potential historic districts was included in response to this concern regarding the possible erosion of historic districts through changes to potential contributing resources between the adoption of the CPU and the eventual processing of the potential historic districts identified during the plan update. Processing of a historic district requires an intensive-level survey that includes a context, statement of significance, period of significance, boundary justification, and survey of all properties within the district that documents all modifications over time, as well as public workshops and multiple hearings before the HRB. Completion of this process for the 6 survey-identified and 5 community-identified potential historic districts within the North Park planning area concurrent with the adoption of the CPU was not logistically feasible. Instead, the City considered options that would preserve the overall integrity of potential historic districts until such time as they could be intensively surveyed and brought forward for designation.

The proposed amendments to the City's HRR will provide new supplemental regulations for potential historic districts (Attachment 3.) In developing the proposed supplemental regulations, the City had two primary requirements which had to be met. First, the supplemental regulations must achieve the overarching goal of providing adequate protection of potential historic districts and preserving their eligibility for future designation *without* over-regulating properties and applying the same regulations and standards that would be applied to designated historic resources and districts. Second, the supplemental regulations must achieve this through straight-forward, clear and universal regulations that can be easily understood by property owners, design professionals and community members.

In order to achieve these requirements, the City opted to forgo application of the Standards in favor of a limitation on where modifications and additions may occur on a building. Under the proposed supplemental regulations, any modification or addition may be permitted on the rear one-third (1/3) of the original building footprint. Modifications on the front two-thirds (2/3) of the building are limited to repair and restoration, unless the applicant processes a Neighborhood Development Permit, which includes a finding that "Reasonably feasible measures to protect and preserve the integrity of the potential historical district have been provided by the applicant and the proposed project will not result in a substantial loss of integrity within the potential historic district, which would render it ineligible for historic designation." Additional requirements as illustrated in the supplemental regulations are proposed for corner lots, based upon the historic orientation of the building.

The proposed supplemental regulations would only apply within potential historic districts specified by the City Council during the adoption of the CPU, and would only impact residential (single and multi-family) properties 45 years old or older and that are identified as potential contributing resources to the district. It should be noted, that residential properties 45 years old or older account for the vast majority of the potential contributing resources in the potential historic districts. Non-residential properties are not included due to the issues involved in limiting ministerial

modifications to the front of commercial properties that regularly undergo tenant improvements, many of which are minor.

The proposed supplemental regulations will be implemented as an additional, third prong to the existing historic regulations. Properties within specified potential historic districts which are either designated as individually significant resources or identified as potentially individually significant through the 45 year review process will continue to be regulated as they are now. Properties within specified potential historic districts which are not designated or potentially individually significant, but are potential contributing resources to the district, would be subject to the new supplemental regulations and therefore afforded protections which do not currently exist. The determination of whether or not a resource is potentially contributing will be made by historic resources staff, and will be based upon the findings of the Historic Survey and more detailed property-specific information submitted at the time of permit application. A Fact Sheet that summarizes the new supplemental regulations is included in Attachment 4.

Included with the CPU package is a draft work program that includes a schedule for the processing of all 34 potential historic districts identified across the North Park, Golden Hill, and Uptown planning areas over the next 11 years (Attachment 5). This work program was developed using prioritization factors that included input from the various Community Planning Groups. The work program envisions processing of all 11 districts in the North Park planning area within the first eight years of the program.

Environmental Analysis of Historical Resources

A Program Environmental Impact Report (PEIR) was prepared and includes a CEQA-level analysis of potentially significant impacts to Historical Resources (prehistoric, historic archaeological, tribal cultural and built environment resources) and is detailed in Section 6.7 Historical Resources section of the PEIR (Attachment 7). Although the proposed North Park CPU and associated discretionary actions do not propose specific development, future development could result in the alteration of historical resources as defined in the Land Development Code (e.g. historic building, structure, object, or site.) The mitigation framework provided in the PEIR (HIST-6.7-1 and HIST 6.7-2) would be required of all development projects with the potential to impact significant historical resources. A complete copy of the Final PEIR, that includes responses to comments on historical issues, is provided on the City's website through the link at the end of this report.

Public Input

The City has received input from the public on the Historic Survey, the Historic Preservation Element, and proposed amendments to the Historical Resources Regulations. Wherever appropriate, the City has worked to incorporate public comment and feedback into the various documents. Attachment 8 includes staff responses to several issues which were repeated in one form or another during public review of the documents.

CONCLUSION

In conclusion, the information provided in the historic context and survey report has been incorporated into the planning process for the North Park CPU and is reflected in the goals and

policies of the Historic Preservation Element. In addition, the proposed amendments to the Historical Resources Regulations to provide supplemental regulations for contributing properties within specified potential historic districts would provide a level of protection for potential historic districts not currently provided by the existing regulations. Lastly, the EIR includes a mitigation framework for historical resources that would reduce impacts anticipated from future projects, although not below a level of significance for built environment resources. Therefore, staff recommends that the HRB recommend to the City Council adoption of the North Park Community Plan Update Historic Resources Survey (Historic Survey); the Historic Preservation Element of the North Park Community Plan update (HPE); the proposed amendments to the Historical Resources Regulations (HRR) to provide supplemental regulations for contributing resources within specified potential historic districts; and the Program Environmental Impact Report (PEIR) related to Historical Resources analysis and mitigation.



Kelley Stanco
Senior Planner/HRB Liaison

KS

Attachments:

1. North Park Community Plan Historic Resources Survey (under separate cover)
2. North Park CPU Historic Preservation Element (under separate cover)
3. Proposed Amendments to Historical Resources Regulations to Provide Supplemental Regulations for Potential Historic Districts (under separate cover)
4. Potential Historic District Supplemental Regulations Fact Sheet (under separate cover)
5. Draft Work Program for Processing Potential Historic Districts (under separate cover)
6. North Park Program Environmental Impact Report (available online at: <https://www.sandiego.gov/planning/programs/ceqa>)
7. North Park PEIR Section 6.7, Historical Resources (under separate cover)
8. Planning Department Responses to Historic Resources Issues (under separate cover)
9. North Park PEIR Response to Comments (under separate cover)