

REQUEST FOR HISTORIC AND SCENIC PRESERVATION COMMISSION ACTION

V.A DANIEL ISHAM, APPLICANT

PUBLIC HEARING to consider **Certificate of Appropriateness No. 625** to permit an existing 3 foot tall vinyl picket fence around the front yard of an existing single family dwelling, located at 184 S. Eureka Street in the R-2 (Multiple Family Residential) District (APN: 0171-244-33-0000). The property is located within the Smiley Park Neighborhood Historic and Scenic District. This project is exempt from environmental review pursuant to Section 15303(e) (New Construction or Conversion of Small Structures) of the California Environmental Quality Act Guidelines.

HISTORIC AND SCENIC PRESERVATION MEETING: AUGUST 2, 2021

Planner: Loralee Farris, Principal Planner

PROCEDURE FOR PUBLIC HEARING

1. Chairperson declares the meeting open as a public hearing.
2. Chairperson calls upon staff for report.
3. Chairperson calls for questions/comments from members of the Commission.
4. Chairperson calls upon applicant, or its representative, for comments/testimony.
5. Chairperson calls for comments/questions/testimony from members of the public (3 minutes per speaker).
6. Chairperson calls upon the applicant, or representative, for rebuttal comments (5 minutes).
7. Chairperson closes the public hearing.
8. Commission considers the motion(s) and votes.

SYNOPSIS

1. Historic Designation: The structure is located within the Smiley Park Neighborhood Historic and Scenic District as a contributing property to the district.
2. Existing Land Use: Zoning: R-2 (Multiple Family Residential) District
General Plan: Medium Density Residential
3. Historic and Scenic Preservation Commission submittal dates:
 - (A) Submittal Dates: April 14, 2021
 - (B) Date Accepted as Complete: May 14, 2021
 - (C) Historic and Scenic Preservation Commission Meeting: August 6, 2021

4. Attachments:

- (A) Location Map
- (B) Site Aerial Photograph
- (C) Site Photographs
- (D) Site Plan
- (E) Resolution No. 2021 – 10

PROPOSAL

The applicant is proposing to permit an existing 3 foot tall white vinyl picket fence around the front yard of an existing single family dwelling, located at 184 S. Eureka Street in the R-2 (Multiple Family Residential) District (APN: 0171-244-33-0000). The fence was previously constructed in early 2021. The applicant has indicated they were unaware of the requirement for a Certificate of Appropriateness application for the construction of a fence in a local historic district and wishes to resolve the issue by receiving approval to permit their fence, allowing it to remain as-is. The fence surrounds the dwelling's front yard area, running approximately 48 feet along the front property line, with a gate at the front walkway, approximately 10 feet along the southern property and 15 feet along the border of the front lawn and driveway, near the front property line.

BACKGROUND

County Assessor's records indicate that the existing home was constructed in 1886, but further historic documentation through the review of inventory sheets and historic district applications indicate that construction on the home may have finished in 1887. The property consists of a 2-story Victorian dwelling with wooden shiplap siding, a high peaked gable in the center, and twin wooden turned posts on cement supports, supporting a front porch. A low stick wooden railing surrounds the porch. The Victorian style presents select elements of the Victorian Stick style, including bay windows with straight square sides (box bays) and a steeply-pitched front-facing roof gable with decorative diagonal boards (stickwork) raised from the wall surface for emphasis.

The property became part of the Smiley Park Neighborhood Historic and Scenic District, upon its adoption, in 1992, and is also part of the Federal/State Smiley Park Historic District. The home is known as the "Walter Lynn home", after the original owner and builder. The home was originally constructed on the present site of the A.K. Smiley Public Library. Walter and his brother James M. Lynn were carpenters and their family business constructed many of the early homes in the Redlands area and specialized in exterior detailed woodwork. The firm would later become what is known as Lynn and Lewis. The home was relocated to 184 South Eureka Street by Israel Bael, a reknown house mover in Redlands (and the namesake of the City's Israel Bael Park), in order to make room for the library's construction.

ANALYSIS

A) Zoning

The property is located within the R-2 (Multiple Family Residential) District. The purpose of the R-2 District is to provide for the development of single and multiple family housing. The scope of work is limited to legalization and permitting of the existing 3 foot tall white vinyl fence surrounding the front yard area. The Redlands Municipal Code outlines fencing height and location requirements, allowing for fencing up to 4 feet in the front 25 foot setback area, for open fencing like wrought iron, tubular steel, or picket fencing, or 3 feet in height for solid fencing, like solid wood, masonry, or similar designs. The fence complies with the height requirements for being located within the front yard area.

B) Material, Design, and Integrity

As the property is located within a locally designated historic district, exterior improvements within the district require approval of a Certificate of Appropriateness application to ensure the improvements are consistent with the City's Historic Design Manual and the Secretary of the Interior's Standards for the Treatment of Historic Properties with the intent to maintain the historic integrity and character of the historic district.

In reviewing the application, staff expressed concern to the applicant about the material of the fence, a white vinyl material, in regards to its consistency with the district and the concern that the material would affect the district's historic integrity, utilizing a modern synthetic plastic material in a highly visible location from the public street. Staff encouraged the applicant to modify the proposal to utilize wood or wrought iron, rather than vinyl, for consistency with both the wooden materials of the dwelling on the property, and the more common materials found within the district. Staff also suggested screening the material with additional landscaping so that the material would not be as highly visible from the street. The applicant stated that their desire was to maintain the existing fence, as constructed, citing the fencing material's similar textured appearance to a wood picket fence, the fact that the material is generally low-maintenance and does not crack, splinter or rot like wood, and its overall durability in all weather conditions. The applicant indicates that the fence has an attractive appearance and feels that it would not detract from the district, and also cited two directly adjacent properties to the north of their property that were excluded from the district boundaries that would not be required to obtain the same Certificate of Appropriateness application.

Vinyl fencing has not been previously approved with a Certificate of Appropriateness application within the district, in the past, and as such, staff is referring the Certificate of

Appropriateness application to the Historic and Scenic Preservation Commission for review and consideration.

Historic integrity is the district's ability to convey its historic associations or attributes, and takes several factors into consideration, including location, setting, design, materials, workmanship, feeling, and association. While the integrity of location and association would likely not be affected by the construction of a fence, as the location of the district is not affected nor is a historical association with an important event of person, the integrity of setting, design, materials, workmanship, and feeling may be affected on various minor levels, limited by the limited scope of the project in relation to the district, as a whole.

The integrity of setting involves the physical environment of a historic property, related to the historical relationship to surrounding features and open space. Physical features that constitute the historic setting can be natural or manmade and can include elements such as topographic features, vegetation, paths and fences, and the relationship between buildings and other features or open spaces. While the introduction of a fence in general would provide an interruption to the streetscape open space by fencing in a front yard area, several properties within the district, including several on this street, already have fences in the front yard. The impact to setting of the district by the addition of a fence in general, would likely be minimal, however the specific material of the fence may draw additional attention to its presence, as it contrasts with the district as a whole, making it more apparent than it would be if it utilized a compatible material that blended in with the district.

The integrity of design is the combination of elements that create the historic form, plan, space, structure, and style of a district. This includes elements such as the organization of space, proportion, scale, technology, ornamentation, and materials and can include visual rhythms in a streetscape and the layout and materials of walkways and their relationship to other features. The highly visible location of the fence, located just behind the sidewalk, makes it a clearly visible element of the streetscape of Eureka Street. The materials of fence may be taken into consideration as part of the integrity of design, as well as the design's compatibility with the visual rhythm of the streetscape. As vinyl fencing is generally material not associated with the historic district, it is not readily present as its popularity as a fencing material increased after the adoption of the district as a whole. As such, the addition of vinyl fencing may have a minor effect on the visual rhythm of the streetscape by adding a new modern material. This would likely be a minor effect to the integrity of design on the district as a whole, which is much larger than the subject property, individually, but may still be taken into consideration.

The integrity of materials involves the physical elements that were combined or deposited in a particular period of time and in a particular pattern or configuration to form the historic district. If properties are rehabilitated, historic materials and significant

features must be preserved. The proposal will not remove any historic materials. The use of vinyl will add a new material that is not associated with the particular period of time and pattern of the historic district, as it was not a material utilized during the district's period of significance and is a later innovation. While the addition would be limited to one property within a much larger district, its highly visible location in a front yard location would draw additional attention to the material.

The integrity of workmanship is the physical evidence of the crafts of a particular culture or people during any given period in its history, related to construction methods, finishes, and ornamental detailing. While a picket fence, in general, would be relatively consistent with tooling, carving, or turning techniques typical of the period of significance of the district, vinyl is a modern material that would have utilized much different manufacturing techniques in its design that are not commonly found in the district. While the addition of the fence would not remove any historic material characteristic of the workmanship found in the district, and the design replicates the appearance of a picket fence to minimize visual impact through its design, there may be an effect on a very minor scale generated to its addition, as it is generally inconsistent with the type of workmanship typical of this district.

The integrity of feeling is a district's expression of the aesthetic or historic sense of a particular period of time. It results of the presence of physical features that, taken together, convey the property's historic character. For example, a historic district which retains its original design, materials, workmanship, and setting will relate the feeling the life in the subject time period of significance. The addition of a vinyl material is inconsistent with the feeling of life in the period of significance of the district, as it was a material not utilized at that period of time, and as such, its limited application to this property may have a minor effect on the integrity of feeling on this block within the district as it relates to his period of significance.

In summary, while location and association are unlikely to be affected by the addition of the vinyl fence, there may be minor effects to the integrity of setting, design, materials, workmanship, and feeling. These effects would likely be limited, due to the very limited scope of the proposal in relation to the district, as a whole, but as indicated above, its highly visible location adjacent to the street would make it more prominent within the district.

C) Historic Design Manual

Chapter 6 of the Historic Design Manual addresses design criteria in Historic Districts to take into consideration for new exterior projects on historic properties. These design criteria emphasize maintaining the feeling and character of a district, where alterations enhance the district's historic characteristics rather than damage or diminish these characteristics. The criterion places an emphasis on streetscapes and views from the

public street and notes the importance of maintaining continuity in a historic setting that shares the same type of quality. It also emphasizes utilizing materials that is historically common in the district and the subject property, which in the subject district is likely types of wood, rock/cut-stone, or wrought iron/tubular steel. The document recommends maintaining an appropriate level of contrast, where contrast can add delight and surprise to the street scape but an excessive degree of contrast may result in the visual disruption of an “established townscape quality.

The vinyl material, a synthetic plastic, is not common in the district and the addition of a new, modern composite material may stand out as a material not commonly associated with the period of significance of the historic district, where the majority of the dwellings were constructed between the 1880s and 1930s. Approximately 45% of the dwellings on this block of South Eureka Street were constructed before 1900. One other instance of vinyl was seen by staff on a windshield survey of this block of South Eureka, at the northeast corner of Eureka Street and Olive Avenue, however, this fence did not receive a Certificate of Appropriateness for its construction and would not be considered as a permitted example.

D) Secretary of Interior’s Standards:

The Secretary of the Interior’s Standards for the Treatment of Historic Properties are common sense historic preservation principals in non-technical language that promote historic preservation best practices and are widely used at the federal, state, and local levels to guide work on historic properties. New construction, including that of the new fence, would follow the guidance under the category for “Rehabilitation”. Item No. 9 of the Rehabilitation standards states that “...new exterior alterations or related construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.”

While the new fence would be differentiated from the 1886 dwelling, and would be compatible in size, scale, proportion, and massing, as it’s similar in height and placement to other front yard fences in the neighborhood, it is not compatible with the historic materials and features that are consistent among the district and the property’s that reside within it. Vinyl is a modern material that would not be one of the characteristic materials found within the Smiley Park Neighborhood Historic District, which would rather emphasize the use of wood, block, stone, brick, or wrought iron/tubular steel.

The addition of a fence will not require the removal of any existing materials, and would be able to be removed in the future leaving the essential form and integrity of the historic property unimpaired. While a fence, in general, would be supported by the

Secretary of the Interior's Standards, as compliant front yard fences are found within the district, the specific material in question appears to conflict with the standards and the intent on maintaining the historic integrity of the district.

Summary:

The proposed material of the fence under this Certificate of Appropriateness may adversely affect or change the context surrounding of the district, in relation to introducing and approving a synthetic plastic material in a highly visibly prominent location within the historic district. Staff strongly recommends that the material be revised to a compatible material, such as wood or wrought iron to ensure compatibility with the City's Historic Design Manual and the Secretary of the Interior's Standards.

ENVIRONMENTAL REVIEW

In accordance with the provisions of the California Environmental Quality Act ("CEQA"), fences qualify for a categorical exemption from environmental review pursuant to Section 15303 (New Construction or Conversion of Small Structures), however, the project would not qualify for an exemption under Section 15331 (Historical Resource Restoration/Rehabilitation) of the California Environmental Quality Act Guidelines unless findings were made that project was consistent with the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings (1995), Weeks and Grimmer*.

STAFF RECOMMENDATION

Staff recommends that the Historic and Scenic Preservation Commission deny **Certificate of Appropriateness No. 625**, unless revisions are made and accepted by the applicant to the fencing material and/or the Historic and Scenic Preservation Commission determine the fence would be consistent with the Secretary of the Interior's Standards. The applicant, or others, may appeal the Commission's decision to the City Council within ten (10) days.

MOTION

If the Historic and Scenic Preservation Commission deems it appropriate, staff recommends the following motion:

"I move that the Historic and Scenic Preservation Commission deny Certificate of Appropriateness No. 625 and adopt Resolution No. 2021-10, based on the facts within this staff report."

ALTERNATIVE ACTION:

If the Historic and Scenic Preservation Commission deems it appropriate makes findings that the proposed fence is consistent with the City's Historic Design Manual and the Secretary of the Interior's Standards, and desires to approval the application as-is or with modifications, the Commission may continue the Certificate of Appropriateness application to the meeting of September 2, 2021, to allow staff to bring back a Resolution for approval including the Commission's specific findings. If the Commission desires this action, the following motion is provided:

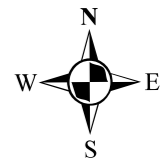
“I move that the Historic and Scenic Preservation Commission continue Certificate of Appropriateness No. 625 to the meeting of September 2, 2021 and direct staff to prepare a Resolution for approval of the Certificate of Appropriateness application.”

ATTACHMENT A
LOCATION MAP

Location Map



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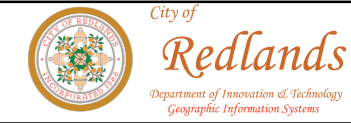
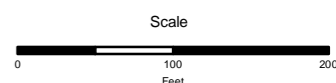
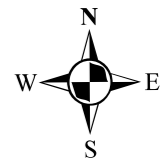
August 2, 2021

OneStop.mxd

Historic District



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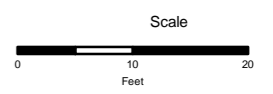
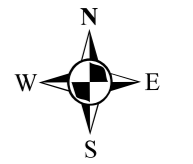
August 2, 2021

OneStop.mxd

ATTACHMENT B
Site Aerial Photograph



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ATTACHMENT C

Site Photographs



Photographs



1.jpg



2.jpg



3.jpg

RECEIVED
APR 14 2021
Development Services Dept

ATTACHMENT D

Site Plan



ATTACHMENT E
Resolution No. 2021-10

RESOLUTION NO. 2021-10

A RESOLUTION OF THE HISTORIC AND SCENIC PRESERVATION COMMISSION OF THE CITY OF REDLANDS DENYING CERTIFICATE OF APPROPRIATENESS NO. 625 FOR THE CONSTRUCTION OF A 3 FOOT VINYL FENCE ON THE FRONT PROPERTY LINE AND SIDE PROPERTY LINES LOCATED AT 184 SOUTH EUREKA STREET IN THE R-2 (MULTIPLE FAMILY RESIDENTIAL) DISTRICT (APN: 0171-244-33-0000.)

WHEREAS, Daniel Isham, has submitted an application for Certificate of Appropriateness No. 625 related to the installation of a three foot tall vinyl fence along the front property line and side property lines. The fence surrounds the dwelling's front yard area, running approximately 48 feet along the front property line, with a gate at the front walkway, approximately 10 feet along the southern property and 15 feet along the border of the front lawn and driveway, near the front property line. The site is located within the Smiley Park Neighborhood Historic and Scenic District at 184 S. Eureka Street in the R-2 (Multiple Family Residential) District (APN: 0171-244-33-0000).

WHEREAS, notice of this Historic and Scenic Preservation Commission public hearing for the project was duly published in the Redlands Daily Facts by the Secretary to the Historic and Scenic Preservation Commission; and,

WHEREAS, on August 5, 2021, the Historic and Scenic Preservation Commission held a public hearing and considered the staff report, oral report, the testimony and the written evidence submitted by and on behalf of the applicant and by members of the public; and,

WHEREAS, California Code of Regulations Title 14 Sections 15331 (Historical Resource Restoration/Rehabilitation) and 15303 (New Construction or Conversion of Small Structures) provides for exemption from the California Environmental Quality Act.

WHEREAS, Sections 15331 (Historical Resource Restoration/Rehabilitation) requires that a project is consistent with the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings (1995), Weeks and Grimmer.*

WHEREAS, Section 2.62.190 of the Redlands Municipal Code states that the Redlands' design guidelines, also known as the City's Historic Design Manual shall apply to properties in historic and/or scenic districts.

WHEREAS, Section 2.62.200(G) Redlands Municipal Code states that approval of a Certificate of Appropriateness requires finding that the action proposed is consistent with Chapter 2.62 of the Redlands Municipal Code and will not be detrimental to a historic resource, or that the action is necessary to correct an unsafe or dangerous condition which cannot be rectified through the use of the California historical building code.

WHEREAS, Section 2.62.190 of the Redlands Municipal Code states that the Redlands' design guidelines, also known as the City's Historic Design Manual shall apply to properties in historic and/or scenic districts.

WHEREAS, applications for the Certificates of Appropriateness are reviewed in

accordance with the Secretary of the Interior's Standards for the Treatment and Guidelines of Historic Properties.

WHEREAS, the proposal is not consistent with the Secretary of the Interior's Standards for the Treatment and Guidelines of Historic Properties and the City's Historic Design Manual because the visible vinyl fence material is not historically compatible with the historic character of the Smiley Park Neighborhood Historic and Scenic District.

NOW, THEREFORE, BE IT RESOLVED by the Historic and Scenic Preservation Commission of the City of Redlands as follows:

Section 1. The proposed project is not exempt from the California Environmental Quality Act per Sections 15331, and there is evidence of a potentially significant impact without compatibility with the Secretary of the Interior's Standards for the Treatment and Guidelines of Historic Properties.

Section 2. The proposed project is not consistent with Chapter 2.62 of the Redlands Municipal Code because the design of the project, utilizing vinyl fencing material, is not consistent with the Secretary of the Interior's Standards for the Treatment and Guidelines of Historic Properties and the City's Historic Design Manual, and as such, adversely affects the character of the Smiley Park Neighborhood Historic and Scenic District.

Section 3. The proposed Certificate of Appropriateness is hereby denied by the Historic and Scenic Preservation Commission.

Section 4. This Resolution, if no appeal is filed, shall become effective on August 16, 2021.

ADOPTED, SIGNED AND APPROVED this 5th day of August, 2021.

Kurt Heidelberg, Historic and Scenic
Preservation Commission Chair

ATTEST:

Linda McCasland, Secretary

I, Linda McCasland, Historic and Scenic Preservation Commission Secretary of the City of Redlands, hereby certify that the foregoing resolution was duly adopted by the Historic and Scenic Preservation Commission at a regular meeting thereof held on the 5th day of August, 2021, by the following vote:

AYES:

NOES:

ABSENT:

ABSTAINED:

Linda McCasland,
Historic and Scenic Preservation
Commission Secretary