

HISTORIC PRESERVATION COMMISSION

May 18, 2023 at 3:00 PM

Council Chambers: 201 North Broadway, Escondido, CA 92025

WELCOME TO YOUR COMMISSION MEETING

We welcome your interest and involvement in the legislative process of Escondido. This agenda includes information about topics coming before the Commission.

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CITY of ESCONDIDO HISTORIC PRESERVATION COMMISSION

Thursday, May 18, 2023

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CITY of ESCONDIDO HISTORIC PRESERVATION COMMISSION

THURSDAY, MAY 18, 2023

AGENDA

FLAG SALUTE

ROLL CALL

APPROVAL OF MINUTES

WRITTEN COMMUNICATIONS

ORAL COMMUNICATIONS

PUBLIC HEARINGS

1. REQUEST: Non-Emergency Demolition Permit (Case Nos. PL22-0396, PL22-0397 and PL22-0398)

PRESENTER: Jay Paul, Senior Planner

RECOMMENDATION: Forward recommendation of approval to the City Council

CURRENT BUSINESS

REQUEST: Consider 5 nominations to be awarded Historic Preservation Awards for 2023 PRESENTER: Ivan Flores, AICP, Associate Planner RECOMMENDATION: Nominate the 5 nominees for Historic Preservation Awards

3. Discussion of Historic Preservation Plan by Commissioner Suarez-Avila

ORAL COMMUNICATIONS

COMMISSIONER COMMENTS

ADJOURNMENT



STAFF REPORT

May 18, 2023 Agenda Item No.: 1

REQUEST

Non-Emergency Demolition Permit (Case Nos. PL22-0396, PL22-0397 and PL22-0398)

DEPARTMENT

Development Services Department, Planning Division

RECOMMENDATION

Forward recommendation of approval to the City Council

Presenter: Jay Paul, Senior Planner

PROJECT DESCRIPTION

The proposed project involves the demolition of a historic resource in order to redevelop a commercial property. The project includes a Tentative Parcel Map and two separate Conditional Use Permits for the development of the site with two drive-through restaurants. In order to accommodate the project, the existing 2,400 square foot commercial structure, originally constructed in 1962 as a Denny's restaurant, would need to be demolished. Article 40 (Historical Resources) of the Escondido Zoning Code requires Historic Preservation Commission review of a request for the non-emergency demolition of a historic resource. The Historic Preservation Commission acts in an advisory role to the City Council on this matter.

LOCATION

The 3.74-acre site is located on the southwest corner of West Mission Avenue and Centre City Parkway, addressed at 501-503 W. Mission Avenue (APNs 238-152-06-00 and 238-152-07-00).

BACKGROUND

The property contains a single-story, Googie-style commercial building constructed in 1962 as a Denny's restaurant. The Googie-style is post WWII Futurist type of architecture closely associated with southern California in the 1950s and 1960s, and typically incorporates exaggerated forms, such as the boomerang type rooflines and oversized lighted signage. The structure has incorporated several alterations over the years, but still possesses most of the primary character-defining features of the Googie style. The building meets the minimum age threshold (50 years) to be considered a historic resource, and therefore, the proposed demolition is subject to further analysis to determine its integrity, and architectural and historic significance, in accordance with the City's Historical Resources Ordinance (Article 40) and the California



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Environmental Quality Act ("CEQA"). A Historic Structure Assessment was prepared by Brian Smith and Associates (included as Attachment 2) to determine the level of historical significance for the existing structure and to assess potential eligibility for listing on national, state or local historic registers. The structure is not included on the Escondido Historic Sites Survey update conducted in 2001 or on the City's local historic register. The report concluded the 1962 Googie-style building can be considered historically and architecturally significant because it meets certain criteria under the California Register of Historical Places ("CRHR") and City of Escondido Local Register of Historical Places (City of Escondido Register).

Demolition of a significant historic resource requires the issuance of a Non-Emergency Demolition Permit, that includes consideration by the Historic Preservation Commission and approval by the City Council at noticed public hearings, along with certain findings to be made. Demolition of a significant historic resource also is considered a potential environmental impact that would require specific measures to reduce/mitigate impacts to less than a significant level. Therefore, in conformance with CEQA Guidelines, a draft Mitigated Negative Declaration is being prepared to evaluate the environmental impacts of the proposed project, along with recommended mitigation measures related to cultural/historic resources.

HISTORIC RESOURCES ORDINANCE

Although the commercial structure is not identified on the City's Historic Sites Survey or listed as a Local Register structure/property, the Historic Structure Assessment prepared by Brian Smith and Associates indicated that, because the building is potentially eligible for listing on the Escondido Register, impacts to the structure are potentially significant under CEQA. The assessment determined that the structure was eligible for designation in the California Register of Historical Resources pursuant to Criterion 3, and City of Escondido Register pursuant to Criteria 2 and 5.

Because of the historic nature of the 1962 commercial structure and eligibility for listing on the Local Historic Register, demolition of the structure is subject to the provisions of Article 40 (Historic Resources) of the Escondido Zoning Code and would require the approval of a Non-Emergency Demolition Permit by the City Council subject to the required findings listed below. Staff believes the proposed project would be in conformance with the following findings:

1. That the City of Escondido's inventory of significant historical resources is not diminished by the demolition of the subject resource, and that there remains in the community a like resource, i.e., use, site, architectural style, or example of an architect's work;

The 503 West Mission Avenue building possesses characteristics of the Googie style and is eligible for designation under CRHR Criterion 3 and City of Escondido Criterion 2, as it possesses distinguishing characteristics of the Googie style. While the Escondido Historic Context Statement does not mention whether Googie-style buildings are common in Escondido, field research identified several examples of Googie-style architecture close to the 503 West Mission Avenue building. The document titled "Escondido's Marvelous Mid-Centuries: 1945-1969" prepared by the City of Escondido in 2016 mentions that the existing Denny's building addressed at 510 Mission Avenue and located across the



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street from 503 West Mission Avenue, was constructed between 1953 and 1964 and is an excellent example of a Mid-Century, Googie-style commercial building. Two other Googie-style buildings and one sign located at 810 North Broadway, constructed between 1953 and 1964; 2680 South Escondido Boulevard, constructed in 1969; and the northwest corner of West Mission Avenue and North Escondido Boulevard, erected between 1967 and 1978. Because the 503 West Mission Avenue building is among several examples of the Googie style in the city possessing distinguishing features of the architectural style, its demolition will not diminish the City of Escondido inventory of significant historical resources.

2. That all feasible economic and physical alternatives to demolition have been evaluated, and that the applicant has shown that there is no alternative left to pursue, other than demolition;

The proposed project includes the subdivision of a 3.74-acre property into three parcels, and the development of two drive-through restaurants, one being a 3,885 square foot fast-food restaurant and the other an 1,800 square foot coffee and tea shop. In order to develop the fast-food restaurant and drive-through component on the northeast portion of the site, the existing 2,400 square foot vacant restaurant building would need to be demolished.

The structure has retained its integrity of location, design, materials, and workmanship. It is important to note that integrity is not the same as condition. Integrity directly relates to the presence or absence of historic materials and character-defining features, while condition relates to the relative state of physical deterioration of the resource. Today, based on an evaluation of the building by the applicant's consultants, the condition of the original materials used to construct the building is generally poor to average. Some windowpanes are missing and have been replaced with compressed wood boards. The paint is peeling off the walls at some places. Much of the exterior wood trim used at the fascia of the roof has been damaged by weather. The condition of the dining areas within the restaurant is average; however, some of the roof boards are missing. The back area of the building, where service areas and the kitchen are located, is in poor condition, mostly due to the damage caused by heat released from cooking and frying.

Due to the building's angled location and close proximity to the corner of the lot and public right-of-way, incorporating the existing structure into the design of the project is unworkable and would result in a significant reduction in developable area for the proposed drive-through building. Attempting to move or re-use the structure is impractical and would make the overall project infeasible.

3. That the continued existence of the historical resource is detrimental to the public health, safety and welfare;

Since shuttering of the restaurant, the site has faced a constant breach of the security fencing surrounding the property despite continued efforts to secure the property and repair vandalism. The building and grounds have been minimally maintained since the restaurant was closed and have fallen into disrepair, with some of the building and landscape elements removed and/or damaged.



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Therefore, until this site can be cleared of the structures and despite the ongoing attempts to adequately secure the site, it will continue to serve as an attractive nuisance for trespassers and remain a threat to the public health, safety, and welfare.

4. If the property is approved for demolition, the Historical Society and/or other appropriate historic agency has access to the building to retrieve any historic material, and to provide photo documentation of the resources conducted according to Historic American Building Survey (HABS) specifications;

The assessment of the 503 West Mission Avenue building has concluded that the building is eligible for designation on the City of Escondido Register under eligibility Criteria 2 and 5 and the CRHR under eligibility Criterion 3. However, due to its angled location at the corner of the lot, incorporating the existing structure into the design of the project is unworkable and would result in a significant reduction in developable area for the proposed In-N-Out Burger building, which is not consistent with the company's business model. Attempting to move or re-use the structure is impractical and would make the overall project infeasible. The applicant has shown that there is no reasonable alternative left to pursue, other than demolition. Because the building cannot be incorporated into the design of the project and there are no redesign or relocation alternatives available based upon financial constraints and the requirements necessary to achieve project feasibility, it is recommended that Level I or II HABS documentation (or equivalent) of the building be conducted in order to achieve mitigation by exhausting the research potential of the resource, after which the building could be demolished. The project also would include a condition to identify, and if feasible, salvage distinctive architectural features for potential reuse and/or donation to various historical entities.

The following draft mitigation measures and conditions are recommended to reduce impacts to less than a significant level and the Historical Society and/or other appropriate historic agency will have access to the building to retrieve any historic material.

MM-CUL-1: The project applicant shall ensure Level I or II Historic American Buildings Survey documentation (or equivalent) of the structure be conducted a qualified professional to achieve mitigation by exhausting the potential of the resource. Compliance with this measure and following items shall be documented to the satisfaction of the City of Escondido Director of Development Services prior to demolition:

- Documentation shall include digital photographic recordation, a historic native report, and compilation of historic research.
- Documentation shall be completed by a qualified architectural historian or historian who meets
 the Secretary of the Interior's Professional Qualifications Standards for History and/or
 Architectural History (36 CFR Part 61).
- The original archival-quality documentation shall be offered as donated material to organizations and repositories that will make it available for local researchers.



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• Prior to issuance of building permits for demolition, the Applicant shall provide documentation that the materials have been offered and submitted or declined.

Draft Project Condition: <u>Salvage Materials</u> - Prior to demolition, distinctive representative architectural elements (interior and exterior features) shall be identified, and if feasible, salvaged for reuse in relation to the proposed plan. If reuse on-site is not feasible, opportunities shall be made for the features to be donated to various interested historical or archival depositories, to the satisfaction of the Director of Development Services.

5. The applicant shall have, or will have a plot plan or development plan approved by the city prior issuance of a demolition permit.

The applicant will have an approved development plan (Tentative Parcel Map, Conditional Use Permits and Demo Permit, (City File Nos. PL22-0396, PL22-0397 and PL22-0398) considered and approved by the City Council at a noticed public hearing with the approval prior issuance of a demolition permit for the building(s). Appropriate CEQA review and public notice also will have been conducted.

ENVIRONMENTAL REVIEW

A draft Initial Study/Mitigated Negative Declaration is currently being prepared for the project in conformance with the California Environmental Quality Act (CEQA). Draft mitigation measures required under CEQA have been developed to reduce the potential for adverse impacts with respect to cultural/historic resources. The draft IS/MND will be issued for 30-day public review and comment once it has been completed.

SUMMARY

Staff supports the applicant's request for a Non-Emergency Demolition Permit because they have demonstrated there are no reasonably feasible alternatives to demolition of the proposed historic resources in order develop the proposed commercial uses. In addition, all of the required findings to support the demo permit can be made and appropriate mitigation measures would be implemented.

ATTACHMENTS

- 1. Location/Aerial
- Site Plan
 Link: https://www.escondido.org/Data/Sites/1/media/PDFs/Planning/in-n-out/OverallSitePlan2023-02-22-CIVIL-SITEPLANPL22-0396.pdf
- 3. Historic Structure Assessment, dated July 7, 2022



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Link: https://www.escondido.org/Data/Sites/1/media/PDFs/Planning/in-nout/30_HistoricStructureAssessment_APN229-171-29--PL22-0396.pdf

4. Historic American Building Survey (HABS) documentation Link: https://www.escondido.org/Data/Sites/1/media/PDFs/Planning/in-n-out/INOBSiteHABSreportFeb2023-REPORTS-PL22-0396.pdf

ATTACHMENT 1

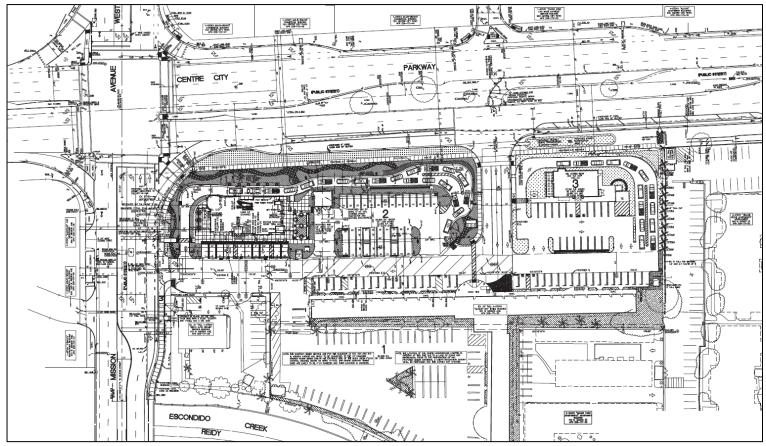
Project Location



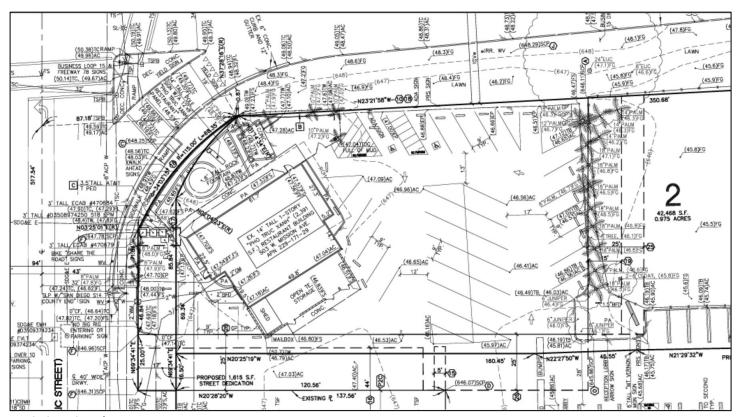


ATTACHMENT 2

Site Plan



Proposed Site Plan



Existing Site Plan

Item 2.



STAFF REPORT

May 18, 2023 Agenda Item No.: 2

REQUEST: Consider 5 nominations to be awarded Historic Preservation Awards for 2023

PRESENTER: Ivan Flores, AICP, Associate Planner

BACKGROUND

Traditionally the City of Escondido recognizes deserving individuals, groups and properties each year for their historic preservation contributions. The Historic Preservation Commission selects nominees who are presented with Historic Preservation awards by the Mayor and City Council in May.

These awards have often revolved around a theme, such as honoring our agricultural heritage, adobe structures, iconic signs, and commercial facades, amongst others. However, it is not required that a theme be specified. The awards can simply honor specific cases of historic preservation work.

At the March 16, 2023, the Commission decided to provide staff with a list of buildings and individuals who may be awarded a Historic Preservation Award. The Commission provided Staff with a list of buildings and people they wish to select from, which includes:

- 1. The Stewart House on 439 E 5th Avenue
- 2. Ragazzi House at 103 E 6th Avenue
- 3. Robin Fox, History Center Executive Director
- 4. Pioneer Room at the Escondido Public Library
- 5. 828 S Broadway

It is requested that the Commission consider these 5 nominations to be awarded Historic Preservation Awards for 2023, to be presented by the Mayor at a City Council meeting on May, 24 2023, in conjunction with National Historic Preservation Month. Photographs of the properties are attached as Exhibit A.

RECOMMENDATION: Nominate the 5 nominees for Historic Preservation Awards

ATTACHMENTS:

Exhibit A Photos









