City of Palo Alto (ID # 11079)

City Council Staff Report

Report Type: Consent Calendar **Meeting Date: 3/23/2020**

Summary Title: 526 Waverley Upgrade Historic Inventory From Category 3 to Category 2

Title: Adoption of a Record of Land Use Action Approving a Change to the Local Historic Resources Inventory Classification for 526 Waverley Street From a Category 3 (Contributing Building) to a Category 2 (Major Building) Historic Resource. The Historic Resources Board Recommends Adoption of the Record of Land Use Action. Approval of This Historic Designation is Exempt From the California Environmental Quality Act (CEQA) In Accordance with Section 15301 of the CEQA Guidelines.

From: City Manager

Lead Department: Planning and Development Services

Recommendation:

Staff recommends that Council reclassify 526 Waverley Street, originally constructed in 1927, from a Palo Alto Historic Inventory Category 3 Resource ('Contributing Building') to a Category 2 Resource ('Major Building') as recommended by the Historic Resources Board (HRB).

Executive Summary

This report and Record of Land Use Action (Attachment A) provide background and support the HRB's recommendation to upgrade 526 Waverley Street's Historic Inventory classification from Category 3 (contributing building) to Category 2 (major building). The Birge Clark designed building is located within the Commercial Downtown. It formerly housed "Sport and Toy World." The site's Ground Floor and Pedestrian Combining Districts require ground floor retail or 'retail-like' uses. The HRB originally recommended the classification upgrade in 2018, subject to completion of the HRB-reviewed, staff-approved façade restoration and rehabilitation project. The HRB more recently affirmed the recommendation in 2020, following completion of the façade restoration and rehabilitation project in 2019 and the preparation of a historic structure report documenting the work.

Background/Discussion

In 1989, Council added this building to the City's Historic Resource Inventory, classifying the building at 526 Waverley Street as a Category 3 historic resource. Palo Alto Municipal Code (PAMC) Chapter 16.49 defines a Category 3 contributing building as: "a good local example of architectural styles and which relate to the character of a neighborhood grouping in scale, materials, proportion or other factors. A contributing building may have had extensive or permanent changes made to the original design, such as inappropriate additions, extensive removal of architectural details, or wooden facades resurfaced in asbestos or stucco."

Prior to the 2019 façade restoration/rehabilitation, the building looked like the image on the left below. Birge Clark's original design is shown on the drawn image on the right below.

Figure 2. Original Birge Clark drawing, 526 Waverley, c.1925 (Stanford Atlas, online).

The owner's work in 2019 restored the building to more closely resemble Clark's design. The image on the following page is how the building appears today. Staff and the HRB recommend Council reclassify it to Inventory Category 2 resource, or 'Major Building'.

PAMC 16.49 defines a Category 2 major building as: "any building or group of buildings of major regional importance, meritorious works of the best architects or an outstanding example of an architectural style or the stylistic development of architecture in the state or region. A major building may have some exterior modifications, but the original character is retained."

Evaluation and Upgrade Request

The attached record of land use action provides the background information. Briefly, the owner contacted staff in August 2017 after the owner's consultant report found the modified building would not likely qualify as a Category 2 for its architectural merits. That is, the building in 2017 had an appearance that did not represent the original design. The property owner contacted staff to explore the possibility of reclassifying the building related to a rehabilitation proposal. The owner first presented a rehabilitation concept to the Historic Resources Board (HRB) in an August 2017 study session (ID #8374). The owner noted interest in the various benefits of a Category 2 designation, including floor area bonus; at the time, the owner was considering adding housing units to the building. The owner then filed the Architectural Review (AR) application in mid-December 2017 (file 17PLN-00454) for an HRB mid-January 2018 review.

The HRB determined the rehabilitation would merit elevation of the building's local inventory historic category from 3 to 2 (where reclassification was contingent upon completion of the rehabilitation). The owner completed the project per the April 2018 AR approval and associated building permit. The City's December 2019 independent report found the building eligible for upgrade to Category 2 resource. Also, the December 2019 report notes the building is eligible for listing on the California Register under two of the four Criterion: *Criterion 1*: representing a multi-generation family legacy business that made a significant contribution to the broad patterns of Palo Alto history, and *Criterion 3*: a property deemed individually significant within a local context for its Spanish Colonial Revival commercial design and its association with a master architect, Birge M. Clark.

HRB Recommendation

On February 13, 2020, the HRB reviewed the historic structure report (Attachment B) which:

(1) documents the completed improvements with analysis of the project's adherence to the Standards for Rehabilitation, and
(2) reviews the rear addition and mezzanine to allow consideration for a future potential project including removal of the addition.

Before the façade restoration plans were approved, the HRB had reviewed the plans at their January 25, 2018 meeting[1]. The 2018 HRB report included original Historic Inventory form

[1] The HRB 1-25-18 staff report is linked here: https://www.cityofpaloalto.org/civicax/filebank/documents/62972. HRB 1-25-18 meeting minutes for 1-25-18 are here: https://www.cityofpaloalto.org/civicax/filebank/documents/63712

reflecting the Category 3 status as did the February 13, 2020 HRB report[2]. The February 2020 report enabled the HRB to affirm its recommendation for reclassification following the completed restoration project. The HRB action affirming this recommendation for upgrade to a Category 2 'Major Building' is documented in Attachment C, the draft excerpt HRB meeting minutes from February 13, 2020.

Architectural Review

The façade restoration/rehabilitation improvements complied with the staff-level Architectural Review (AR) approval of May 2018. HRB members later visited the site in June 2019 to review finishes and colors, to satisfy a requirement imposed via approval conditions.

Policy Implications:

Following Council reclassification of the building as a Category 2 building, the property owner intends to request that staff process a floor area bonus. The bonus floor area is transferrable to a non-historic building in the Downtown and the PAMC sets forth processes to document any such transfer. The owner may instead submit an Architectural Review application to use the bonus floor area on site. Modification of the building exterior with bonus floor area would be subject to review for compliance with Secretary of the Interior's Standards during AR application review process.

Resource Impact:

Any project utilizing the anticipated bonus floor area on site would include review by the Historic Resources Board and Architectural Review Board. The owner would pay the appropriate processing fees in effect at that time, as defined in the Municipal Fee Schedule.

Stakeholder Engagement:

The HRB members have been the key community partners during the process to reach this point.

Environmental Review:

Reclassification of a historic building to a higher category of resource is exempt from CEQA review under California Environmental Quality Act and CEQA Guidelines per Section 21065.

Attachments:

Attachment A: Record of Land Use Action (RLUA) for Upgrade to Category 2 Resource (DOCX)

Attachment B: Historic Resource Memorandum December 2019 (PDF)

Attachment C: HRB Draft Excerpt Minutes 2-13-20 (DOCX)

[2] The HRB 2-13-20 staff report is linked here: https://www.cityofpaloalto.org/civicax/filebank/documents/75225
The HRB 2-13-20 minutes are not yet online; however, excerpt draft minutes are attached to this report.

ATTACHMENT A

ACTION NO. ------2020

RECORD OF THE COUNCIL OF THE CITY OF PALO ALTO'S LAND USE ACTION TO UPGRADE 526 WAVERLEY STREET FROM HISTORIC RESOURCES INVENTORY CATEGORY III TO CATEGORY II

On March 23, 2020, the Council _____ the property owner's request to reclassify the commercial building at 526 Waverley Street from a Category 3 to a Category 2 historic resource on the City's Historic Resources Inventory, making the following findings, determination and declarations:

SECTION 1. Background. The *City Council of the City of Palo Alto ("City Council")* finds, determines, and declares as follows:

A. In July 2017, the owner's historic preservation consultant evaluated the building's potential to qualify as a Palo Alto Inventory Category 2 resource. The consultant found it would not qualify as a Category 2 for its architectural merits, due to modifications over time; that is, the building had an appearance that did not represent the original design.

B. In August 2017, the property owner met staff to explore the possibility of reclassifying the building related to a rehabilitation proposal. At the time, the owner was considering preliminary concepts for adding upper-floor residential units. The applicant presented the rehabilitation concept to the Historic Resources Board (HRB) in a study session on August 24, 2017 (ID #8374).

C. On December 15, 2017, the owner submitted a formal Architectural Review (AR) application for rehabilitation/façade restoration (17PLN-00454).

D. On January 25, 2018, the HRB received a staff report (ID #8841) and conducted a public hearing of the AR application for rehabilitation; the HRB:

(1) determined the rehabilitation would comply with the Secretary of the Interior's Standards for Restoration (SISR) and the applicable Architectural Review (AR) finding,

(2) assessed that the proposed changes would merit elevation of the building's local inventory historic category from 3 to 2, and

(3) recommended approval of the proposed façade renovation/restoration and the requested reclassification contingent upon completion of the rehabilitation via approval conditions for the formal Architectural Review application.

E. On April 16, 2018, the Director conditionally approved the AR application, requiring completion of the façade restoration before the applicant could request City Council approval of Historic Resource Category upgrade. The owner completed the project in accordance with the approved building permit and in consultation with the HRB subcommittee regarding finishes prior to final inspection.

F. In December 2019, staff obtained an independent report from its qualified historic preservation consultant. The report assessed the completed rehabilitation project. The City's consultant found the rehabilitated building eligible for upgrade to Category 2 resource and also eligible for listing on the California Register under several criterion: Criterion 1, representing a multi-generation family legacy business that made a significant contribution to the broad patterns of Palo Alto history, and criterion 3, a property deemed individually significant within a local context for its Spanish Colonial Revival commercial design and its association with master architect Birge M. Clark.

G. On February 13, 2020, the HRB received staff's report (ID #11090) transmitting the December 2019 consultant report documenting the completed facade restoration/rehabilitation project as compliant with the Secretary of Interior's Standards for Rehabilitation and affirming HRB's 2018 recommendation for reclassification of 526 Waverley Street to Historic Inventory Category 2 from Category 3.

SECTION 2. Environmental Review. This project is exempt from the provisions of the California Environmental Quality Act (CEQA), per Section 15301.

SECTION 3. Designation Findings.

A. The following criteria, as specified in Municipal Code Section 16.49.040 (b), shall be used as criteria for designating historic structures/sites to the historic inventory:

1. The structure or site is identified with the lives of historic people or with important events in the city, state or nation;
2. The structure or site is particularly representative of an architectural style or way of life important to the city, state or nation;
3. The structure or site is an example of a type of building which was once common, but is now rare;
4. The structure or site is connected with a business or use which was once common, but is now rare;
5. The architect or building was important;
6. The structure or site contains elements demonstrating outstanding attention to architectural design, detail, materials or craftsmanship.

The building at 526 Waverley Street met many of the above criteria when it was first listed on Palo Alto's Inventory. With the approved rehabilitation of 2019, the building's status as a historic resource has improved; criterion 6 is better met with the rehabilitated façade. The building continues to be a listed resource on the Palo Alto Historic Resources Inventory.

B. The definition of Category 2 in Municipal Code Section 16.49.020 (b) must be met to allow the upgrade to the structure's category designation: Category 2 Definition:

"Major building" means any building or group of buildings of major regional importance, meritorious works of the best architects or an outstanding example of an architectural style or the stylistic development of architecture in the state or region. A major building may have some exterior modifications, but the original character is retained.

The building at 526 Waverley Street meets the Palo Alto Inventory Category 2 definition, as per the City's consultant determination: "The property is a meritorious work of a locally significant architect, who has many nearby commercial buildings with Category 1 and 2 designations. The subject property was also listed as a Category 3 resource under the theme of Architecture in 1989. With a substantial amount of the main façade rehabilitated, the original character has been reinstituted. As a result, 526-534 Waverley Street appears eligible for reclassification to a Category 2 resource."

C. California Register of Historical Resources listing: The structure appears eligible for listing on the California Register of Historical Resources, under two of the four criteria. The rehabilitated project's eligibility under Criteria 1 and 3 is described in the report prepared by Page and Turnbull, December 2019 (Attached to ID #11090).

SECTION 5. Category Upgrade Approved. The City Council approves the property owner's request for re-designation of 526 Waverley Street to a Category 2 historic resource on the City's Historic Resources Inventory.

PASSED:

AYES:

NOES:

ABSENT:

ABSTENTIONS:

ATTEST:

_____

City Clerk

APPROVED:

_____

Director of Planning and Development Services

APPROVED AS TO FORM:

_____

Senior Asst. City Attorney

MEMORANDUM

DATE	December 9, 2019	PROJECT NO.	16252A.20
TO	Christy Fong	PROJECT	526-534 Waverley Street, Palo Alto
OF	City of Palo Alto Planning and Community Environment Department 250 Hamilton Avenue, 5th Floor Palo Alto, CA 94301	FROM	Alicia Sanhueza, Cultural Resources Planner, Page & Turnbull
CC	Christina Dikas, Associate Principal, Page & Turnbull	VIA	Email

REGARDING: 526-534 Waverley Street – Historic Resource Memorandum

INTRODUCTION

The City of Palo Alto has requested a Historic Resource Memorandum for the property at 526-534 Waverley Street in Palo Alto, California. The subject building is a two-story Spanish Colonial Revival commercial building designed by renowned local architect Birge Clark and completed in 1927. The property was initially constructed for Bernard J. Hoffacker and was home to the Palo Alto Sport Shop and Toy World for 87 years. The building experienced substantial alterations throughout the years, and in 2018, the subject property underwent a façade rehabilitation to return it to its original design.

The memorandum has been requested to determine the age and significance of the property's rear addition and interior mezzanine, and to provide an analysis of the 2018 façade rehabilitation project for adherence to the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (Standards), specifically the Standards for Rehabilitation.

METHODOLOGY

In 2017, Architectural Resources Group (ARG) completed a Preliminary Assessment Memorandum for the subject property at 526-534 Waverley Street. Due to the focused scope of the report, this memorandum relies on the previous findings of the 2017 ARG report. In November 2019, Page & Turnbull conducted a site visit and assessed the building's current condition. Limited historical research was performed at various in-person and online repositories, including the Palo Alto Historical Association and Palo Alto Development Services Department, to supplement the previous findings. City staff and the subject property owner provided Page & Turnbull with additional information, including:

- State of California Department of Parks and Recreation Historic Resources Inventory form for 526-534 Waverley Street (1986)
- City of Palo Alto Historic Resources Board/Architectural Review Board Staff Report – 526 Waverley/97-Arb-215 (February 5, 1998)
- Façade renovation plans by Randolph B. Popp (March 28, 2017)
- City of Palo Alto Development Review – Department Comments – 526 Waverley St/17PLN-00454 (January 4, 2018)

BRIEF ARCHITECTURAL DESCRIPTION

526-534 Waverley Street is a two-story commercial building located on Waverley Street in the central business core of Downtown Palo Alto between University and Hamilton Avenues **(Figure 1)**.

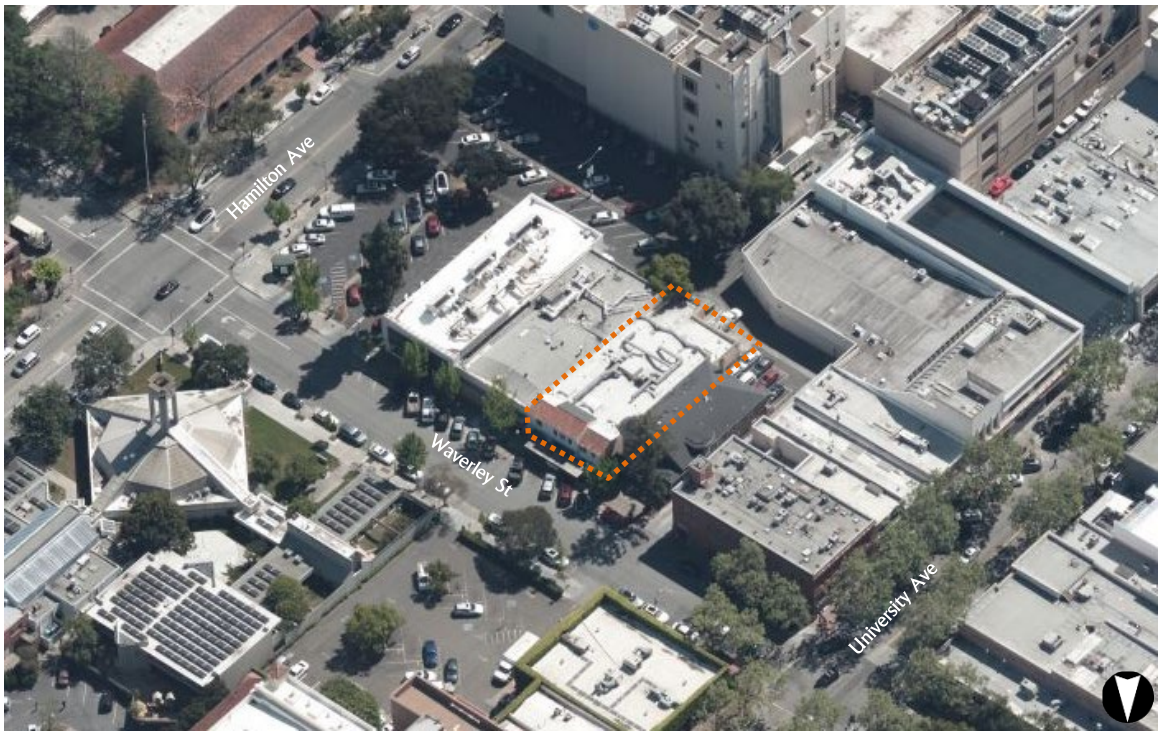

Figure 1. Bird's eye view of 526-534 Waverley Street. Subject property indicated by dashed orange line. Source: Bing Maps, 2019. Edited by Page & Turnbull.

The building is generally rectangular in plan and the roof has three shallow gables surrounded by a concrete parapet. The primary (northeast) façade on Waverley Street is separated into three bays, with the central projecting bay approximately two to three feet taller than the other two bays. The primary façade is flush with the sidewalk and the southeast and northwest façades abut the

neighboring buildings **(Figure 2)**. The rear (southwest) façade borders a parking lot and alleyway and is adjacent to an irregularly shaped one-story hollow clay tile addition, previously used as a bike repair shop.

The primary façade is clad in stucco and topped with a clay S-tile shed roof. Additionally, the primary façade is divided into three bays **(Figure 3)**. The central projecting bay – the largest of the three – is flanked by two smaller bays **(Figure 4)**. Each bay features a ground-floor tile-clad storefront and a glazed wood entrance door and transom. Each bay is set within various Spanish Colonial Revival style decorative arches. The second story is symmetrical and has 12-light wood sash recessed casement windows. Wrought iron Juliet balconies with decorative scrollwork accompany the central and eastern bay windows, and the western bay features decorative wrought iron window screens with decorative scrollwork **(Figure 5)**. Details along the primary façade include a decorative plaster lintel and brackets over the northwest storefront, an expansive wood lintel over the center storefront, and a stucco corbel table at the roofline of the center bay **(Figure 6)**. The rear (southwest) two-story façade has a shaped parapet reflecting the multiple-gable roof behind it, two 12-light industrial windows and one 18-light industrial window with translucent glass. It is clad in board formed concrete. The rear one-story addition extends from the original southwest façade and is accessed via multiple metal and plywood doors **(Figure 7-Figure 8)**. It is clad in hollow clay tile and features three flush metal doors **(Figure 9)**. The building is set on a concrete foundation.

The interior is primarily a double-height commercial space with a mezzanine level. The mezzanine level is generally U-shaped and includes two enclosed office spaces along the main façade. Original adzed wood beams and posts with decorative brackets and mezzanine railing remain, as does a stuccoed fireplace with its original adzed wood mantel **(Figure 10-Figure 11)**. The mezzanine level continues along the west side of the building to the rear (southwest) and is accessible by two non-original interior staircases. The rear entrance is accessible via an interior concrete ramp through the one-story addition **(Figure 12)**. Interior walls are clad in a variety of materials, including stucco, drywall, and hollow clay tiles **(Figure 13)**. Interior floors are clad in wood, terracotta tiles, carpet, and concrete.

Figure 2. Primary façade of 526-534 Waverley Street, looking southwest.

Figure 3. Primary façade storefronts of subject property, looking northwest.

Figure 4. Center bay of primary façade with decorative corbel table and restored Juliet balcony, looking northwest.

Figure 5. Northwest bay with decorative plaster lintel and restored iron window screens, looking southwest.

Figure 6. Decorative plaster lintel.

Figure 7. Rear addition and parking lot, looking northeast.

Figure 8. Rear addition, looking north from parking lot.

Figure 9. Hollow clay tile wall, as seen from interior of rear addition.

Figure 10. Interior mezzanine with adzed wood beams, posts, and joints, and decorative railing.

Figure 11. View from ground-floor entrance under original mezzanine, looking southeast towards stuccoed fireplace.

Figure 12. View of interior ramp toward rear addition, looking southwest.

Figure 13. Interior view of hollow clay tile rear addition, looking southwest.

HISTORIC DEVELOPMENT

The following is a brief overview of major alterations that have taken place at the subject property since its construction in 1927 and expands on information provided in ARG's Preliminary Assessment:

- 1927 – Birge Clark-designed building is constructed. The property was originally three separate commercial spaces, occupied in the first two decades by the sport shop, a bakery, and the Palo Alto Realty Company.
- Between ca. 1927-1930 – Bike repair facility is constructed at the rear of the subject building **(Figure 14-Figure 16)**
- 1948 – The building is remodeled, and the sport shop expands into the rest of the building. The mezzanine area is expanded along the north and west interior.
- 1949 – Drive-in service area added to rear of store (painted red and green)
- 1971 – Reroofing
- 1992 – Storefronts are altered with new windows, doors, plaster, awnings, and painting
- 1996 – Reroofing
- 1998 – Remodel existing mezzanine, restrooms, dressing rooms, and rear exit for accessibility; install elevator; replace rear second-story windows with current 12- and 16-light windows.
- 2017 – After 87 years, the Palo Alto Sport Shop and Toy World closes
- 2018 – Primary façade rehabilitation

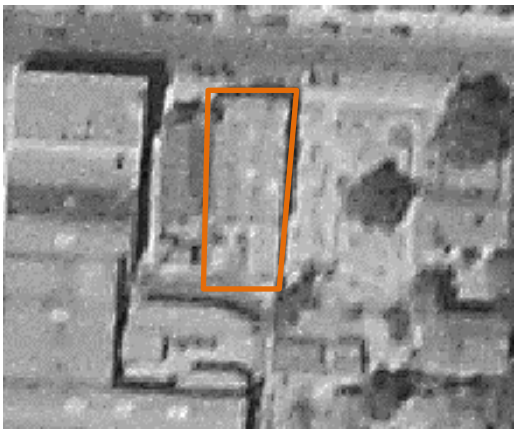

Figure 14. 1930 aerial photograph. Subject property outlined in orange. Source: Flight C-1025, Frame J-1, Fairchild Aerial Surveys, UCSB Aerial Photograph Collection. Edited by Page & Turnbull.

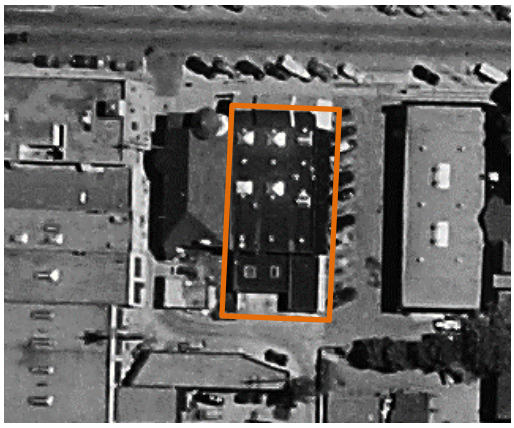

Figure 15. 1940 aerial photograph. Subject property outlined in orange. Source: Flight C-7065, Frame 43, Fairchild Aerial Surveys, UCSB Aerial Photograph Collection. Edited by Page & Turnbull.

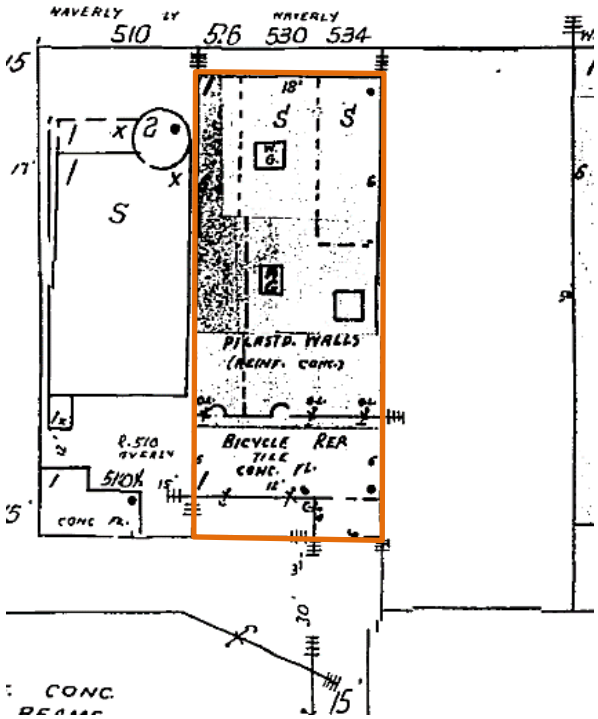

Figure 16. 1924 Sanborn Map Company fire insurance map revised 1949, Sheet 13. Subject property outlined in orange. Source: San Francisco Public Library. Edited by Page & Turnbull.

CURRENT HISTORIC STATUS

526-534 Waverley Street was listed in Palo Alto's Historic Inventory in 1989 as a Category 3 contributing building, defined as "any building or group of buildings which are good local examples of architectural styles and which relate to the character of a neighborhood grouping in scale, materials, proportion or other factors. A contributing building may have had extensive or permanent changes made to the original design, such as inappropriate additions, extensive removal of architectural details, or wooden facades resurfaced in asbestos or stucco."[1] Due to previous significant modifications of the storefront and the loss of original materials and design, Emily Vance of the City of Palo Alto Planning Department noted in the project's Development Review Comments that the subject property had "lost a significant amount of integrity" before the 2018 façade rehabilitation.[2] Ms. Vance also noted that with the previously proposed rehabilitation, the building would "once again possess its original character and rise to the level of Category 2 designation." Please see the Historic Resource Eligibility Assessment for Category 2 evaluation which follows.

[1] PAMC 16.49.020.
[2] "Development Review – Department Comments," Planning - Historic Preservation, City of Palo Alto, January 4, 2018.

HISTORIC ELIGIBILITY ASSESSMENT

City of Palo Alto Category 2 Evaluation

A City of Palo Alto Category 2 resource is defined as a "major building," meaning "any building or group of buildings of major regional importance, meritorious works of the best architects or an outstanding example of an architectural style or the stylistic development of architecture in the state or region. A major building may have some exterior modifications, but the original character is retained."[3]

As previously mentioned, Ms. Vance of the City of Palo Alto Planning Department noted that with the previously proposed rehabilitation, the building at 526-534 Waverley Street would "once again possess its original character and rise to the level of Category 2 designation."[4] Furthermore, the designation would be possible without the restoration of the original French doors on the second floor of the primary façade, due to the fact that "the windows would be mostly concealed behind restored iron balconies and that a Category 2 designation allows for 'some exterior modifications.'"[5]

Visual observations made during the November 2019 site visit confirm that the project as approved by Planning staff was completed. The property is a meritorious work of a locally significant architect, who has many nearby commercial buildings with Category 1 and 2 designations. The subject property was also listed as a Category 3 resource under the theme of Architecture in 1989. With a substantial amount of the main façade rehabilitated, the original character has been reinstituted. As a result, 526-534 Waverley Street appears eligible for reclassification to a Category 2 resource.

California Register of Historic Resources (CRHR) Evaluation

The California Register of Historical Resources (California Register) is an inventory of significant architectural, archaeological, and historical resources in the State of California. Resources can be listed in the California Register through several methods. State Historical Landmarks and National Register-listed properties are automatically listed in the California Register. Properties can also be nominated to the California Register by local governments, private organizations, or citizens. The evaluative criteria used by the California Register for determining eligibility are closely based on those developed by the National Park Service for the National Register of Historic Places.

For a property to be eligible for listing in the California Register, it must be found significant under one or more of four criteria. The following section examines the eligibility of 526-534 Waverley Street for individual listing in the California Register, relying primarily on historic research prepared by ARG in their 2017 Preliminary Assessment.

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[3] PAMC 16.49.020.
[4] "Development Review – Department Comments" dated January 4, 2018.
[5] Ibid.

- *Criterion 1 (Events): Resources that are associated with events that have made a significant contribution to the broad patterns of local or regional history or the cultural heritage of California or the United States.*

526-534 Waverley Street does appear to be significant under Criterion 1 (Events) as a property associated with a legacy business that made a significant contribution to the broad patterns of Palo Alto history. Based on the historic research assembled in ARG's Preliminary Assessment, the subject property was constructed in 1927 for the Hoffacker family in the downtown core of Palo Alto. Four generations of the Hoffacker family owned and operated the Palo Alto Sport Shop for almost 90 years. Bernard J. Hoffacker commissioned the construction of the subject property, and his son, Edward Hoffacker Sr., started the sports and toy shop. Edward Sr. also established the Palo Alto Realty Company, which operated out of one of the building's three commercial spaces through the 1940s. In the mid-1940s, Edward Sr. passed the management of the sports shop to his two sons, Bernhard (Bern) and Edward (Ed) Jr. and the business expanded into the other two commercial spaces. The family operated the business until 2017. According to ARG's Preliminary Assessment, the Hoffackers were well known in the community and played a publicly active role by supporting local sports organizations, funding youth sports competitions, and supporting local non-profits. The family-owned small business, now a rarity in Palo Alto and elsewhere, was a much-loved and well-known destination for residents.[6] Therefore, the property does appear to be individually significant under Criterion 1 for its association with a multi-generation family legacy business that was influential within the local community, with a period of significance of 1927-2017, the years of operation.

- *Criterion 2 (Persons): Resources that are associated with the lives of persons important to local, California, or national history.*

526-534 Waverley Street does not appear to be significant under Criterion 2 (Persons) for an association with the lives of persons important to local, state, or national history. While the subject property is associated with four generations of the Hoffacker family that owned and operated the Palo Alto Sport Shop, ARG's Preliminary Assessment and the supplemental research performed by Page & Turnbull did not yield any information that suggests any member of the Hoffacker family was individually of importance to local, state, or national history. Instead, it is the Hoffackers' long-standing business and their involvement in the community through the business that is representative of the family's contributions. Therefore, the property does not appear to be individually eligible under Criterion 2.

- *Criterion 3 (Architecture): Resources that embody the distinctive characteristics of a type, period, region, or method of construction, or represent the work of a master, or possess high artistic values.*

[6] Sarah Hahn, "526-534 Waverley Street Preliminary Assessment Memorandum", Architectural Resources Group, July 5, 2017.

526-534 Waverley Street does appear to be individually eligible for listing in the California Register under Criterion 3 (Architecture) as a building that embodies the distinctive characteristics of a type, period, region, or method of construction or that represents the work of a master or possesses high artistic values. Designed by locally renowned architect Birge Clark in 1927, the two-story commercial building was constructed in Clark's quintessential Spanish Colonial Revival style. Following the façade rehabilitation in 2018, the building displays distinctive characteristics of the style, including stucco cladding, Revival-style storefront arches, decorative ironwork, and wood lintels, an S-shape clay tile roof, an adzed wood interior mezzanine, and a corbel table. All windows except one wood sash casement window at the second story of the main façade appear original. The ground floor storefronts, including the bulkheads, windows, and doors, are all new but remain sensitive to Clark's original design and materials.

Birge M. Clark is considered the most influential architect in Palo Alto's history. Clark was active during much of the twentieth century and was a proponent of the Spanish Colonial Revival style, which he called "Early California." Clark's prolific output and stylistic consistency greatly contributed to Palo Alto's current character. Clark designed a variety of commercial, residential, and industrial buildings, including 98 residences in Palo Alto and 39 on the Stanford campus. Some of Clark's most prominent residential commissions in Palo Alto include all the houses on Coleridge Avenue between Cowper and Webster Streets, the Dunker House at 420 Maple Street (1926), and the Lucie Stern residence at 1990 Cowper Street (1932). Other well-known non-residential commissions of Clark's include the former Palo Alto Police and Fire Station at 450 Bryant Street (now the Palo Alto Senior Center) (1927), the Post Office at 380 Hamilton Avenue (1932), the Lucie Stern Community Center at 1305 Middlefield Road (1932), and the 500 Block of Ramona Street (1920s).[7]

526-534 Waverley Street exhibits distinct characteristics of the Spanish Colonial Revival style and is a work of a master architect, Birge M. Clark. While many of Clark's properties remain intact throughout Palo Alto, the subject property displays unique characteristics of a Spanish Colonial Revival commercial property. Thus, the property appears individually significant within a local context under Criterion 3 for its Spanish Colonial Revival commercial design and its association with a master architect, Birge M. Clark. The period of significance under this criterion is 1927, the year of construction.

- *Criterion 4 (Information Potential): Resources or sites that have yielded or have the potential to yield information important to the prehistory or history of the local area, California, or the nation.*

The "potential to yield information important to the prehistory or history of California" typically relates to archeological resources, rather than built resources. When California Register Criterion 4 (Information Potential) does relate to built resources, it is relevant for cases when the building itself

[7] Peter Gauvin, "Birge Clark (1893-1989)," *Palo Alto Centennial* (May 25, 1994).

is the principal source of important construction-related information. The analysis of the building at 526-534 Waverley Street for eligibility under Criterion 4 is beyond the scope of this report.

CHARACTER-DEFINING FEATURES

As 526-534 Waverley Street has undergone various alterations, its character-defining features are split into two groups, primary and secondary character-defining features. Primary character-defining features represent those that are integral to the original Birge Clark design and operation of the Palo Alto Sport Shop. Secondary character-defining features represent those that are not essential to the building's ability to convey its historic significance. All character-defining features represent the period of significance of 1927- 2017.

Primary Character-Defining Features

- Location within the southwest block face of the 500 block of Waverley Street in Downtown Palo Alto
- Original 1927 building footprint (not including rear addition)
- Two-story, three-bay primary façade massing
- Interior double height commercial space
- Features that communicate the commercial property type, including:
    - Fixed plate glass storefront windows
    - Glazed single entry wood doors with transoms
    - Bulkheads beneath storefront windows (with decorative tiling)
    - Three distinct entrances that communicate its previous three-store plan
- Features that communicate the Spanish Colonial Revival style, including:
    - Primary façade:
        - Stucco cladding
        - Three distinct Spanish Colonial Revival-style storefront arches
        - Multi-light, wood-sash, recessed casement windows at the second story
        - Decorative molding and corbel table
        - Clay tile shed roof along the primary façade
        - Decorative ironwork
        - Wood lintel
        - Plaster trim and brackets
    - Interior mezzanine with adzed wood posts, joists, beams, and railing, only at northeast side of interior
        - Original mezzanine staircase located in northwest corner

Secondary Character-Defining Features

- One-story rear hollow clay tile addition (built between 1927-1930)
- Stuccoed fireplace at interior

- Non-original interior mezzanine along the northwest and southwest interior
- Partition walls enclosing original interior mezzanine on northeast side
- Windows at rear façade of original building

DISCUSSION OF COMPLIANCE WITH THE SOI STANDARDS

Project Description

In 2018, 526-534 Waverley Street underwent a rehabilitation of its primary façade back to its original 1927 design. According to drawings and plans, the project proposed the construction of the following:

- Ironwork at mezzanine level windows similar to the original design
- Ironwork balconies along the mezzanine level similar to the original design
- Plaster lintel and brackets similar to the original design
- Original wood lintel repaired and restored
- Three entryway arches similar to original design
- Storefront bulkheads and tilework similar to the original design
- Glazed wood doors with glazed transom similar to the original design
- New compatible wood sash casement window at the northwest corner of the front façade
- Removal of brick finish at the building base
- Removal of applied siding and non-original trim

Visual inspection during the November 2019 site visit suggests that this scope of work was undertaken as outlined.

Standards for Rehabilitation Analysis

The Secretary of the Interior's Standards for the Treatment of Historic Properties (Standards) provide guidance for reviewing proposed work on historic properties, with the stated goal of making possible "a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values."[8] The Standards are used by Federal agencies in evaluating work on historic properties. The Standards have also been adopted by local government bodies across the country for reviewing proposed rehabilitation work on historic properties under local preservation ordinances. The Standards are a useful analytic tool for understanding and describing the potential impacts of substantial changes to historic resources.

Emily Vance's City of Palo Alto Planning Department Development Review found the proposed changes would meet the Standards for Restoration. While the project was reviewed as a restoration undertaking and viewed favorably at the time, the completed project is more applicable to the

8 National Park Service, *The Secretary of the Interior's Standards for Treatment of Historic Properties,* accessed online 19 November 2013, http://www.nps.gov/hps/tps/standguide/.

Standards for Rehabilitation due to its use of some new components in a similar but not exact appearance to the original design. The following discussion provides an additional brief analysis regarding whether the completed project adheres to the Standards, specifically the Standards for Rehabilitation.

Rehabilitation Standard 1: A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.

> *Discussion:* 526-534 Waverley Street will continue to be used as commercial space and the façade rehabilitation project required no change to the defining characteristics of the building, its site, and its environment.
>
> As constructed, the project appears in compliance with Rehabilitation Standard 1.

Rehabilitation Standard 2: The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.

> *Discussion:* It appears that the project did not alter the overall historic character of the 1927 Spanish Colonial Revival style commercial building. The building retained most of its remaining character-defining features, including its location, two-story massing, stucco cladding, multi-light mezzanine windows, stucco corbel table, and the clay tile roof. The first-floor storefront systems were previously altered and at the time of the project no longer retained integrity and were replaced. The project, as constructed, restored the configuration of the three storefronts and decorative Spanish Colonial Revival-style archways. Additionally, the decorative molding, brackets, ironwork, and other character-defining features were reintroduced either as exact replicas or using a design very similar to the original (see Standard 9 for more analysis of new components). One original feature, the wood lintel, was restored.
>
> As constructed, the project appears in compliance with Rehabilitation Standard 2.

Rehabilitation Standard 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 architectural elements from other buildings, shall not be undertaken.

> *Discussion:* ARG's Preliminary Assessment, planning comments, and project plans have documented original features and restored elements, including the decorative ironwork, storefront tile, and plaster trim and brackets. Because of this documentation, the restoration/rehabilitation work is distinguishable will not be confused as original materials or contribute to a false sense of historical development.

As constructed, the project appears in compliance with Rehabilitation Standard 3.

Rehabilitation Standard 4: Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.

Discussion: As constructed, the project did not impact any elements of the subject building that have acquired historic significance in their own right. Although some non-original alterations remain (including the rear addition), those alterations were not altered as part of the scope of this façade rehabilitation project.

As constructed, the project appears in compliance of Rehabilitation Standard 4.

Rehabilitation Standard 5: Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.

Discussion: As constructed, the façade rehabilitation project does not affect any distinctive materials, features, finishes, construction techniques, or examples of craftmanship of 526-534 Waverley Street. Original elements remain, such as the massing, most mezzanine wood casement windows, and the corbel table.

As mentioned in Standard 2, the historic features, finishes, and materials that characterize the subject property and remained prior to the project have been preserved. These include its location, two-story massing, stucco cladding, multi-light wood casement windows, corbel table, and clay tile roof. Interior character-defining features, such as the northeast mezzanine, and secondary character-defining features, such as the rear addition, were not altered as part of the scope of the façade rehabilitation project.

The ground-floor storefronts have been reconstructed close to their original Birge Clark design, replacing previous non-original storefronts. Notable features that communicate the original property design that have been reintroduced include the fixed plate glass storefront windows, glazed single entry wood sash doors with transoms, bulkheads beneath storefront windows with decorative tiling, and three distinct entrances that communicate its previous three-store plan. Furthermore, features that have been reintroduced that communicate the building's original Spanish Colonial Revival style include patched stucco cladding, three distinct Revival-style storefront arches, decorative molding, ironwork, a restored wood lintel above the main entrance, and the plaster lintel and brackets. One multi-light, wood-sash, mezzanine-level recessed casement window has replaced a non-original window.

As constructed, the project appears in compliance of Rehabilitation Standard 5.

<u>Rehabilitation Standard 6:</u> 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 other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.

Discussion: The project does not appear to have included the replacement of historic materials that remained, deteriorated or otherwise. The extant materials along the exterior mezzanine level of the subject property appear mostly original, except for the decorative ironwork that had been removed in previous years and minimal stucco that was patched in-kind. The casement window located on the northwest corner of the mezzanine level is not original; the original window was replaced in previous years and a new window was installed as part of this project that aligned with the original in design, color, and material. As previously described in Standard 5, the non-original storefronts were constructed close to the original design and did not replace historic material. Instead, features were replicated from original drawings, historic photos, and other nearby Birge Clark buildings.

As constructed, the project appears in compliance with Rehabilitation Standard 6.

<u>Rehabilitation Standard 7:</u> Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.

Discussion: The project does not appear to have included any chemical or physical treatments to clean or otherwise treat historic materials.

As constructed, the project appears in compliance of Rehabilitation Standard 7.

<u>Rehabilitation Standard 8:</u> Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.

Discussion: The project did not involve excavation that could have affected potential archeological resources.

As constructed, the project appears in compliance of Rehabilitation Standard 8.

<u>Rehabilitation Standard 9:</u> New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.

Discussion: According to planner Emily Vance's Historic Comments and visual observations from the November 2019 site visit, the façade rehabilitation project was based on original 1927 Birge Clark elevations and historic photographs.

Some elements were replicas from the original design, including:

- Ironwork at the northeast window of the mezzanine level
- Ironwork balconies along the mezzanine level
- Glazed wood doors with glazed transom

It should be noted that some elements stray from the original design, however, they do not detract from the historic significance of the building nor significantly alter any character-defining features. These include:

- Keeping the existing center casement windows in the mezzanine level of center bay that were originally French doors[9]
- The plaster brackets framing the north storefront vary slightly from original design (juts out more)
- The tilework slightly varies, with more courses of tile than the original design and with a pattern that is not based on the building's original Terracotta tiles[10]
- Plaster lintel similar to the original design
- Three entryway arches similar to original design
- Wood lintel at exterior center bay, with ends that slightly vary from original design

Additionally, one mezzanine-story wood sash casement window at the northeast corner replaced a non-original window within its historic opening. Ironwork at the northeast window of the mezzanine level was also duplicated on the adjacent window; while it is not in the original plans, it is evident in historic photos.

As constructed, the project appears in compliance of Rehabilitation Standard 9.

<u>Rehabilitation Standard 10:</u> 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.

- *Discussion:* Neither additions nor adjacent or related new construction were undertaken during the primary façade rehabilitation project of 526-534 Waverley Street.

  As constructed, the project is in compliance with Rehabilitation Standard 10.

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[9] Approved by City of Palo Alto Planning Department in "Development Review – Department Comments" dated January 4, 2018.
[10] Ibid.

Summary of Standards for Rehabilitation Analysis
As constructed, the project appears to be in compliance with all ten Rehabilitation Standards and does not cause any project-specific impacts on the historic resource.

QUALIFICATIONS

Page & Turnbull was established in 1973 as Charles Hall Page & Associates to provide architectural and conservation services for historic buildings, resources, and civic areas. The company was one of the first architecture firms in California to dedicate its practice to historic preservation and is among the longest practicing such firms in the country. Offices are located in Los Angeles, Sacramento, and San Francisco, and staff includes licensed architects, designers, architectural historians, conservators, and planners. All of Page & Turnbull's professional staff members meet or exceed the Secretary of the Interior's Historic Preservation Professional Qualification Standards.

As an architectural historian within Page & Turnbull's Cultural Resources Planning Studio, Alicia Sanhueza meets the Secretary of the Interior's Professional Qualification Standards for Architectural History. She is experienced in surveying, researching, and evaluating historic properties, as well as analyzing proposed projects for potential impacts to historic resources.

HISTORIC RESOURCES BOARD MEETING
EXCERPT DRAFT MINUTES: February 13, 2020

City Hall/City Council Chambers
250 Hamilton Avenue
8:30 A.M.

Present: Chair Bower, Board Member Bernstein, Board Member Kohler, Board Member Makinen, Board Member Pease, Board Member Shepherd, Board Member Wimmer

Action Item 1

1. Report Documenting the Completed Façade Restoration/Rehabilitation Project as Compliant with the Secretary of Interior's Standards for Rehabilitation and Affirming HRB's 2018 Recommendation for Reclassification of 526 Waverley Street to Historic Inventory Category 2 from Category 3

Chair Bower: All right, so Item Number Four is a Report Documenting the Completed Façade Restoration/Rehabilitation Project as Compliant with the Secretary of Interior's Standards for Rehabilitation and Affirming the HRB's 2018 Recommendation for Reclassification of 526 Waverley Street to Historic Inventory Category 2 from Category 3. Amy, do you want to…

Amy French: Good morning. Amy French, Chief Planning Official. This report transmits the historic structure's report that the applicant provided resources for the City to have retained or prepared by Page & Turnbull serving as the City's on-call consultant for items like this. So, what happened while two of you were not on the Board, notably Member Pease and Member Shepherd, was, I believe Shepherd was not yet on our Board in 2018, when this project came forward. This project being the rehabilitation and restoration of 526 Waverley, formerly the Toy and Sport World, I believe is the name of the business that was there for many, many decades. And, of course, the owner is here represented in the audience, so is available for questions, those of you who are not as familiar with the project, but those others, four of you who were familiar with the project back in 2018 when the Board considered the project and provided a support for a recommendation to upgrade the building from a Category 3 to a Category 2. So, the upshot is, the work has been done according to the plans that were approved through our architectural review process with HRB input and recommendation. We are here now today to reconfirm that recommendation so that we can then proceed to the City Council. So, on the screen I put a slide. Basically, what we're doing is confirming the HRB's 2018 recommendation and we have four votes to do that. Those of you who have studied this can also vote now, I think, and then these are the two things that the historic structure report did, which was document the completed improvements and also looked at the rear addition that was put on after the Birge Clark building was built and the mezzanine to allow consideration for a future potential project, which has not come in as a project. With that, I'll say that again, the owner is in the audience if anyone has questions about the project or question of me, please.

Chair Bower: I have just one procedural question. I presume that what we should do at the conclusion of our discussion is to create a motion that verifies what you have just described, what the Page & Turnbull report describes, so that the Council can see that we support this change in category? Is that right?

Ms. French: That would be helpful and also if you want to commit as Chair to being available to attend the City Council hearing on this, it's a Consent Calendar item, so it won't be a hearing necessarily, but it will be on the Consent Agenda. So, you know, we can work together on dates, but we're looking to a March date with Council. I don't know if there is availability there, but sometimes this (crosstalk).

Chair Bower: I can talk to you about that afterwards.

Ms. French: Yeah.

Chair Bower: Okay. John, if you would like to say something, it's not required because we've got a record, but we would be happy to hear from you.

John Shenk: Sure. Good morning. John Shenk representing Thoits Brothers, and I won't be long. We'll all keep going, but I wanted to thank you all for the work that you do. I thank Staff. Amy has been absolutely fantastic helping to guide me through this process. It's the first time that we've taken on a project like this, first time for me and first time for the Thoits Brothers in a few decades. As owners of lots of properties in the downtown, the Thoits family has a few pictures on the back wall and has been here for about 120 some odd years in ownership, and we do care deeply about the broad health of the community in the downtown, and part of that is the historic fabric that is a meaningful part of our community. For that reason, we are motivated to take over ownership from the Hoffacker family, the original developers of the building and to see through this rehabilitation. We're really excited about it. I may have shared before, but there are many times, and currently I'll go out there and stand in front of the building thinking what's next, how are we going to do this, what would the right tenant be. People can probably tell that I have something to do with the building, and they will stop and often say, thank you, it's beautiful, these sorts of things. I think there is some personal reward in that, but it's really important to us to have this happen in the community over and over. So, we are currently analyzing our own portfolio, and we own some other very old buildings, where can we do this? And I think it's neat that the ordinance, the codes have these sections that we're going through now where there is - in a way that we align ourselves, because it's a costly, time-consuming process, but because it's a win-win, there is this process to win a TVR if you will, sort of thing that helps align us. So, there's not a burden on the owner to take it on all by themselves in a way, and I really do appreciate that piece that the community I think all holds hands around. The last thing I'll leave you with is something, and I don't know if it will be the right venue for this, but as we went through this process, there's a piece of the code that I think is worth exploring. Maybe it will be with you guys, maybe it will be Staff and the City Attorney's Office sort of thing, trying to riddle it out. It's in 181806, E1, and I think the way we had looked at it is it's an opportunity for us to further align around properties that are historic where something has been added onto it. The addition is not historic and takes away from the historic value of the building. My reading of it says that, hey, if you remove that area to restore the historic, it becomes I think technically except area or something where you're able to move it. You don't just lose part of your building to restore the historic piece, you could move that square footage, again following all the historic regulations and everything else to the degree that we're even possible, but it gives you that opportunity. There are some who are interpreting the language to not say that, and I think that becomes a disalignment around, we're trying to find ways to restore these historic buildings. So, I mentioned it. Maybe you guys peek at it on your own time. It's something I'm exploring with Amy and will continue down the path, because I just think it's – I truly believe within the community there's lots of rifts and different perspectives on things, but I think around restoring historic buildings, I think we're all on the same page. I think those words might need clarification either way, but I think we would all agree that it ought to go towards the let's restore the entirety of the historic building where possible. Anyway, that's it. I think you all for your time and your assistance, as well, as we went through the 526 Waverley Project. Thank you.

Chair Bower: Martin, question for John?

Board Member Bernstein: Thank you John. Can you repeat that code section again?

Mr. Shenk: Sure, 181806, E1.

Chair Bower: Thank you.

Mr. Shenk: You bet. Thank you all.

Chair Bower: Hold on, don't go away. Anyone have questions for John? Okay, one question I have is, the addition on the back, I know is a secondary addition. Do you know what the date of that is?

Mr. Shenk: It's in the report. I believe it's in the 40's. I forget the exact date.

Chair Bower: It doesn't represent an historic – according to the Secretary of the Interior's Standards, because it's been there for 50 years, even though it wasn't part of the original building, it does get some consideration as an historic addition. Now, what you do with that and how you move forward with the next phase, I just wanted to be sure you're aware that that, even though that portion of the building is not part of the original building, it has some of its own, it has standing on its own. It's actually not attractive and isn't seen from the street, but just be aware of it, that's all.

Mr. Shenk: Very fair. And just so you know, Chair Bower, is as I bring this up, that was the issue that was in our brains. We looked at it. But I really think whether that happens or it doesn't, just more globally if it were only 20 years old, and I don't think that's the issue that we're struggling with. It's being able to remove this area and it becomes where you can move it to restore the historic. I appreciate the nuance of the age of that addition.

Chair Bower: I think, Martin and other Board Members, that's an accurate statement about the addition. After 50 years it becomes significant on its own.

Board Member Bernstein: It does add some level of significance because of its age, right.

Mr. Shenk: It will be an interesting one to explore another day. I think we even had asked Page Y Turnbull, maybe not, I forget what's in the report, to kind of look at that piece. And then we've got some, how do you weight the balance of historic significance - there is a neat piece, the back as Birge Clark has on many of the buildings where we can find similar, almost identical details on some various buildings used in different ways. The rear of the building. I just, literally a couple of months ago was walking down the back alley behind, where are we here, the Caldwell Banker Building now, the back of that two-story building with the metal sash windows of two stories. It is the back of 526 Waverley's original back, and I just thought, wow, being able to restore – as much as it's at the back of the building. But it's, you know, maybe someday it's a big city public parking lot or maybe it's something. But I think the back can be neat to look at as well. But I did think it was funny to walk by and see, wait, that's the back of Waverley, well, originally.

Chair Bower: And the front of that building is almost identical in its style of having three, what appear to be three separate storefronts, even though they're all one interior space.

Mr. Shenk: That's right, that's right.

Chair Bower: So, clearly Birge Clark had a style.

Mr. Shenk: It did.

Chair Bower: All right. Martin, you had?

Board Member Bernstein: Yeah. To your point about that code section, we have on our agenda today is put together suggestions for our retreat, and so maybe our Board, when we come to that agenda and we can discuss if we want to put that on the retreat.

Chair Bower: Good idea.

Mr. Shenk: But only do it if you really want to have a fun time on the retreat, because looking at code sections is so fun.

Chair Bower: It's what we do. Any other questions for John while we are still in the influence phase? Good morning Margaret. Glad you could make it.

Chair Bower: I think we'll close the discussion period and bring it back to the Board and have a discussion about the issues here. Michael.

Board Member Makinen: Thank you Chair Bower. It's somewhat of a rarity that we see a project that's classified as a restoration here. Most of our projects are rehabilitations and I'm quite pleased to see that. I don't know, I can't think of another one that was a restoration that we've entered into here. I don't know how the Board feels about it, but maybe we should look at the categorizing of this as a restoration rather than a restoration/rehabilitation. I don't know how the rest of the Board feels about that, but it might give a stronger case for moving it up to a Category 2 from a Category 3.

Chair Bower: That's what we're doing today. We're actually moving it up to a Category 2.

Board Member Makinen: I know we are, but I think it would make the case stronger when it goes to Council if we're calling it a restoration. How does the rest of the Board feel about that?

Chair Bower: Well, I don't know. Any other Board Members want to weigh in on that?

Board Member Bernstein: Is the definition of the categories in our packet today?

Board Member Makinen: We're calling it a restoration/rehabilitation, which is kind of a locally made-up type of definition. I don't know if the Secretary of the Interior's Standards really recognized the dual status.

Ms. French: May I jump in and call your attention to the Historic Resource Evaluation. It's packet page 24. If we want to start considering definitions or what have you. On that page in the first paragraph, at least Page & Turnbull is saying the subject property underwent a façade rehabilitation to return it to its original design. So, that's a firm that is well qualified that uses the word rehabilitation. In the Staff Report I referred to it with, in both tenses because the types of things that were done to the façade, I think, may have included both types of construction.

Board Member Makinen: When I read through the report, I recall that when Emily Vance analyzed this, she categorized it as a rehabilitation, at least in one paragraph that I read of her report, her analysis.

Chair Bower: You know, it might be useful to know the difference between the definition of those two words. I think it qualifies on both levels and I have no strong feelings about using both, or using one. It seems to me that restoration would suggest restoring what was there and rehabilitation would suggest that you are adding back what was there. So, I think you can either do one or the other.

Board Member Makinen: Rehabilitation, in my understanding, is bring an historic property back into use for modern times and still preserving the character-defining features, the essentials of it.

Chair Bower: I'm happy to adopt your suggestion, if the Board feels that's appropriate. I don't think there's a wrong way to do this, and maybe your suggesting that we use just one term will simplify the Council consideration.

Chair Bower: Anyone else? Christian?

Board Member Pease: I support that idea.

Chair Bower: Debbie? Okay, Debbie supports it. Margaret, any opinions.

Board Member Wimmer: Yeah, I think those two terms are used so closely together, and a lot of the Secretary of the Interior's Standards guideline or Standard points fall under both of those categories most commonly. So, I think it's a really interesting topic of discussion to really pinpoint which is which. But I do think that it feels like this is more of a restoration.

Chair Bower: Fine. So, Roger, any feelings on this? Okay, I think the Board agrees with your suggestion, so let's just move forward calling this a restoration and simplify things. Is that okay?

Ms. French: Sure, yeah. You know, I would always just go to a source document to see how our – this expert firm that we have refers to it. There is another, packet page 34 also refers to restoration of the original French doors on the second floor due to the fact that the windows would be mostly concealed behind restored iron balconies. Anyways, that's a restoration according to Page & Turnbull. They elsewhere used rehabilitation. So, I think it's fair to be able to call it both.

Chair Bower: John has something.

Ms. French: I will read aloud what our owner has provided as well, just before you vote maybe on that. Rehabilitation, according to the Secretary of Interior's Standards acknowledges the need to alter or add to an historic property to meet continuing or changing uses while retaining the property's historic character. Restoration depicts a property at a particular period of time in its history, while removing evidence of other periods.

Chair Bower: So, actually I think restoration would be a more accurate description, because the project removed a lot of unsightly and inappropriate…

Board Member Makinen: And if you do a categorization as a restoration, you do have to be very clear on the period of significance.

Chair Bower: Yeah, but I think the period of significance would be, what, the 20's when the building was constructed, originally constructed?

Board Member Makinen: It's in the report somewhere.

Chair Bower: So, I don't know, maybe we're getting too far down in the weeds here. Maybe we should use both terms.

Board Member Wimmer: The only thing I can find is that with the word rehabilitation, it can include some kind of modification from what it was originally, whereas restoration is clearly maintaining what was there originally. But with rehabilitation it can also include some modification and I guess that's the question, has it been modified from its original. I know that you were playing around with the arches and the location of the door and what have you, so that if there is a modification from what is absolutely original as documented by the original drawings, then it would also include the rehabilitation work, I think.

Chair Bower: Right. So, the one thing I noticed on the project is the ironwork, which is true to the style and the drawings, but is not detailed anywhere by Birge Clark. This simply doesn't – there's no detailing it exists with dimensions. The ironwork is slightly larger than what is apparent on other Birge Clark projects. In other words, the ironwork on 527 has one-inch corner posts. This is so insignificant in terms of the fabric of this building, but I notice it because as a builder, because it's a little bit different. And that, I'm perfectly comfortable with that being a differentiation, compatible but differentiation from the original. We don't have any originals, but we have other buildings. My point here is that I think you're right. There have been very small changes, so we're not really restoring what's there because a lot of what was there was removed. We're putting back what was in kind, creating the same stylistic feeling of the façade. That's, I guess, how I would describe it. And so, it is both restoration of what was there and refurbishment in terms of bringing something new but slightly different. Is that a fair…

Ms. French: And I have one more packet page to steer you to, just in case you want more source data. Page & Turnbull did tackle this. Packet page 38, 39 says Emily Vance's review from the proposed changes would meet the Standards for restoration. While the project was reviewed as a restoration undertaking and viewed favorably at the time, the completed project is more applicable to the Standards for rehabilitation due to its use of some new components in a similar, but not exact appearance to the original design. So, that'…

Chair Bower: All right. So, I think your…

Board Member Makinen: Rehabilitation is probably the more correct interpretation of what was being done here, rather than – somebody could say you didn't really restore it because you didn't bring back everything exactly the way it was.

Chair Bower: Okay, I'm comfortable with that. Martin?

Board Member Bernstein: I'm smiling with familiarity about the topic of restoration. The example of restoration is that when the Doge's of Venice repair the **Palazzo Seroci** (phonetic), that's a restoration, where it's unchanged and it's just repaired. But if there are any changes to any kind of detailing, that's rehabilitation and well supported and I think the Board will agree this is a good project.

Chair Bower: Any other comments? So, are we agreed we can put this into the motion, but we'll use the term restoration not, I'm sorry, rehabilitation to describe the project? Okay, other comments? Any other comments? I would like to just note part of Page & Turnbull's analysis here, because I thought they did an excellent job of first discussing eligibility for the California Register for Historic Resources, and of the four criteria that they evaluated, Criteria One, which is events, Criteria Two, persons, Criteria Three, architecture, and Criteria Four is information potential, that is Criteria One and Three they meet the requirements. Four doesn't really apply and Criteria Two does not meet significance, but that's a very strong evidence that this is, indeed, California Registry eligible. Then the second thing I wanted to just put into the record, which of course, is there but reiterate, is that the Standards for Rehabilitation which we deal with all the time, starting in page 39 of our packet. Rehabilitation Standard One is the property's use for its historic purpose. Two, the historic character of the property will be retained. Three, each property is recognized as a physical record of its time. Four, even though properties change over time, those changes have acquired historic significance of their own right, thus the addition in the back may be captured by this. Five, the distinctive features, finishes and techniques are preserved. Standard Six is deteriorated historic features doesn't really apply. Standard Seven, chemical or physical treatments were not used, that doesn't apply. Standard Nine, new additions or alterations shall not destroy the historic character. We don't have that issue here. And Ten, we don't have any archeological features. So, of the ten, this project meets six, I think, of these and the others don't apply. That's another very strong statement about why this project and why this recategorization is not only appropriate, but should be moved forward by Council. So, having said that, if there are no other questions or statements, can I have a motion to approve this renovation, reaffirm our earlier – so first of all, it's that the evidence and the project outcome now qualifies this building to be categorized as a Category 2 building on our Register instead of Category 3. Is that appropriate? Anybody want to make that motion? Michael?

MOTION

Board Member Makinen: I make a motion that we approve the project moving it from a Category 3 to a Category 2. It does meet the Secretary of Interior's Standards for rehabilitation as evidenced by the reports from Page & Turnbull and other analyses that were performed.

Chair Bower: Great. A second?

Board Member Shepherd: I second it.

Chair Bower: Any further discussion? Martin.

Board Member Bernstein: Thank you Chair. I just want to comment to the ownership representative, Mr. Shenk and the Architect, Mr. Popp. I think under the stewardship of you and your team, excellent job.

Chair Bower: Okay, no further comments? All in favor of the motion say aye. Any opposed.

MOTION PASSED WITH A VOTE OF 7-0. IT'S UNANIMOUS.

Chair Bower: Thank you John. Nice job.