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AGENDA

VALLEJO ARCHITECTURAL HERITAGE AND LANDMARKS COMMISSION REGULAR MEETING – 6:30 P.M. CITY COUNCIL CHAMBERS November 17, 2022

Angela McDonald, Chair
Brian Harkins, Vice Chair
Peter Bregenzer
Curt Harding
Brendan Riley
Tanya Hall
Ann Adams

NOTICE: Members of the Public will be able to participate in-person or remotely via Zoom. City Hall and the Council Chambers will be open to members of the public 30 minutes prior to the start of the meeting.

IMPORTANT NOTICE

This AGENDA contains a brief general description of each item to be considered. The posting of the recommended actions does not indicate what action may be taken. If comments come to the Architectural Heritage and Landmarks Commission without prior notice for an item not listed on the AGENDA, no specific answers or responses should be expected at this meeting per State law.

Pursuant to Government Code Section 54954.3 of the Brown Act, members of the public shall be afforded the opportunity to speak on any agenda item of interest to them after being recognized by the presiding officer. Members of the public wishing to be so recognized are requested to submit a completed speaker card to the Secretary of the Architectural Heritage and Landmarks Commission prior to the consideration of the item or raise their hand via ZOOM: (<https://ZoomRegular.Cityofvallejo.net>) or by phone: Dial (669) 900-6833. Enter Meeting ID: 914 0075 0676#. Press * 9 to digitally raise your hand from the phone. For additional instructions on how to speak remotely during public comment, please visit www.cityofvallejo.net/publiccomment. In person speakers will be recognized first.

This AGENDA contains a brief general description of each item to be considered. The posting of the recommended actions does not indicate what action may be taken. If comments come to the Architectural Heritage and Landmarks Commission without prior notice and are not listed on the AGENDA, no specific answers or response should be expected at this meeting per State law.

Notice of Availability of Public Records: All public records relating to an open session item, which are not exempt from disclosure pursuant to the Public Records Act, that are distributed to a majority of the Architectural Heritage and Landmarks Commission will be available on the City of Vallejo website at www.cityofvallejo.net subject to staff's ability to post the documents prior to the meeting.

Disclosure Requirements: Government Code Section 84308 (d) sets forth disclosure requirements which apply to persons who actively support or oppose projects in which they have a "financial interest", as that term is defined by the Political Reform Act of 1974. If you fall within that category, and if you (or your agent) have made a contribution of \$250 or more to any commissioner within the last twelve months to be used in a federal, state or local election, you must disclose the fact of that contribution in a statement to the Commission.

Appeal Rights: The applicant or any party adversely affected by the decision of the Architectural Heritage and Landmarks Commission may, within ten days after the rendition of the decision of the Architectural Heritage and Landmarks Commission, by filing a written appeal with the Director of Planning and Development Services. Such written appeal shall state the reason or reasons for the appeal and why the applicant believes he or she is adversely affected by the decision of the Architectural Heritage and Landmarks Commission. Such appeal shall not be timely filed unless it is actually received by Director of Planning and Development Services or designee no later than the close of business on the tenth calendar day after the rendition of the decision of the Architectural Heritage and Landmarks Commission. If such date falls on a weekend or City holiday, then the deadline shall be extended until the next regular business day.



The Council Chambers in City Hall is ADA compliant. Devices for the hearing impaired are available from the City Clerk. Requests for disability related modifications or accommodations, aids or services may be made by a person with a disability to the City Clerk's office no less than 72 hours prior to the meeting as required by Section 202 of the Americans with Disabilities Act of 1990 and the federal rules and regulations adopted in implementation thereof.

If you have any questions regarding any of the following agenda items, please call the assigned planner or project manager at (707) 648-4326.

1. CALL TO ORDER
2. PLEDGE OF ALLEGIANCE
3. ROLL CALL
4. APPRECIATION FOR COMMISSIONER BREGENZER
5. APPROVAL OF MINUTES
 - A. October 20, 2022
6. WRITTEN COMMUNICATIONS
7. REPORT OF THE SECRETARY
8. CITY ATTORNEY REPORT
9. REPORT OF THE CITY COUNCIL LIAISON
10. REPORT OF THE CHAIRPERSON AND MEMBERS OF THE COMMISSION
11. COMMITTEE REPORTS

A. None

12. COMMUNITY FORUM

*Any interested members of the public desiring to communicate with the Architectural Heritage and Landmarks Commission for which another opportunity to speak is not provided on the agenda and which is in the jurisdiction of the Architectural Heritage and Landmarks Commission to resolve may do so in person by submitting a completed speaker's card to the Secretary or via ZOOM: (<https://ZoomRegular.Cityofvallejo.net>), or by phone: Dial (669) 900-6833. Enter Meeting ID: 914 0075 0676#. Press *9 to digitally raise your hand from the phone. For additional instructions on how to speak remotely during public comment, please visit, www.cityofvallejo.net/publiccomment. In person speakers will be recognized first. When called upon, each speaker should step to the podium, state his/her name for the record. The conduct of the community forum shall be limited to a maximum of fifteen (15) minutes, with each speaker limited to a maximum of three minutes pursuant to Vallejo Municipal Code Section 2.02.300.*

13. CONSENT CALENDAR AND APPROVAL OF THE AGENDA

14. PUBLIC HEARING

A. **PROJECT LOCATION:** 251 Moore Street (APN: 0066-170-010)

PROJECT TYPE: Certificate of Appropriateness (COA21-0001)

PROJECT APPLICANT: Newman J. Hoffman, CFO and Assoc. VP of Administration
Touro University

Project Description: The proposed project includes exterior alterations to an existing institutional building, now part of the Touro University campus. The project proposes to install four new stairs in those locations where stairs were removed. The proposed new stairs will have concrete treads, steel pan decks, and painted metal railings. In addition, the applicant proposes to remove six aluminum slider windows on the rear elevation and replace them with windows that are in keeping with the original window openings.

CEQA Determination: The project is categorically exempt pursuant to California Environmental Quality Act (CEQA) Guidelines Section 15331 (Class 31 "Historic Resource Restoration/Rehabilitation"). Therefore, no further environmental review is required.

Staff Recommendation: Staff recommends that the Architectural Heritage and Landmarks Commission adopt a Resolution to APPROVE Certificate of Appropriateness (COA) #21-0001 based on the findings and analysis contained herein.

Project Planner: Margaret Kavanaugh-Lynch, Planning Manager

15. OTHER AGENDA ITEMS

A. Discuss AHLC Goals and Give Direction to Staff

Discussion Item, no Action. Discuss possible goals for the AHLC for 2023 and direct staff to return with memorialized 2023 Goals for City Council approval.

B. Future Agenda Items.

1. Possible Historic Code Revisions
2. Mills Act Compliance
3. Sub-Committees
4. Historic District Notifications

16. ADJOURNMENT

I, Anthony Cook, Administrative Assistant II, do hereby certify that I have caused a true copy of the above notice and agenda to be delivered to each of the members of the Architectural Heritage and Landmarks Commission, at the time and in the manner prescribed by law and that this agenda was posted at City Hall, 555 Santa Clara Street, CA at 5:00 p.m., Thursday November 10, 2022.

Dated: November 10, 2022

Anthony Cook, Administrative Assistant II

Minutes



www.cityofvallejo.net

MINUTES

VALLEJO ARCHITECTURAL HERITAGE AND LANDMARKS COMMISSION

October 20, 2022

Angela McDonald, Chair
Brian Harkins, Vice Chair
Peter Bregenzer
Curt Harding
Brendan Riley
Tanya Hall
Ann Adams

1. CALL TO ORDER

The meeting was called to order by Chair McDonald at 6:30 pm.

2. PLEDGE OF ALLEGIANCE

3. ROLL CALL

Present: Commissioner Adams, Commissioner Hall, Commissioner Riley, Commissioner Bregenzer, Vice-Chair Harkins, Chair McDonald

Absent: Commissioner Harding

Staff present: Christina Ratcliffe, Planning & Development Services Director
Laura Zagaroli, Assistant City Attorney
Cesar Orozco, Senior Planner
Laura Solomon, Assistant Planner

4. APPROVAL OF MINUTES

A. May 19, 2022 Minutes

Motion: Commissioner Riley made a motion to approve the minutes.

Second: Commissioner Bregenzer

VOTE:

AYES: Commissioner Adams, Commissioner Bregenzer, Chair McDonald, Vice-Chair Harkins, Commissioner Hall, Commissioner Riley

NOES: None

ABSENT: Commissioner Harding

ABSTAIN: None

6 Ayes, 0 Noes, Motion passes unanimously

5. WRITTEN COMMUNICATIONS – 2 communications received from 2 Commissioners: Items from Vice-Chair Harkins for a later meeting regarding the Ordinance, and from Commissioner Riley regarding the historic flagpole on Mare Island.

6. REPORT OF THE SECRETARY

Christina Ratcliffe welcomed the new Commissioner Adams and Cesar Orozco, Principal Planner as the new Secretary of the AHLC. Laura Solomon is the Assistant Planner who wrote the staff reports. A new Principal Planner has been hired and will start soon.

Board and Commissions Dinner – A pleasant evening with many members of the boards and commissions, who have served and continue to serve the community.

7. CITY ATTORNEY REPORT- None

8. REPORT OF THE CITY COUNCIL LIAISON- None

9. REPORT OF THE CHAIRPERSON AND MEMBERS OF THE COMMISSION

Commissioner Riley noted the restoration or replacement of a flagpole on Mare Island in Alden Park and speaking with Dan Siqueira, the City Engineer, about a contract out for bid. Vice-Chair Harkins passed out a document noting a future meeting to discuss ministerial guidelines to reduce permits costs and complexity for applicants.

10. COMMITTEE REPORTS – None

A. Tracker Sub-Committee - None

11. COMMUNITY FORUM - None

12. CONSENT CALENDAR AND APPROVAL OF THE AGENDA

Motion: Commissioner Bregenzer made a motion to approve the agenda.

Second: Commissioner Hall

VOTE:

AYES: Commissioner Adams, Commissioner Bregenzer, Chair McDonald, Vice-Chair Harkins, Commissioner Hall, Commissioner Riley

NOES: None

ABSENT: Commissioner Harding

ABSTAIN: None

6 Ayes, 0 Noes, Motion passes unanimously

13. PUBLIC HEARING

A. 803 Capital Street - Mills Act Contract #22-0002

Motion: Commissioner Riley made a motion to recommend the City Council approve Mills Act Contract #22-0002

Second: Commissioner Bregenzer

VOTE:

AYES: Commissioner Adams, Commissioner Bregenzer, Chair McDonald, Vice-Chair

Harkins, Commissioner Hall, Commissioner Riley

NOES: None

ABSENT: Commissioner Harding

ABSTAIN: None

6 Ayes, 0 Noes, Motion passes unanimously

B. 705 Georgia Street - Mills Act Contract #22-0003

Motion: Vice-Chair Harkins made a motion to recommend the City Council approve Mills Act Contract #22-0003 with the amendment that Staff will clarify the landmark status of the home in the final application to City Council.

Second: Commissioner Adams

VOTE:

AYES: Commissioner Adams, Chair McDonald, Vice-Chair Harkins, Commissioner Hall,

NOES: Commissioner Bregenzer

ABSENT: Commissioner Harding, Commissioner Riley recused himself as he lives within 500 ft of the subject property

ABSTAIN: None

4 Ayes, 1 Noes, Motion passes

C. 828 Georgia Street - Mills Act Contract #22-0004

Motion: Commissioner Bregenzer made a motion to recommend the City Council approve Mills Act Contract #22-0004

Second: Commissioner Hall

VOTE:

AYES: Commissioner Adams, Commissioner Bregenzer, Vice-Chair Harkins, Commissioner Hall, Commissioner Riley

NOES: None

ABSENT: Commissioner Harding, Chair McDonald recused herself as she lives within 500 ft of the subject property

ABSTAIN: None

5 Ayes, 0 Noes, Motion passes unanimously

14. OTHER AGENDA ITEMS

A. Commissioner Riley's written communication regarding the flagpole. Request for Staff updates on the item; this will be added to the Secretary's report.

B. Publics Works updated Christina Ratcliffe that the vandalized historic propeller has been moved to Building 535 to avoid any further damage. Will add updates to the Secretary's report.

C. Vice-Chair Harkins would like to add his table (ministerial help) to a future agenda. Vice-

- Chair Harkins would also like to add Mills Act compliance to the agenda.
- D. Chair McDonald would like to add sub-committees, not to exceed 3 board members, to a future agenda.
 - E. Commissioner Bregenzer would like agendaize notifying homeowners that their home is listed on the historic district list.

15. ADJOURNMENT

Motion: Commissioner Bregenzer made a motion to adjourn the meeting.

Second: Commissioner Riley

VOTE:

AYES: Commissioner Adams, Commissioner Bregenzer, Chair McDonald, Vice-Chair Harkins, Commissioner Hall, Commissioner Riley

NOES: None

ABSENT: Commissioner Harding

ABSTAIN: None

Chair McDonald adjourned the meeting at 8:19p.m.

ANGELA MCDONALD, CHAIR

ATTEST:

CESAR OROZCO, SECRETARY

Public Hearing

Item A.



**STAFF REPORT
CITY OF VALLEJO
ARCHITECTURAL HERITAGE
AND LANDMARKS COMMISSION**

I. PROJECT INFORMATION

DATE OF MEETING: November 17, 2022 Item No. 14. A

PREPARED BY: Margaret Kavanaugh-Lynch, Planning Manager

PROJECT LOCATION: 251 Moore Street (APN: 0066-170-010)

PROJECT NUMBERS: Certificate of Appropriateness (COA) #21-0001

REQUIRED APPROVALS: Certificate of Appropriateness

PROJECT SUMMARY: The proposed project includes exterior alterations to an existing institutional building, now part of the Touro University campus. Four exterior stairs were removed from without the benefit of a permit in May 2022 – two stairs on the west elevation, one stair on the south elevation, and one stair on the north elevation. The project proposes to install four new stairs in those locations where stairs were removed. The proposed new stairs will have concrete treads, steel pan decks, and painted metal railings. In addition, the applicant proposes to remove 6 aluminum slider windows on the rear elevation and replace them with windows that are in keeping with the original window openings.

ENVIRONMENTAL DETERMINATION: The project is categorically exempt pursuant to California Environmental Quality Act (CEQA) Guidelines Section 15331 (Class 31 “Historic Resource Restoration /Rehabilitation”). Therefore, no further environmental analysis is required beyond that which is contained herein this staff report.

RECOMMENDATION: Staff recommends that the Architectural Heritage and Landmarks Commission adopt a Resolution to APPROVE Certificate of Appropriateness (COA) #21-0001 based on the findings and analysis contained herein.

APPLICANT: Newman J. Hoffman, CFO and Assoc. VP of Administration Touro University

PROPERTY OWNER: Touro University

PROJECT DESCRIPTION

A. Site Location and Context

251 Moore Street was constructed in 1926-1927 as the medical corps barracks. Known historically as Building H-71, it is significant as a contributor to the Mare Island Historic District for its association with the U.S. Naval Hospital's program to modernize its facilities on Mare Island in 1926. It is also classified as a contributing resource in the National Register of Historic Places (NRHP)-listed Mare Island Historic District and is therefore a historical resource as defined in Section 15064.5(a) of the California Environmental Quality Act (CEQA) Guidelines.

This property is located within Mare Island Specific Plan Reuse Area 9 - University Area. Now known as Truitt Hall, it will serve as a library, classroom, and office for Touro University.

Touro University is the primary user and property owner of the 51-acre University Area (Mare Island Historic District Reuse Area 9), bounded on the west by the golf course and the South Residential Village, on the north by Club Drive and Azuar Drive, on the east by Railroad Avenue, and on the south by the golf course, regional park, and Army Reserve.

Figure 1 – Vicinity Map



B. Required Approvals

Pursuant to Section 16.614.03 of the Vallejo Municipal Code, projects within the Mare Island Specific Plan including, "All new construction, demolition, alteration and relocation of

contributing resources, including but not limited to landscaping, signage, and fencing within the Mare Island Historic District, as defined in the Mare Island Specific Plan, shall be subject to the standards, regulations and procedures contained in the Mare Island Specific Plan, and all of its appendices, particularly” :

- Appendix B.1 Mare Island Historic District Project Guidelines
- Appendix B.4 Design Guidelines for the Mare Island Historic District

Appendix B.1., Section 4.4.1, of the Project Guidelines states that all alterations of a Contributing Resource and its Project Site within the Historic District in any manner which affect exterior architectural appearance requires Certificate of Appropriateness (COA) approval by the Architectural Heritage Landmarks Commission (AHLC).

C. Project Description

The proposed project includes exterior alterations to an existing institutional building, now part of the Touro University campus. Four existing stairs at the building's exterior were removed without the benefit of a permit in May 2022 – two stairs on the west elevation, one stair on the south elevation, and one stair on the north elevation. The project proposes to install four new stairs in those locations where stairs were removed. The proposed new stairs will have concrete treads, steel pan decks, and painted metal railings. In addition, the applicant proposes to remove 6 aluminum slider windows on the rear elevation and replace them with windows that are in keeping with the original window openings.

II. STAFF ANALYSIS

Staff and the applicant have been in communication since May of 2021 regarding the extensive modifications proposed for Truitt Hall. To facilitate moving the project forward, the work was divided into two parts: items that were exempt from COA and could begin with the issuance of a building permit; and those that required a COA would be postponed. During these communications there was a misunderstanding as to which part removal of the exterior stairs belonged. The applicant and staff now concur that this task requires a COA.

Below is the list of work that is beyond the purview of this COA application; however, it is listed for reference.

Interior work includes:

1. Demolition of two interior stairs and non-weight bearing walls, and restrooms.
2. Construction of non-weight bearing walls, restrooms, and elevator.
3. Modifications to mechanical, electrical, and plumbing systems.

Vallejo Municipal Code (VMC) Section 16.614.09. B.3 exempts alterations to the interior of a structure unless that structure is designated as a landmark. As mentioned above, the structure is designated as a contributing resource in the National Register of Historic Places – listed Mare Island Historic District and is not designated as a landmark.

Exterior work includes:

4. 330 windows shall be repaired and painted to match original colors
5. The existing tile roof tile shall be removed and stockpiled, underlayment to be replaced and then roof tiles to be reinstalled

6. Concrete exterior elements will be repaired and painted to match original colors

VMC Section 16.614.09. B.1 provides an exemption for ordinary maintenance of structures designated as a contributing resource to a historic district and defines maintenance to include “painting, minor repair, routine maintenance and upgrading that does not involve significant changes to the designated structure, feature, or site.”

Purview of the AHLC

Removal and Replacement of Four Exterior Staircases

Figure 2- Photo of Building from Google Photos – with exterior staircases



In order to analyze the removal and replacement of the four exterior stairs, staff worked with Rincon Consultants to prepare a Historical Resources Impacts Assessment for 251 Moore Street. This report is included as Attachment 2.

The report describes the Mare Island Historic District, the property background, the character-defining features of the building, and provides a project impact analysis. As stated in the summary of the report, the proposed project is generally in conformance with all of the applicable Standards for Rehabilitation. Rincon Consultants recommend that the railing design for the stairs be revisited to consider a feasible alternative to the vertical picket design represented in the architectural drawings. They further advise that the methods for attaching the stairs to the building be provided to confirm that their installation will allow for future removal that avoids damaging the building's essential form. Overall, they conclude the project can be considered to comply with the Standards and avoid an impact to historical resources as defined in Section 10564.5 of the CEQA Guidelines. The applicant team has agreed to these modifications. See Attachment 3.

Removal and Replacement of Five Windows

While walking the site with one of members of the applicant team and the architectural consultant, it was observed that five aluminum sliding windows had been added to the rear elevation by the Navy at some point after the building's original construction. The applicant indicated it would like to replace these windows with windows in keeping with the original window openings. There are many examples of the original windows on the same elevation. See figure 3.

Figure 3 – Rear Elevation



This task has been integrated into the COA application. The Architectural Historian found this task would also be consistent with the Standards. She noted that:

Replacing a missing feature (the original windows) with an appropriate replacement is consistent with the directive in Standard 6:

1. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture and, where possible, materials.

Replacement of the missing features will be substantiated by documentary and physical evidence using the original windows on the same elevation. The applicant has agreed to use the existing original windows for this purpose. Please see Attachment 3.

Though the applicant originally reported that there were six aluminum windows, Staff inspected the property and discovered only five windows with aluminum sliders in the rear elevation.

A. General Plan Consistency

The project is consistent with the following General Plan 2040 policy (the policy is listed in **bold**, followed by Staff's analysis in *italics*):

- **Policy NBE-1.10 Historic Resources. Encourage the protection, rehabilitation, and reuse of historic buildings and structures.**

The project will allow Touro University to reuse 251 Moore street as a vital part of its campus while completing its rehabilitation consistent with the Department of Interior Standards for Historic Preservation.

B. Certificate of Appropriateness

The Certificate of Appropriateness findings are intended to ensure that the architectural and historical integrity of historic structures and general character of historic districts are preserved. Certificate of Appropriateness applications are subject to the required findings listed under VMC Section 16.614.09.E. These findings are included in the Draft Resolution – Attachment 1.

C. Environmental Review

The project is categorically exempt from the provisions of the California Environmental Quality Act (CEQA) pursuant to Section 15331 of the CEQA Guidelines (“Historic Resource Restoration/Rehabilitation”) because the project rehabilitates a historic resource in a manner 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. Therefore, no further environmental review is required.

III. NOTICING AND PUBLIC COMMENTS

The Planning Division provided the following notifications in accordance with Vallejo Municipal Code Section 16.602.08:

- A 14-day public notice was published in the Times Herald newspaper.
- Notices were mailed to every property owner and neighborhood group within 500 feet of the project site through the United States Postal Service.
- The applicant and members of the AHLC were notified via email.
- A 14-day public notice was also posted on the project site.

Staff has not received any communications in regard to the application as of writing this staff report.

IV. CONCLUSION / STAFF RECOMMENDATION

Staff recommends that the Planning Commission adopt a Resolution to **APPROVE** Certificate of Appropriateness (COA) #21-0001, based on the analysis contained in this staff report and the findings provided in the attached Resolution and subject to the recommended Conditions of Approval.

V. EXPIRATION

- Certificate of Appropriateness: Pursuant to VMC Section 16.602.12.A.2, approval of this Certificate of Appropriateness shall automatically expire 24 months after it is approved unless

authorized construction has commenced prior to the expiration date (**November 17, 2024**) (if approved at this meeting).

VI. APPEAL PROCEDURE

Pursuant to VMC Section 16.602.14, the applicant or any party aggrieved by a determination of the Commission may appeal the action to the City Council. Such appeal must be filed in writing with the Planning Division along with a fee payment of **\$1,328** within ten (10) calendar days after the action by the Commission. Such appeal shall not be timely filed unless it is received by the Planning Division no later than the close of business on the tenth day following the decision of the Commission. The City Council may affirm, reverse or modify any decision of the Commission that is appealed. The City Council may summarily reject any appeal upon determination that the appellant is not adversely affected by a decision under appeal.

Pursuant to VMC Section 16.602.14.E, a member of the City Council may also call the decision of the Commission for review within the appeal period. The call for review shall be processed in the same manner as an appeal by any other person. Such action shall stay all proceedings in the same manner as the filing of an appeal. Such action shall not require any statement of reasons and shall not represent opposition to or support of an application or appeal.

VII. ATTACHMENTS

1. Resolution
 - Exhibit A – Conditions of Approval
2. Historical Resources Impacts Assessment. Rincon Consultants - dated September 29, 2022
3. Email correspondence between Staff, Applicant and Rincon Consultants

**CITY OF VALLEJO
ARCHITECTURAL HERITAGE AND LANDMARKS COMMISSION**

RESOLUTION #22-XX

A RESOLUTION APPROVING CERTIFICATE OF APPROPRIATENESS (COA) #21-0001 TO MAKE EXTERIOR ALTERATIONS TO TRUITT HALL LOCATED IN MARE ISLAND SPECIFIC PLAN REUSE AREA 9 AND FINDING THE PROJECT EXEMPT FROM THE CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA) PURSUANT TO CEQA GUIDELINES SECTION 15331 (HISTORIC RESOURCE REHABILITATION)

251 MOORE STREET (APN: 0066-170-010)

WHEREAS, on March 15, 2021, Newman J. Hoffman, CFO and Associate Vice President of Administration, Touro University, filed the Certificate of Appropriateness (COA) #21-0001 application ("application") seeking approval of exterior alterations to an existing institutional building designated as a contributing resource in the National Register of Historic Places-Mare Island Historic District and located at 251 Moore Street (APN: 0066-170-010) ("project"); and

WHEREAS, on November 17, 2022, the City of Vallejo Architectural Heritage and Landmarks Commission ("Commission"), after giving all public notices required by State law and the Vallejo Municipal Code, conducted a duly noticed public hearing; and

WHEREAS, the Commission considered testimony and evidence, both written and oral, provided at the public hearing, as well as other documents contained in the record of proceedings relating to the project, which are maintained in the offices of the City of Vallejo Planning Division; and

WHEREAS, the Commission considered testimony and evidence, both written and oral provided at the public hearing, as well as other documents contained in the record of proceedings relating to the project, which are maintained in the offices of the City of Vallejo Planning Division; and

WHEREAS, based on the record of proceedings, the Commission makes the following findings:

I. CALIFORNIA ENVIRONMENTAL QUALITY ACT FINDING

The project is categorically exempt from the provisions of the California Environmental Quality Act (CEQA) pursuant to Section 15331 of the CEQA Guidelines ("Historic Resource Restoration/Rehabilitation") because the project consists of rehabilitating a historic resource in a manner 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. Therefore, no further environmental review is required.

II. FINDINGS RELATING TO THE APPROVAL OF THE CERTIFICATE OF APPROPRIATENESS PERMIT (VMC Section 16.614.09.E)

1. The project is in conformance with the U.S. Secretary of the Interior's Standards for the Treatment of Historic Properties applicable to the project and any ordinance designating the Historic District or Landmark.

FACTS IN SUPPORT: The Secretary of the Interior's Standards for Rehabilitation are applicable to the project and are as follows:

- 1) A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces and spatial relationships.**

Exterior stairs are proposed for the west, north, and south elevations at the portions of the building distinguished by their flat roofs. A short stair is also proposed at the south elevation from the first level to grade, providing egress from the basement level. The proposed construction of the stairs will not interfere with the building's character-defining features, as outlined above. Its reinforced concrete construction, arcaded entry, double-hung windows, arched forms, hip tiled roofs, flat balconies, and thin arched panel ornamentation will remain intact and will continue to convey the building's historic significance. Though the future use of the building is not outlined in this application, there is nothing to suggest that the proposed scope of work would require changes that impair the building's character-defining features. Rehabilitation Standard No. 1 is satisfied.

Additionally, the replacement of the windows along the rear elevation will restore missing features and will be substantiated by documentary and physical evidence of other original windows on the same elevation.

- 2) The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces and spatial relationships that characterize a property will be avoided.**

The historic character of 251 Moore Street is comprised of the physical characteristics that reflect its significance as a building related to the Mare Island Naval Shipyard's hospital complex expansion and its Spanish Colonial Revival design. As originally designed, the building did not include exterior stairs. Historical plans indicate that the now-removed exterior stairs were added to the building when it was updated for use as enlisted barracks in 1967-1968-, after the period of significance for the historic district which is defined as 1854-1945. The stairs are not, therefore, historic material and did not contribute to the significance of the building. Furthermore, the building's character-defining features, as described above, including its reinforced concrete construction, arcaded entry, double-hung windows, arched forms, hip tiled roofs, flat balconies, and thin arched panel ornamentation were all retained and not modified as part of the proposed scope of work. The removal

of the stairs, therefore, did not result in the removal of historic materials that characterize the property and Rehabilitation Standard No. 2 is satisfied.

Additionally, the replacement of the windows along the rear elevation will restore missing features and will be substantiated by documentary and physical evidence of other original windows on the same elevation.

- 3) Each property will 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 elements from other historic properties, will not be undertaken.**

As described above, the building's original design did not include exterior stairs and they were added as an intervention to accommodate an updated use outside the period of significance. The proposed scope is to reinstall the removed stairs in the same location, thereby providing access and egress from the building's exterior to its interior. The proposed stairs will be utilitarian in design and have concrete steps, concrete landings, and metal handrails with a painted finish. The proposed stair design does not include architectural elements associated with other buildings or create a false sense of historical development by imitating the building's Spanish Colonial Revival design elements. As a result, the project complies with Rehabilitation Standard No. 3.

Additionally, the replacement of the windows along the rear elevation will restore missing features and will be substantiated by documentary and physical evidence of other original windows on the same elevation. They will not create a false sense of historic development.

- 4) Changes to a property that have acquired historic significance in their own right will be retained and preserved.**

The exterior stairs at the west, north, and south elevations were installed in 1967-1968. They were over 50 years old at the time of their removal in May 2022, reaching the generally accepted threshold for age-eligibility for inclusion in the NRHP. As described above, the exterior stairs were added to the building when it was updated for use as enlisted barracks. The building is significant for its association with the modernization of the hospital facilities on the Shipyard and its use of Spanish Colonial revival features. The addition of the stairs is not related to either significant theme. Additionally, there is nothing to suggest that they acquired historic significance in their own right. Instead, they were ad-hoc additions for the building's use typical of military buildings during this era. The removal of the stairs was compliant with Rehabilitation Standard No. 4.

Additionally, the replacement of the windows along the rear elevation will restore missing features and will be substantiated by documentary and physical evidence of other original windows on the same elevation. They will not detract from the acquired significance of the building.

- 5) Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.**

The exterior stairs, added in 1967-1968, were not distinctive features and did not characterize the property. Their removal, therefore, was compliant with Rehabilitation Standard No. 5.

Additionally, the replacement of the windows along the rear elevation will restore missing features and will be substantiated by documentary and physical evidence of other original windows on the same elevation.

- 6) Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.**

As described above in Standard No. 2, the exterior stairs do not date to the building's historic period. Though the stairs were documented to have been deteriorated beyond their serviceable life, they are not historic features and are not required to be repaired rather than replaced. As such, the removal of the non-historic deteriorated stair was in compliance with Standard No. 6.

Additionally, the replacement of the windows along the rear elevation will restore missing features and will be substantiated by documentary and physical evidence of other original windows on the same elevation.

- 7) Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.**

The proposed scope of work does not include chemical or physical treatments. Rehabilitation Standard No. 7 does not apply.

- 8) Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.**

The proposed scope of work does not include ground-disturbing activities and there is a low chance of encountering archaeological resources as part of this project. Rehabilitation Standard No. 8 does not apply.

- 9) New additions, exterior alterations, or related new 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.**

The construction of exterior stairs is a proposed exterior alteration and new addition. According to guidance from National Park Service (NPS) as outlined in ITS Bulletin Number 10: Exterior Stair/Elevator Stair Additions, necessary stair additions should be located on a secondary elevation. Exterior stairs are proposed for the west, north, and south elevations at the portions of the building distinguished by their flat roofs. A short stair is also proposed at the south elevation from the first level to grade, providing egress from the basement level. The building's primary elevation is its east elevation, fronting present-day Moore Street. It is distinguishable as the primary elevation by its arched entry and the arcaded ground floor entrance that spans for the area between the building wings. The proposed location for stairs at the west, north, and south elevations is consistent with NPS guidance on complying with the Standards.

Bulletin 10 further provides that additions should not be highly visible from public spaces and their construction should not destroy character-defining historic materials. The building's west elevation is largely obscured from public spaces by the sloping grade of the site from Club Drive to the west and is further veiled by a copse of trees that continue for the length of the building between the road and the building's rear parking lot. The south elevation is similarly shielded by the slope of the building site and is protected from view by a group of trees to the south. The north elevation fronts Cossey Street, which is more visible than the other secondary elevations, but is not along a main thoroughfare. Furthermore, none of the features of the elevations where stairs are proposed have been identified as character-defining features and the proposed installation of stairs will not result in the destruction of character-defining historic materials.

Finally, Bulletin 10 suggests that new additions should be compatible with the massing, size, scale, and architectural features of the historic structure, and designed so that is clearly apparent that it is a later alteration. As described above, the proposed stairs are designed with concrete steps, concrete landings in steel pans, and painted metal guardrails. The proposed design is contemporary, but simple and clearly differentiated from the old. The railing at the basement to grade stairs is a horizontal handrail, while stairs for access to second and third levels feature vertical pickets at regular intervals. The proposed addition of exterior stairs conforms with Rehabilitation Standard No. 9.

In order to reduce the visual impact of the new additions as much as possible and to more successfully conform to Rehabilitation Standard No. 9, while meeting modern code requirements, the pickets have been modified to be narrow and have more space between them, to minimize the visual impact to the historic building to the extent feasible.

Additionally, the replacement of the windows along the rear elevation will restore missing features and will be substantiated by documentary and physical evidence of other original windows on the same elevation.

10) New additions and adjacent or related new construction will 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.

Information provided via email subsequent to this analysis included details on how the proposed stairs will be secured to the historic building. The stairs will attach in a way that the future removal would not impair the essential integrity and form of the historic building and conform with Rehabilitation Standard No. 10.

Additionally, the replacement of the windows along the rear elevation will restore missing features and will be substantiated by documentary and physical evidence of other original windows on the same elevation, ensuring that the form and integrity of the historic property and its environment would be unimpaired.

2. For projects located in a Historic District, the proposed project is consistent with any conservation plan or specific plan adopted for the Historic District.

FACTS IN SUPPORT: Per Section 4.5 of Appendix B.1, Mare Island Historic District Project Guidelines: COAs will be reviewed for consistency with the Historic Project Guidelines, including the Secretary's Standards, and the Design Guidelines for the Historic District (Appendix B.4). The project shall not adversely affect the 251 Moore Street, known historically as Building H-71, which is significant as a contributor to the Mare Island Historic District for its association with the U.S. Naval Hospital's program to modernize its facilities on Mare Island in 1926 which also included the construction of a contagious ward (H70), general hospital ward (H72), and quarters for sick officers (H73). It is also significant for its understated use of Spanish Colonial Revival features, designed by the Bureau of Yards and Docks.⁷ because it does not have adverse impact on its character-defining features that relate to its association with the expansion of the Naval Shipyard during this period and its original architectural elements. The stairs removed were not character defining features and the new stairs will be designed to not detract from these features. In addition, the project will replace windows along the rear elevation with windows that are in keeping with the original window openings.

3. For projects that require demolition, the Architectural Heritage and Landmarks Commission shall also find, as applicable: (a) It is not feasible to preserve or restore the structure after considering alternatives and balancing interest in preservation versus cost. (b) The retention of the structure constitutes a hazard to public safety. (c) The structure is a deterrent to a major improvement program which substantially benefits the City. (4) Retention of the structure in the judgment of the commission is not in the interest of the majority within the Historic District.

FACTS IN SUPPORT: The project does not involve a demolition.

III. RESOLUTION APPROVING THE PROJECT AT 251 MOORE STREET:

NOW, THEREFORE, LET IT BE RESOLVED that the Commission hereby APPROVES Certificate of Appropriateness (COA) #21-0001 based on the analysis contained in the staff report and the findings contained herein and subject to the Conditions of Approval attached as an exhibit.

IV. VOTE

PASSED AND ADOPTED at a regular meeting of the Commission of the City of Vallejo, State of California, on the 17th day of November 2022 by the following vote to-wit:

AYES:

NOES:

ABSTAIN:

ABSENT:

ANGELA MCDONALD, CHAIRPERSON

City of Vallejo Architectural Heritage and Landmarks Commission

Attest:

MARGARET KAVANAUGH-LYNCH, SECRETARY

City of Vallejo Architectural Heritage and Landmarks Commission

CITY OF VALLEJO

**CERTIFICATE OF APPROPRIATENESS
215 MOORE STREET
APN: 0066-170-010**

CONDITIONS OF APPROVAL

PERMIT DESCRIPTION:

The proposed project includes exterior alterations to an existing institutional building, now part of the Touro University campus. Four existing stairs at the building's exterior were removed without the benefit of a permit in May 2022 – two stairs on the west elevation, one stair on the south elevation, and one stair on the north elevation. The project proposes to install four new stairs in those locations where stairs were removed. The proposed new stairs will have concrete treads, steel pan decks, and painted metal railings. In addition, the applicant proposes to remove 5 aluminum slider windows on the rear elevation and replace them with windows that are in keeping with the original window openings.

A. Planning Division

Margaret Kavanaugh-Lynch | Margaret.kavanaugh-lynch@cityofvallejo.net | (707) 648-8604

1. The project shall proceed only in accordance with the description included in the Historical Resources Impacts Assessment. Rincon Consultants - dated September 29, 2022 (Report), and email correspondence between Staff, Applicant and Rincon Consultants included as Attachment 3 of the staff report, except as may be modified by the conditions contained herein and approved by the Architectural Heritage and Landmarks Commission.
2. The Development Review Permit shall automatically expire twenty-four (24) months from the date of approval on **November 17, 2024**, unless a valid building permit has been issued and authorized construction has commenced.
3. Applicant shall indemnify, hold harmless, and defend City, its officers, officials, directors, employees, agents, volunteers and affiliates and each of them from any and all claims, demands, causes of action, damages, costs, expenses, actual attorney's fees, applicant's fees, expert fees, losses or liability, in law or in equity, of every kind and nature whatsoever arising out of or in connection with Applicant's operations, or any subcontractor's operations, to be performed under this agreement for Applicant's or subcontractor's tort negligence including active or passive, or strict negligence, including but not limited to personal injury including, but not limited to bodily injury, emotional injury, sickness or disease, or death to persons and/or damage to property of anyone, including loss of use thereof, caused or alleged to be caused by any act or omission of Applicant, or any subcontractor, or anyone directly or indirectly employed by any of them or anyone for the full period of time allowed by the law, regardless to any limitation by insurance, with the exception of the sole negligence or willful misconduct of the City. No modification of the project, any application, permit, certification, condition, environmental determination, other approval, change in applicable laws and regulations, or change in processing methods shall alter the Applicant's indemnity obligation.

4. Prior to building permit issuance, the applicant shall submit a numbered list to the Planning Division with a written response on how each condition of project approval contained in the Report will be satisfied. The list shall be submitted to the project planner who will coordinate development of the project. The approved Conditions of Approval shall be included by applicant in the permit set after the cover sheet with each condition listed and how the Applicant will address each condition in writing.
5. Applicant shall obtain an inspection from the Planning Division prior to occupancy/final building inspection. All inspections require a minimum one business day notice. Occupancy permits shall not be granted until all construction and landscaping are completed and finalized in accordance with the approved plans and required conditions of approval or a bond has been posted to cover all costs of the unfinished work as agreed to by the Planning Manager.

Other



**MEMORANDUM
PLANNING DIVISION**

DATE: November 10, 2022
TO: Architectural Heritage and Landmarks Commission
FROM: Christina Ratcliffe, AICP, Planning and Development Services Director
SUBJECT: 2023 AHLC Goals

At the last AHLC meeting, the Commission briefly discussed tasks that they would like to accomplish in the coming year, and asked staff to agendize a discussion on this topic at a future meeting. Upon reflection, staff realized that the Commission has not yet set goals for the coming year. This seemed an important first step prior to discussing tasks.

As with all City of Vallejo Commissions and Boards, AHLC Goals should help implement the Council's adopted goals (see attached). After reviewing Council's Goals, staff recommends that the Commission discuss AHLC goals and direct staff to memorialize these goals in a draft document for AHLC action at a future date. Staff will then refer the goals to City Council for approval.

The Commission may recall that in 2021, the City was awarded Office of Historic Preservation (OHP) grant funds. With these funds, City staff worked with two Architectural Historians to produce a white paper that evaluates the City's historic preservation program. The goal of this white paper was to lay the foundation for future historic preservation efforts as well as future historic design review guidelines. Staff believes that the white paper will assist with implementation of improved processes for historic preservation and that this document will aid the Commission in focusing on its goals and tasks.

The white paper (attached) is a comprehensive informational document that includes:

- A broad review of the City's existing historic preservation program
- An assessment of the effectiveness of this program
- A review of best practices in the field, and
- Recommendations for changes that the City may implement to enhance the program's effectiveness

Moving forward, we anticipate returning to full staffing the first quarter of 2023. With AHLC crafting their goals to align with the Council's goals, and subsequently identifying tasks to accomplish those goals, staff can work with the AHLC to move these goals forward in a timely manner.

Attachments:

Adopted City Council Goals, 7/19/2022

Vallejo Historic Preservation White Paper, 9/29/2021

RESOLUTION NO. 22-137 N.C.

**ADOPTION OF COUNCIL'S FISCAL YEAR 2022-23 AND MULTIYEAR
COMMUNITY GOALS AND PRIORITIES**

WHEREAS, on April 11, 2022 the City Council participated in a goal setting workshop with the City's executive staff; and

WHEREAS, during the session the Council, among other things, identified goals and priorities for the City for Fiscal Year 2022-23 and beyond; and

WHEREAS, there is great value for the organization in having clear direction from the Council through the adoption of goals and priority projects; and

WHEREAS, establishing and adopting policy goals helps employees connect their work to the vision of the Council; and

WHEREAS, the Council developed specific Goals and Priorities, which are attached to this resolution as **Exhibit A**.

NOW, THEREFORE, BE IT RESOLVED that the Vallejo City Council does hereby approve 2022 Community Goals and Priorities for the City; and

BE IT FURTHER RESOLVED the City Manager or his designee is authorized, on behalf of the City Council, to take steps which may be necessary to move these priorities forward in a timely manner and in relationship with other organizational demands and priorities.

Adopted by the City Council of the City of Vallejo at a special meeting held on July 19, 2022 with the following vote:

AYES: Mayor McConnell, Vice Mayor Verder-Aliga, Councilmembers Arriola, Brown, Dew, Loera-Diaz and Miessner

NOES: None

ABSENT: None

ABSTAIN: None

DocuSigned by:

ROBERT H. MCCONNELL

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ROBERT H. MCCONNELL, MAYOR

ATTEST:

DocuSigned by:

Dawn G. Abrahamson

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DAWN G. ABRAHAMSON, CITY CLERK

Exhibit A: Council Goals for Fiscal Year 2022-23 and Multiyear Goals

Fiscal Year 2022-23 Goals

- Economic Development

Multiyear Goals

- Economic development strategy
- Youth programing
- Affordable housing plan
- Police Reform



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September 29, 2021
Project No: 21-11857

Jonathan Atkinson, Senior Planner
City of Vallejo, Planning and Development Services Department
555 Santa Clara Street
Vallejo, California 94590
Via email: Jonathan.atkinson@cityofvallejo.net

**Subject: Historic Preservation White Paper
City of Vallejo, Solano County, California**

Dear Mr. Atkinson:

Rincon Consultants, Inc. (Rincon) was retained by the City of Vallejo to complete a white paper to evaluate the City's historic preservation program. The goal of this memorandum report is to provide the City with a comprehensive informational document that includes a broad review of the City's existing historic preservation program, provides an assessment of the effectiveness of the existing program, presents a review of best practices in the field, and finally suggests recommendations for changes that the City may implement to enhance the program's effectiveness. This report was completed using grant funds awarded by the California Office of Historic Preservation.

As part of this effort, Rincon conducted an extensive review of the City's existing historic preservation program that included an audit of the City's policies, ordinances, and operating procedures as they relate to historic preservation and the treatment of historic properties. Documentation was gathered from publicly accessible sources including the City of Vallejo's website and municipal code. Additional information such as program applications, surveys, and studies were provided to Rincon by the City of Vallejo Planning Division staff. The City of Vallejo's program was then evaluated against best practices in the field of historic preservation planning. Best practices were gathered from a spectrum of sources including guidance documents by the National Park Service and the California Office of Historic Preservation, as well as case studies of other proven successful historic preservation programs throughout the country and emerging trends in preservation planning. Finally, suggestions and recommendations were provided, offering a suite of options for methods to refine and advance the City of Vallejo's historic preservation program.

This memo report was prepared by Architectural Historian JulieAnn Murphy, MS. She has eight years of experience. Her work includes archival research, historic resource evaluations, and review of projects for the conformance with the Secretary of the Interior's Standards for the Treatment of Historic Properties. Her professional experience includes the preparation of nominations for the National Register of Historic Places. Ms. Murphy has extensive experience preparing applications for the Federal Historic Tax Credit program as well as several state preservation incentive programs, including the Mills Act. Ms. Murphy has experience preparing documentation in support of Section 106 of the National Historic Preservation Act, NEPA, CEQA, and local ordinances. Supervision was provided by Senior Architectural Historian Steven Treffers, MHP. Ms. Murphy and Mr. Treffers meet the requirements in the Secretary of



the Interior's Professional Qualification Standards in Architectural History and History. Rincon Principal Architectural Historian Shannon Carmack reviewed this memo for quality assurance and quality control.

Benefits of Historic Preservation Program

A comprehensive historic preservation program, in addition to providing local government with greater access to federal and state funding opportunities and leverage over federal projects that affect historic properties and areas, can also provide an element of certainty and consistency into the regulatory process for local development for City staff, project applicants, and stakeholders. Historic preservation programs foster compatible economic development, while providing avenues for identifying, preserving, and celebrating the community's historic and cultural values.

Additionally, comprehensive historic preservation programs enhance local preservation values, provide guidance for future impacts to historic resources, and inform the planning and design of future developments.

Model Preservation Programs

The following section summarizes the City of Vallejo's current historic preservation program and offers suggestions for refinements and improvements based on best practices within the field and those that have been demonstrated in cities across the country.

It evaluates the City's *policies*, or those directions codified in the City of Vallejo's long-range vision and planning and the accompanying decision-making documents. It also looks at the City's *ordinances*, or official legislation, related to historic preservation and the treatment of historic properties. Finally, it examines the City's *operating procedures*, or the tools, methods, and processes that are used to implement the goals and objectives of the City's historic preservation policies and regulations. Effective preservation programs are clear, effective, and flexible. The recommendations provided herein are aimed at improving the clarity, effectiveness, and flexibility of City of Vallejo's preservation program where appropriate.

Policies

Preservation programs should operate within a framework of broader community policies. In Vallejo's *Propel Vallejo: General Plan 2040*, these policies begin with Policy NBE-1.9 "Cultural Resources. Protect and preserve archaeological, historic, and other cultural resources." This is a very broad statement, but sets the direction for foundational preservation work, including a commitment to adhere to statewide regulatory requirements. The plan goes on to focus on historic resources with Policy NBE-1.10 "Historic Resources. Encourage the protection, rehabilitation, and reuse of historic buildings and structures." This policy includes directives for action related to survey updates, identification of resources, and participation in available incentive programs. Under Policy NBE-1.11 actions related to the City's historic districts are provided, including updating design guidelines and supporting rehabilitation projects. Finally, the General Plan provides Policy NBE-1.12 "Historic Preservation. Promote community awareness of the benefits of historic preservation." This is a broad policy that addresses the City's goal to work cooperatively with the community to promote the economic benefits of historic preservation as well as the commitment to continue the City's annual preservation awards program.

Policies are crafted by the City's guiding documents and administered by staff. The City's preservation policies are broad, yet clear and provide good guidance to inform the historic preservation program. There are important ways that staff can more effectively convey the City's historic preservation policies, such as including preservation staff in the development of subarea and specific plans, thereby balancing preservation goals with other development goals, as seen in more recent policy directives such as the Downtown Specific Plan and the Sonoma Boulevard Specific Plan. As discussed below in more detail, the City may also consider developing and providing additional trainings and educational material to staff, members of the Architectural Heritage and Landmarks Commission, and the public at large.

Sustainability and historic preservation are natural partners. Preservation and reuse of historic buildings reduces resource and material consumption, puts less waste in landfills, and consumes less energy than demolishing buildings and constructing new ones. The City's Climate Action Plan (CAP) states that the second leading cause of greenhouse gas (GHG) emissions in the city is commercial and residential energy use. The City's goal was to reduce GHG emissions 15% below baseline levels by 2020, including a 32% energy and renewable energy reductions. The CAP, though silent on the relationship between historic preservation and sustainability, acknowledges that the greatest opportunity for reducing energy demand through efficiency improvements and conservation is for existing buildings. The City should consider establishing a policy that recognizes and considers the role of conserving buildings as a sustainable practice when determining best approaches. The City could also explore establishing a technical assistance program for property owners to accomplish energy-saving retrofits, including a process for determining best practices for repair and replacement protocols for materials including windows and roofing that take sustainability into consideration and information on participating in voluntary green rating programs.

The City of Vallejo is a Certified Local Government (CLG), a program where local, state, and federal governments work together to help communities preserve historic resources. Jointly administered between the National Park Service and the State Historic Preservation Officer (SHPO), participation in the program provides access to benefits of the program including funding through the availability of grants and technical assistance through the SHPO with assistance with preservation programs. In order to retain the City's CLG status and continue to develop a more effective historic preservation program, the City may consider a creating a comprehensive local historic preservation plan. The plan could follow the same general format at the statewide preservation plan and integrate the City's existing preservation goals and procedures. It should identify historic preservation issues in the City, establish a vision for the City's preservation priorities, identify preservation goals, and identify preservation partners to help establish the goals. Preservation programs continue to evolve to reflect broader trends in society that affect community planning and preservation planning. Once established the preservation plan could be updated regularly in order to respond to the City's changing preservation needs, thereby offering greater flexibility and adaptability for the City's historic preservation program.

Ordinances

Robust historic preservation ordinances are comprised of several key elements, including the following: state the purpose, identify the enabling authority, establish a preservation commission, provide procedures for designation of resources and actions for review, acknowledge economic effects of designation, describe appeals and enforcement provisions, and include a concise set of definitions. In Vallejo key ordinances include:

- **Chapter 2.48 – Architectural Heritage and Landmarks Commission**

Chapter 2.48, first adopted in 1987, provides for the creation of the architectural and landmarks commission, including qualifications of members, purpose, duties and powers, and rules and regulations.

- **Chapter 12.44 – Historical Building Code**

Adopted building codes include a special section for historic structures. The California Historical Building Code applies to qualified historical buildings and structures as defined by the State Historical Building Code.

- **Chapter 16.211 – Historic Districts and Landmarks**

This chapter establishes two overlay zoning districts, the “H” Historic District designation, and the “L” Landmark.

- **Chapter 16.614 – Architectural Heritage and Historic Preservation**

Adopted in 1985 and most recently updated in 2021, Chapter 16.614.01 establishes the purpose of the ordinance, designation criteria, procedures for designating landmarks and historic districts, the authority of the commission to complete architectural surveys and maintain a Historic Resources Inventory, classification of designations, the establishment of overlay districts, actions for review, the authority to develop design review standards, land use and property development guidelines, maintenance and upkeep guidelines, and procedures for variances and appeals.

The City’s historic preservation ordinances, when considered in conjunction, meet most of the key elements for a robust historic preservation ordinance and appear to provide the elements necessary for an effective preservation program. There are several different levels of review for historic properties presented in the ordinance, however they are not clearly defined, and it is difficult to ascertain which kind of review is applicable to certain project types. For example, Section 16.614.09 states that a Certificate of Appropriateness shall be required “prior to the construction, demolition, alteration, or relocation, or addition to, any main or accessory structure or other designated feature in a Historic District or on the property of a designated Landmark,” but Table 16.614-A notes that a “Structure on the HRI”¹ as well as a “Structure not on HRI but is reasonably likely to be a contributor to a Historic District or Landmark” are both subject to review by the Architectural Heritage and Landmarks Commission (AHLIC). The ordinance does not offer any clarification on what is reasonably likely to be a contributor to a Historic District or Landmark. The preservation review process could be clarified as part of a new companion guide to the code that helps the public understand the process, including simple flow charts and other visual aids to improve clarity and predictability.

There are also missing elements that could improve the clarity and flexibility of the historic preservation-related ordinances. First, definitions for aspects of the ordinance are provided piecemeal throughout the Chapter and are not repeated in Chapter 16.701 – General Terms. As a result, portions of the ordinance are difficult to discern, especially for a layperson looking for direction on how their property may be regulated. For example, Chapter 16.701 does not make a distinction between the Historic Resources Inventory and the Heritage Survey List. In an effort to provide clarity, the inclusion of a concise

¹ HRI refers to the City’s Historic Resources Inventory, as defined in Chapter 16.614.02 in the City’s Zoning Code. The HRI is a database maintained by the Planning Division containing building descriptions and evaluations of potential historic resources in the City of Vallejo. This does not refer to the Office of Historic Preservation’s (OHP) inventory, or Built Environment Resources Directory (BERD), formerly referred to as the Historic Resources Inventory (HRI).

definitions related to historic preservation would complement the Architectural Heritage and Historic Preservation Chapter and would be an effective way to identify and eliminate potentially conflicting uses of the same or similar terms. Many jurisdictions, in order to avoid potential confusion, use terms shared by the National Register of Historic Places, the California Register of Historical Resources, and the California Environmental Quality Act guidelines. When the ordinance uses the same terms and definitions used in CEQA it facilitates environmental reviews and promotes better understanding among applicants, consultants, decision makers, and community members.

As building stock continues to age, a growing issue is promoting conservation in older residential neighborhoods that are not in existing historic districts or that are not appropriate for designation as historic districts. The City may want to consider expanding the ordinance to include options for neighborhood conservation districts that are less comprehensive than historic district designation. They would address mass, scale, and streetscape but not alterations to existing buildings. This measure would potentially improve the flexibility of the City's preservation program and allow for the protection of groups of historical resources that do not rise to the level of significance necessary for the creation of a historic district.

Operating Procedures

The City's municipal code clearly establishes the AHLC and describes the designation requirements and process for landmarks as well as historic districts. Other elements that are related to the historic preservation program are referenced in those documents but exist as separate standalone documents or resources such that they can be updated more frequently.

Providing Predictability and Consistency

The following operating procedures have been identified as those elements of the City's historic preservation program that could benefit from improved predictability and consistency for City staff, residents, applicants, and consultants, alike.

Development Application Form

The steps in a permitting process are a key part of operating procedures, and in the case of historic preservation, should be coordinated with other permitting and decision-making steps of the City to improve ease of use and clarity. In that regard, existing permit application forms that the city uses do not request information that could help facilitate review of historic buildings. The planning application asks for the zoning district and historic district but does not ask if the property is a designated City Landmark or included in the City's Historic Resources Inventory, which may require a Certificate of Appropriateness or review by the AHLC. This means that a property owner may not be aware that their proposed project is subject to review by the AHLC at the outset.

Having information about a property's potential historic significance at the outset helps property owners and applicants make informed decisions about improvements they may contemplate, including those who are considering purchase of a property. They wish to know if their property is historic. If it is historic, they want to know what the requirements, limitations, or benefits are. Finally, they want to easily determine what processes and reviews are required for proposed work. Providing all information in a centrally located clearinghouse, such as a webpage dedicated to the City's preservation program, as discussed in detail below, is a potential way to refine the development application process.

Communities continue to seek ways to streamline programs and accomplish core objectives in the most efficient and consistent ways. This includes methods to simplify design review and to limit some forms of permitting. Delegating decision making to staff and defining minimum standards that can be approved at staff level are operational methods some communities implement to simplify review, including Vallejo. In order to improve predictability and consistency, there are a few additional steps that the City may consider implementing, including providing more information to property owners in advance of development applications including information that highlights the flexibility that may come with design review, as provided for by the ordinance. The City may also produce guidelines for treatment of historic properties that provide clear examples of appropriate and inappropriate design treatments for historic properties to aid applicants and property owners in preparing accurate and complete development applications and improve application efficiency and review time, as described below in more detail. Additionally, the creation of a development application flow chart and/or checklist could provide a clear path for property owners and applicants to determine if their property is historic, understand the requisite development applications that may apply to a potential project, and provide information on which type of review authority is required, if any. The application form could also be updated to improve clarity and predictability.

Surveys and Historic Contexts

The City of Vallejo has undertaken some past historic resource surveys, including those done to establish the City's three National Register Historic Districts: Mare Island Historic District, St. Vincent's Hill Historic District, and Vallejo Old City Historic District (also referred to locally as the Architectural Heritage District).

The Vallejo Old City Historic District National Register nomination was prepared in 1972. Since the initial preparation of the National Register nomination, guidance for the preparation of historic district nominations has been updated to require more substantial documentation. According to guidance provided for in NPS National Register Bulletin 16 – *How to Complete the National Register Registration Form*, nominations should include the following:

- **Resource Count.** A count that outlines the number of contributing elements including buildings, structures, objects, sites, and the number of non-contributing elements. The resources should be listed and also identified on a sketch map.
- **Functions.** Functions should be noted for buildings, sites, structures and objects that are of outstanding importance to the district or represent a substantial number of the included resources.
- **Materials.** The major building materials visible in the district should be noted, placing the most prominent ones first.
- **Period of Significance.** Defines a length of time when a property or district was associated with important events, activities, or persons, or attained the characteristics which qualify it for National Register listing.
- **Boundary Justification.** A brief and concise explanation of the reasons for selecting the boundary. Boundaries for districts should encompass the single area of land containing the significant concentration of buildings, sites, structures, or objects making up the district and should be determined by the district's historic significance and integrity.

It is recommended that the National Register nomination be updated to include the documentation outlined above. The updated nomination should also note changes to buildings that have taken place

since the nomination was prepared in 1972, including demolitions and new construction. Updating the nomination will provide the planning department and AHLC with appropriate information to inform decisions for recommended treatments related to the district's area of significance and period of significance, including potential additional acquired significance since the nomination was prepared nearly forty years ago. Additionally, the City should consider a comprehensive review of other past nominations to determine if updates that provide additional and amended information would aid in the management of historical resources.

In addition to the surveys completed to establish the City's three historic districts, a historic resource survey of the City's downtown was undertaken in conjunction with the Downtown Vallejo Specific plan, completed in 2005. As a result of that historic resource survey, several properties were identified as potentially eligible for listing in the National Register. A recommendation of the report was to evaluate the potential to designate a six-block area around Georgia Street for as a National Register Commercial Historic District. The potential of a National Register Commercial Historic District designation should be further studied to determine the potential for establishing the City's fourth historic district.

Because many areas of Valley have not been surveyed, determinations of significance must be made on a case-by-case basis, often when projects are subject to environmental review as part of a development application. In many instances, determinations that happen at this stage of the permitting process can be frustrating for the applicant and add additional review time to the development application. If an extensive survey were completed, it would provide baseline information for City staff, property owners, and applicants to make informed decisions at the outset of project to determine if there are known or potential historic resources present, thereby improving the clarity and effectiveness of the City's preservation program.

The City does not have any adopted historic context statements, which establish a consistent framework for the evaluation of historic resources. As provided by the National Park Service in National Register Bulletin 15A *How to Apply the National Register Criteria for Evaluation*, "historic contexts provide an organizing structure for interpreting history that groups information about historic properties which share a common theme, common geographical location, and common time period." It further explains, "the development of historic contexts is a foundation for decisions about planning, identification, evaluation, registration, and treatment of historic properties, based on comparative significance."

As a prelude to surveying, the City should develop historic contexts related to a particular theme of development or a geographic area that is likely to have unrecorded historical resources. The historic context statements should describe the relationship of built resources to the social and cultural history of the city, identify typical property types that are likely to be captured, and suggest where these resources are most likely to occur. Historic contexts serve the basis for planning and predicting where historic resources are likely to be found and aid in setting priorities for historic surveys.

Many communities have implemented survey systems that are management oriented, based on preservation objectives. The City's preservation ordinance empowers the AHLC to undertake architectural heritage surveys and maintain a list of structures, objects, and areas that have a special historical, cultural, architectural, or aesthetic value. The ordinance further outlines a tiered level of significance that surveyed properties can be designated, thereby linked to different levels of protection and design review. The City should develop a historic property survey instrument with the objective of recording information that will be useful for ongoing property management and provide key information to help property owners make informed decisions about their properties.

As part of an efficient historic preservation program, a property's historic resource status should be easily identified through an interactive webmap or other easily accessible format. Survey information should be readily available to users, as discussed below in more detail.

Preservation Program Information

The City's historic preservation program is well-defined and integrated into the City's major goals and planning documents. A great deal of documentation, research, and evaluation has been undertaken since the establishment of historic preservation program in 1985. Since then, the City has further refined its ordinance, procedures, and tools overtime. However, information about the City's historic preservation program is not available in a central location and is not easily accessible for residents. The City should consider updating its website with a webpage dedicated to the historic preservation program. The website could include information about the preservation program and a GIS map of the city where property information, including survey, inventory status and potential historical significance could be linked. It could also provide links to applicable program application materials, related planning documents, and guides and educational materials related to the treatment of historical properties. Providing all the applicable information for the program in a central location would strengthen the City's historic preservation program by clarifying its role and providing up to date information for people to more easily engage with and participate in the program.

Providing Flexibility

Many aspects of historic preservation programs are structured to be objective and treat all similar resources equally. However, there are many policy-making tools that provide flexibility. The following operating procedures have been identified as those elements of the City's historic preservation program that could benefit from building in more flexibility for how historic properties are treated.

Tiered Designation Ratings

The City has established designation levels – city landmark, historic structure, structure of merit, and contributing structure – for the Landmarks Heritage Survey List. The levels, however, are not clearly linked to differing types of review and permitting, incentives, or benefits. The City should consider removing the tiered designation system or more explicitly identify the definitions of those designations and their respective levels of protection, incentives, and design review. This approach would offer greater clarity and ranges of flexibility and alternatives for mitigation for properties based on their level of designation.

Design Guidelines and Standards

Design guidelines and standards provide objective criteria for determining the appropriateness of proposed work affecting historic resources. Guidelines help inform a property owner in advance of the criteria on which their designs will be judged, and later applied by the City staff and the AHLC. As mentioned above, they provide greater clarity to project applicants and decision-makers alike and provide for a more efficient and consistent approach.

Effective guidelines provide clear examples of appropriate and inappropriate design treatments. They also define the range of flexibility that may be available for alterations and additions. Guidelines also help to identify which features are significant that should be preserved, and which features are less critical to the integrity of a historic resource and indicating where flexibility for change may be afforded.

As mentioned above, the City of Vallejo has three National Register Historic Districts. At present, there are Design Guidelines for the Mare Island Historic District. The Guidelines detail the regulatory framework for preservation, provide standards for treatment of resources, provide review criteria, and include recommendation actions for the treatment of different resource types. The other two historic districts, St. Vincent's Hill Historic District and Vallejo Old City Historic District, do not currently have design guidelines.

Design guidelines and standards should be established for both the Vallejo Old City Historic District and the St. Vincent's Hill Historic District. Design guidelines shall be consistent with the Secretary of Interior's Standards and Guidelines for the Treatment of Historic Properties. The Secretary of the Interior's Standards and Guidelines are a series of concepts about maintaining, repairing, and replacing historic materials, as well as designing new additions or making alterations. The Guidelines offer general design and technical recommendations to assist in applying the Standards to a specific property. Together, they provide a framework and guidance for decision-making about work or changes to a historic property. The Standards and Guidelines should be the basis of the design guidelines and standards for both the Downtown Vallejo Design Guidelines and the St. Vincent's Hill Historic District but should be enhanced and tailored to each of the districts and the property types and architectural styles they contain. The design guidelines should be easy for residents and AHLC members to understand and include well-illustrated examples of appropriate treatments. In doing so they will provide clarity and predictability on acceptable treatments and alterations for properties within each historic district.

In addition to the Design Guidelines for the Mare Island Historic District, the City also established the Downtown Vallejo Design Guidelines, which provide development standards for the downtown area. The area of the Downtown Vallejo Plan Area is located in the area between the boundaries of the Vallejo Old City Historic District and the St. Vincent's Hill Historic District. The Downtown Design Guidelines are applicable to the five portions within the Plan area and ensure compatibility of new developments with the existing context and provides guidance on the treatment of building facades and details for shutters, cornices, frames, signs, lights, colors and textures, and landscaping. The Downtown Design Guidelines are helpful for providing general guidance and help to promote cohesive design elements downtown, but do not provide objective criteria for appropriate design treatments for historic properties. As previously described, though the area does not include a designated historic district, a six-block area was identified through an intensive survey as having the potential for listing in the National Register as a Commercial Historic District. The potential of a National Register Commercial Historic District designation should be further studied to determine the potential for establishing a historic district and companion Design Guidelines.

Incentives and Benefits

An effective historic preservation program also offers benefits to stimulate investment in historic properties, encourages property owners to follow appropriate rehabilitation procedures, and assists property owners keep up their historic properties. This may include financial assistance, tax relief, technical assistance, or regulatory relief.

The City of Vallejo participates in the Mills Act Program, an important and powerful economic incentive for homeowners in California to aide in the restoration of their qualified historic buildings. The Mills Act is administered by the City, which enters into contracts with qualified property owners for a period of ten years for a reduction in property taxes in exchange for undertaking rehabilitation, restoration, and maintenance of their historic building in accordance with the Secretary of the Interior's Standards. The

City should consider more widely publicizing the program to potential participants. In addition to reaching out to eligible property owners at the outset of each application cycle, the City should make information about the program more easily available to encourage wider participation in the City's historic preservation program. The Mills Act program details, benefits, and applications could be available on the City's historic preservation webpage, as recommended above. The City should clarify which properties are eligible to participate in the program. Property owners should be able to easily access information that states if their property is eligible to apply for the program.

In Vallejo, regulatory relief is provided in Chapter 16.614 of the zoning ordinance which states that the AHLC may allow waivers and modifications in base district standards to identified historic buildings and landmarks. Relief could be granted for the following: setbacks, parking, fences and walls, lot coverage, height, and up to 25 percent of other development standards not listed. Furthermore, other sections of the zoning code also provide particular guidance for solar regulations, the height of fences, and sign permits for designated historic properties that could potentially provide more options for treatment of those project elements. Additionally, Chapter 12.44 of the municipal code offers relief from some aspects of the building code to qualified historical buildings and structures, allowing more flexibility in the treatment of historic properties to encourage their continued use. As previously discussed, the preservation review process could be clarified as part of a companion guide to the code that helps the public understand the process. In addition to providing clarity, the companion guide could also highlight the many benefits of having a designated historic property, including regulatory relief already provided in the City's zoning and building code.

The City also has programs that support preservation of a wide range of historic resources that are not necessarily designated. For example, the City's Economic Development Division offers small business grants through the Downtown Property Enhancement Program for downtown businesses and building owners to improve the visual appearance and condition of their storefronts. Though not an official part of the City's preservation program, it does encourage preservation-related activities. The City's Planning Department should investigate ways to work with the Economic Development Division to more widely advertise the program to potential benefactors. Additionally, the City should explore expanding the existing program to include additional incentives for those buildings are or could be designated historic buildings.

The potential National Register Commercial Historic District, previously described, in addition to encouraging the preservation of historic resources, could also result in more available incentives for commercial properties and further encourage the rehabilitation of buildings in Downtown Vallejo. The Federal Historic Preservation Tax Incentives programs provides a twenty percent income tax credit for the rehabilitation of historic, income producing buildings. Establishing the National Register Historic District would be the first step in ensuring the buildings met the criteria for becoming "certified historic structures," a necessary element for program participation, thereby providing additional incentives to property owners for their participation in the historic preservation program.

Outreach, Education, and Training

Helping property owners learn how to maintain their historic properties as active, viable assets is also a key part of a successful preservation program. Many property owners willingly comply with appropriate rehabilitation procedures and develop compatible designs for new construction when they are well informed about preservation objectives. Well-written design guidelines and standards provide useful information and can also be educational. Once developed, they should be made easily available to

residents and community members. Workshops that provide helpful information about rehabilitation techniques and publications that build an understanding of historic significance are examples of education and outreach strategies that the City could facilitate to improve community participation in both the designation and the maintenance of historic properties.

Education and outreach are often a function of partner organizations, non-profit groups that promote history and preservation. Vallejo has several non-profit and partner organizations including Vallejo Naval and Historical Museum, Mare Island Historic Park Foundation, and the Vallejo Architectural Heritage Foundation. The City should continue to foster these relationships and work on partner programming and education activities.

Additionally, the City's AHLC has awarded a Preservation Award to projects in the past that demonstrate successful preservation projects. Since 2010, the award has typically been presented during the *Mad Hatter Holiday Festival* and *Grand Home Tours*, popular local events with widespread participation. The AHLC should continue the Preservation Award program and find additional ways to incorporate it with larger community events to raise awareness about the City's historic preservation program.

All planning staff should also receive a basic orientation to preservation principles such that they can better understand the program and better advise applicants on their options. Similarly, preservation staff should be engaged in orientation program directed on how they can take other planning objectives into consideration when developing policies for those areas. The City should also consider providing additional training for the AHLC. Training could include onboarding materials for new commissioners that provides an overview of the history of preservation in the City of Vallejo, explains the role of the AHLC and the variety of reviews it is responsible for, and lays out the available preservation incentives to property owners and applicants. The City may also consider providing ongoing training to the AHLC to introduce new planning procedures and tools that may affect AHLC reviews, such as the recently updated and adopted Zoning Code. The City should also explore the possibility of setting up periodic joint sessions that include Planning staff, the AHLC, the Planning Commission, and City Council to discuss the role of each body in the City's historic preservation program, providing the opportunity to share information that may improve historic preservation program.

As part of the CLG reporting requirements, each year the City submits an annual report to help the OHP track the City's preservation program's ongoing activities. Reports are necessary to compete for available CLG grants. The City should adopt a simple reporting form that helps to compare the magnitude of properties considered for historic significance with the total number of permits issued annually. This would be a supplement of the reporting requirements for the CLG program. It would be additional useful educational information for citizens interested in the City's historic preservation program.

Conclusion

The City of Vallejo's historic preservation program fosters compatible economic development, while providing avenues for identifying, preserving, and celebrating the community's historic and cultural values. Its policies, ordinances, and operating procedures have been established and continue to be refined as the program grows and as more buildings become eligible for historic designation. Through Rincon's analysis of the City's preservation program, we have identified a few key recommendations that could help to enhance and streamline the program for continued success, as discussed above. They are briefly summarized here.



Policies

The City should continue to include historic preservation program goals in larger planning documents and plans and consider creating a comprehensive historic preservation plan to identify the larger, ongoing goals of the City's historic preservation program.

Ordinances

The City should continue to update the refine the applicable ordinances related to historic preservation and consider providing key definitions and clarifying language on process. In order to enhance the existing preservation ordinances, the City may also consider expanding the ordinance to include an option for the creation of neighborhood conservation districts.

Operating Procedures

Several recommendations were made to improve program predictability and consistency including updating permitting documents and applications, updating existing building documentation and surveys, and making property and historic preservation program information more easily accessible through the City's website. Recommendations made to improve program flexibility included suggestions to review the City's tiered designation ratings, the potential development of additional design guidelines and standards, and increased effort to more widely inform people about the benefits of the historic preservation program through additional outreach and education.

We appreciate the opportunity to provide you with this white paper memo report. Please do not hesitate to contact me at 925-326-1159 or at jmurphy@rinconconsultants.com if you have any questions regarding this memo report or its recommendations.

Sincerely,

Rincon Consultants, Inc.

A handwritten signature in black ink, appearing to read "J. Murphy", written in a cursive style.

JulieAnn Murphy
Architectural Historian Project Manager

A handwritten signature in black ink, appearing to read "Steven Treffers", written in a cursive style.

Steven Treffers, M.H.P.
Senior Architectural Historian Program Manager