



Agenda Report

July 17, 2017

TO: Honorable Mayor and City Council
FROM: Planning & Community Development Department
SUBJECT: ADOPTION OF A ZONE CHANGE TO DESIGNATE A LANDMARK DISTRICT OVERLAY FOR THE ROSE VILLA-OAKDALE LANDMARK DISTRICT (LD-25)

RECOMMENDATION:

Staff recommends that the City Council:

1. Find that the application for a zone change to create a landmark district is categorically exempt from environmental review pursuant to the guidelines of the California Environmental Quality Act, (Section 15308: Class 8, Actions by Regulatory Agencies for Protection of the Environment);
2. Find that the proposed Rose Villa-Oakdale Landmark District meets the criteria for designation as a Landmark District as specified in §17.62.040.F of the Pasadena Municipal Code;
3. Find that the proposed zoning map amendment is consistent with the General Plan;
4. Find that the proposed zoning map amendment would not be detrimental to the public interest, health, safety, convenience, or general welfare of the City; and
5. Approve the landmark district designation and the zoning map amendment for the Rose Villa-Oakdale Landmark District, LD-25; and
6. Direct the City Attorney to prepare an ordinance within 60 days amending the official zoning map of the City of Pasadena established by §17.20.020 of the Pasadena Municipal Code to designate the landmark district with the LD-25 Overlay Zone.

HISTORIC PRESERVATION COMMISSION RECOMMENDATION:

On January 3, 2017, the Historic Preservation Commission determined that the proposed Rose Villa-Oakdale Landmark District meets the criteria for designation in §17.62.040.F of the Pasadena Municipal Code (PMC) and unanimously recommended approval of the designation.

PLANNING COMMISSION RECOMMENDATION:

At a public hearing on April 26, 2017, the Planning Commission acknowledged the determination of the Historic Preservation Commission that the proposed landmark district meets the criteria for designation in §17.62.040.F of the Pasadena Municipal Code (PMC), confirmed that the designation has written support from at least 51% of the owners of individual parcels in the district, found that the proposed zoning map amendment to create a landmark district is consistent with the General Plan and voted 4-1 to recommend that the City Council approve designation of the Rose Villa-Oakdale Landmark District.

EXECUTIVE SUMMARY:

The Rose Villa-Oakdale Landmark District meets the criteria set forth in PMC §17.62.040.F.1 for designation as a landmark district. In addition, a majority of the property owners (60%) have indicated support in writing for the designation.

BACKGROUND:

Since 1989 the City has formally designated 24 landmark districts. On August 22, 2016, Barbara Miller and Pam Aschbacher, on behalf of supporting property owners in the proposed landmark district, submitted an application for designation of the Rose Villa-Oakdale Landmark District. The staff evaluated the district according to the landmark criteria in Title 17 of the P.M.C. and determined that the district qualifies for landmark district designation.

Description of the Proposed Landmark District

Boundaries: The proposed boundaries of the district are roughly East Del Mar Boulevard on the north; South Allen Avenue on the east; San Pasqual Street, Oakdale Street, East California Boulevard and the City boundary on the south and South Hill Avenue on the west (see Attachment A). Within these boundaries there are 269 properties. Further analysis and justification regarding these boundaries are provided below.

Construction Dates: The majority of the contributing buildings (205) in the district were built in the Period Revival Era (1919-1942), with a minority (27) built during the Arts & Crafts Period (1885-1918). Ten properties were built in the post-WWII-era and six were built since 1986. See Attachment B for construction dates of each specific property in the district.

Architects and Builders: Buildings designed by significant architects from the Period Revival era abound in the Rose Villa-Oakdale Landmark District, including Wallace Neff; Johnson, Kaufman & Coate; Charles Ruhe; Glenn Elwood Smith; Bennett & Haskell; Foss Designing & Building Company; David Ogilvie; Marston, Van Pelt & Maybury;

Everett Phipps Babcock; Clarence L. Jay; and Frederick Kennedy Jr. A number of unknown architects are also listed on building permits for houses in the district.

Zoning: All properties within the proposed district are zoned single-family residential (RS-2, RS-4 and RS-6).

General Plan: The General Plan Designation of all properties within the proposed landmark district is Low Density Residential.

ANALYSIS:

The proposed landmark district is a grouping of single-family residential buildings built between 1903 and 1941 which represent architectural styles and development patterns identified as significant in the City's studies "Residential Period Revival Architecture and Development in Pasadena from 1915-1942" and "Residential Architecture of Pasadena, CA 1895-1918: The Influence of the Arts and Crafts Movement."

Criteria for Designation

The Rose Villa-Oakdale Landmark District meets the criteria for designation in §17.62.040.F.1, PMC, as follows:

- a. Within its boundaries, a minimum of 60 percent of the properties qualify as contributing;

Most (232) of the residential buildings in the district were built between 1903 and 1941, the period of significance, and remain largely intact on their street-facing elevations (86% contributing).

Generally, buildings that retain most of their original features are contributing to a landmark district. Minor alterations, which may be reversed, typically do not render a building noncontributing. Buildings with two or more substantial alterations including openings with altered dimensions, new windows or doors, exterior cladding/coating in a different material or finish, or modified roof form or material are typically noncontributing. Buildings built outside of the period of significance or that do not represent the general architectural character or historic context of the district are also noncontributing.

- b. The grouping represents a significant and distinguishable entity of Citywide importance and one or more of a defined historic, cultural, development and/or architectural context(s) (e.g., the 1993 Citywide historic context, a historic context prepared in an intensive-level survey or a historic context prepared specifically for the nominated landmark district).

The district is significant because it is a collection of residential buildings that represent architectural styles and development patterns identified as significant in the City's

studies "Residential Period Revival Architecture and Development in Pasadena from 1915-1942" and "Residential Architecture of Pasadena, CA 1895-1918: The Influence of the Arts and Crafts Movement."

Support from Property Owners:

The application includes a petition indicating that owners of 60% (162 out of 269) of the properties within the district boundary signified their support for landmark district designation in writing, which exceeds the minimum 51% requirement. No formal opposition to this landmark district was presented at the Historic Preservation Commission meeting on January 3, 2017; however, three property owners indicated opposition to their properties being included in the landmark district at the Planning Commission meeting on April 26, 2017. The three properties in question were 540 S. Hill Avenue, 1450 San Pasqual Street and 1795 Oakdale Street. There was discussion at the meeting related to possibly removing these properties; however, although the properties at 540 S. Hill Avenue and 1450 San Pasqual Street are along the edges of the proposed district boundaries, Commissioners expressed concern that their removal would also result in the removal of 530 S. Hill Avenue, which did not request to be removed, in addition to removing landmark district protections adjacent to other contributing properties. The property at 1795 Oakdale Street is not at the edge of the district and, therefore, could not be removed from the boundary without removal of several other properties that did not request to be removed. The majority of the Commissioners present voted to retain the boundaries as proposed.

RESULTS OF DESIGNATION:

The landmark district designation protects the historic and architectural character of a neighborhood through the Certificate of Appropriateness process. The Zoning Code requires an application for Certificate of Appropriateness, reviewed by the Director of Planning & Community Development for minor projects such as the removal of non-original insignificant exterior features, the replacement of doors and windows that match the originals, alterations to garages, and side yard fences. Major projects, such as demolitions, relocations, significant exterior alterations, major changes to original windows and doors or their openings, changes to exterior cladding, and front yard fences, require review by the Historic Preservation Commission at a noticed public hearing.

Guidelines. The Design Guidelines for Historic Districts and the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings apply to reviews of all projects affecting structures in designated landmark districts.

The landmark district designation also allows owners of properties to apply for a Historic Property Contract (Mills Act) which allows a reduction of property tax in exchange for the continued preservation of the property. Typical Mills Act improvements have

included (but are not limited to), repair and replacement of original architectural features, new roofing and gutters, electrical and plumbing upgrades, termite repair, water damage, and painting.

ENVIRONMENTAL ANALYSIS:

Class 8 exempts from environmental review actions taken by regulatory agencies to assure the maintenance, restoration, enhancement, or protection of the environment where the regulatory process involves procedures for protection of the environment. The establishment of a landmark district will include procedures by which new structures, or changes to existing structures that contribute to the historic character, or environment, of the district, are reviewed for consistency with the character of the district.

COUNCIL POLICY CONSIDERATION:

The General Plan Land Use Element – Guiding Principle 2: “Pasadena’s historic resources will be preserved. Citywide, new development will be in harmony with and enhance Pasadena’s unique character and sense of place. New construction that could affect the integrity of historic resources will be compatible with, and differentiated from, the existing resource;” and Goal 8: “Preservation and enhancement of Pasadena’s cultural and historic buildings, landscapes, streets and districts as valued assets and important representations of its past and a source of community identity, and social, ecological, and economic vitality.”

FISCAL IMPACT:

In some instances, owners of designated properties may apply to the City for a Historic Property Contract (Mills Act), which allows an alternative and often lower property tax assessment. The City Council reviewed the projected loss of property tax revenue from this program in 2002 when it adopted the local Mills Act ordinance. As a result of this program, the reduced property tax amount which comes out of the City's local share amount from the State, is a small percentage of the City's overall property tax revenue.

Respectfully submitted,



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Reviewed by:



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Approved by:



STEVE MERMELL
City Manager

Attachments (3):

Attachment A – Map of Proposed Landmark District

Attachment B – Example Photographs of Buildings in Proposed Landmark District

Attachment C – Inventory of Properties