

STAFF REPORT SAN CLEMENTE ZONING ADMINISTRATOR

Meeting Date: March 7, 2019

PLANNER:	David Carrillo, Assistant Planner
<u>SUBJECT</u> :	<u>Minor Cultural Heritage Permit 18-277, St. Clement's By The</u> <u>Sea Exterior Additions</u> , a request to construct two attached columbaria and a detached pergola at a historic resource, St. Clement's by the Sea Episcopal Church.
LOCATION:	202 Avenida Aragon
<u>ZONING/GENERAL</u> <u>PLAN</u> :	Residential Medium Zoning District and Coastal Zone Overlay District (RM-CZ)

PROJECT SUMMARY:

• The project site is an L-shaped lot located in the Residential Medium Zoning District and Coastal Zone Overlay District (RM-CZ) and occupied by St. Clement's by the Sea Episcopal Church. See Attachment 2 for a Location Map. Surrounding land uses include Las Palmas Elementary School to the south, Max Berg Park to the east (cattycorner from the project site), and single- and multi-family residences to the north and west. Figure 1 is an image of the site.



Figure 1 – Existing Site Conditions

- St. Clement's by the Sea Episcopal Church was placed on the City's List of Designated Historic Resources for its "significance in the growth of the city and its role as a community institution, its individual architectural quality and integrity, and its association with architect Virgil Westbrook." The building appears eligible for listing in the National Register of Historic Places individually and as a contributor to a potential National Register district. See Attachments 3 and 4 for survey forms containing additional information on the historic resource.
- The site has maintained its historical use as a church and currently offers primary services, such as, Sunday mass and school, and accessory services, such as, wedding ceremonies, memorial services, parish social events, exercise and tutoring classes, and 12-step meetings.
- The applicant proposes to construct two attached columbaria and a detached pergola. A columbarium is a building or structure with niches for the storage of cremation urns. See Figure 2 for an example of a columbarium. The pergola would be used to provide shade to visitors during church-related activities, such as, Palm Sunday processions once a year and occasional worship services.
- The proposed attached columbaria would be located in the memorial garden between buttresses. The columbaria are approximately four feet in height and 9.5 feet in width and would be constructed of white granite, stucco surrounds, and brick caps, to match characteristics of the existing low garden wall. Additionally, as a historic preservation measure, a "foam" material is proposed between each columbarium and the church to reduce the degree of alterations to the original structure and to retain stucco vents, a character-defining feature, that would be screened by the columbaria. The "foam" material would be installed on the sides and rear of each columbarium, along flanking buttresses and the church wall, to provide separation. Figure 2 is a rendering of the proposed columbaria.



Figure 2 – Proposed Columbaria

- The proposed detached pergola would be located in the larger outdoor space along Avenida Aragon, directly across from Las Palmas Elementary. The proposed pergola is 13 feet, four inches in height and 680 square feet in area. The pergola would be constructed of wood and painted brown to match existing trims found throughout the church.
- Zoning Ordinance Section 17.16.100 requires Zoning Administrator approval of a Minor Cultural Heritage Permit (MCHP) to allow new accessory structures on sites listed on the City's Designated Historic Resources List.
- The Cultural Heritage Subcommittee (CHSC) reviewed the project on November 28, 2018 and provided recommendations to improve the project's design (see Attachments 5 and 6 for the CHSC report and minutes).
- The applicant considered recommendations from the CHSC and made changes to the project to improve its consistency with the Secretary of the Interior's (SOI) Standards and the City's Design Guidelines (see Attachments 7 and 8 for analyses on the SOI Standards and the City's Design Guidelines).
- The project meets the required findings for approval because:
 - The structures are Spanish Colonial Revival in design and comply with the SOI Standards for the Rehabilitation of Historic Properties.
 - The project's general architectural design and materials are compatible with the historic structure.
 - The project retains the original character defining features of the church.
 - The structures meet all required setbacks and do not exceed the maximum height limit for attached and detached accessory structures.
 - The structures' scale, mass, form, setbacks, and materials are compatible with neighboring properties, including, single-family residences, Max Berg Park, and Las Palmas Elementary School.
- The project is Categorically Exempt from the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines Section 15301 (Class 1: Existing Facilities) and Section 15331 (Class 31: Historical Resource Restoration/Rehabilitation) because the project involves attached and detached structures at a property listed in the City's List of Designated Historic Resources, where the structures do not result in an increase of more than 10,000 square feet.
- Public comments have not been received on this item.

RECOMMENDATION

Staff recommends that the Zoning Administrator:

1. Determine the project is Categorically Exempt from the requirements of the CEQA pursuant to CEQA Guidelines Section 15301 (Class 1: Existing Facilities) and Section 15331 (Class 31: Historical Resource Restoration/Rehabilitation); and

2. Adopt Resolution ZA 19-003, approving Minor Cultural Heritage Permit 18-277, St. Clement's by the Sea Exterior Additions.

Attachments:

- 1. Resolution ZA 19-003
 - Exhibit A Conditions of Approval
- 2. Location Map
- 3. 1995 DPR Form
- 4. 2006 DPR Form
- 5. 11/28/2018 CHSC Report
- 6. 11/28/2018 CHSC Minutes
- 7. SOI Standards for Rehabilitation Analysis
- 8. Design Guidelines Analysis
- 9. Photos
- 10. Plans

RESOLUTION NO. ZA 19-003

A RESOLUTION OF THE ZONING ADMINISTRATOR OF THE CITY OF SAN CLEMENTE, CALIFORNIA, APPROVING MINOR CULTURAL HERITAGE PERMIT 18-277, ST. CLEMENT'S BY THE SEA EXTERIOR ADDITIONS, THE CONSTRUCTION OF TWO ATTACHED COLUMBARIA AND A DETACHED PERGOLA, LOCATED AT 202 AVENIDA ARAGON

WHEREAS, on May 21, 2018, an application was submitted by Michael Badstubner/Judy Johnson, 223 Calle Campesino San Clemente, CA 92672, for Minor Cultural Heritage Permit (MCHP) 18-277, and deemed complete on February 12, 2019; a request to consider the construction of two attached columbaria and a detached pergola at a property listed in the City's List of Designated Historic Resources and located at 202 Avenida Aragon. The project site is in the Residential Medium Zoning District and Coastal Zone Overlay District (RM-CZ). The site's legal description is Lot 1 and Lots 46 to 50, of Block 6, Tract 794 and the Assessor's Parcel Number is 692-113-22; and

WHEREAS, the Planning Division has completed an initial environmental assessment of the above matter in accordance with the California Environmental Quality Act (CEQA) and recommends the Zoning Administrator determine the project is Categorically Exempt from CEQA pursuant to State CEQA Guidelines Section 15301 (Class 1: Existing Facilities) and Section 15331 (Class 31: Historical Resource Restoration/Rehabilitation). This is recommended because the project involves attached and detached structures at a property listed in the City's List of Designated Historic Resources, where the structures do not result in an increase of more than 10,000 square feet; and

WHEREAS, on May 31 and November 1, 2018, the City's Development Management Team (DMT) reviewed the proposed project and determined it complies with the General Plan, Zoning Ordinance, and other applicable City ordinances and codes. The DMT supports the project; and

WHEREAS, on November 28, 2018, the City's Cultural Heritage Subcommittee (CHSC) considered the project and provided recommendations for consistency with the Secretary of the Interior's Standards;

WHEREAS, on February 21, 2019, publication and mailing of a notice of public hearing for this item were completed at least ten days prior to the hearing, pursuant to applicable provisions of State law, Government Code Sections 65090 and 65091; and

WHEREAS, on March 7 2019, the Zoning Administrator of the City of San Clemente held a duly noticed public hearing on the subject application, considered written and oral comments, and facts and evidence presented by the applicant, City staff, and other interested parties.

NOW, THEREFORE, The Zoning Administrator of the City of San Clemente does hereby resolve as follows:

<u>Section 1.</u> Incorporation of Recitals.

The Zoning Administrator hereby finds that all of the facts in the Recitals are true and correct and are incorporated and adopted as findings of the Zoning Administrator as fully set forth in this resolution.

Section 2. CEQA Findings.

Based upon its review of the entire record, including the Staff Report, any public comments or testimony presented to the Zoning Administrator, and the facts outlined below, the Zoning Administrator hereby finds and determines that the proposed project is Categorically Exempt from CEQA pursuant to State CEQA Guidelines Section 15301 (Class 1: Existing Facilities) and Section 15331 (Class 31: Historical Resource Restoration/Rehabilitation).

The Class 1 and Class 31 exemptions specifically exempt from further CEQA review the operation, repair, maintenance, permitting, leasing, licensing, or minor alteration of existing public or private structures, facilities, mechanical equipment, or topographical features, involving negligible or no expansion of use beyond that existing at the time of the lead agency's determination. These exemptions cover, but not limited to, additions to existing structures that will not result in an increase of more than 10,000 square feet if the project is in an area where all public services and facilities are available to allow for maximum development permissible in the General Plan the area in which the project is located is not environmentally sensitive; and additions to historic resources that are consistent with the Secretary of Interior's Standards. Here, the proposed project is not in an environmentally sensitive area, does not result in an expansion of more than 10,000 square feet, is in an urban area where public utilities and services are available, and is consistent with the Secretary of Interior's Standards. Thus, the project qualifies for the Class 1 and Class 31 exemptions; and

Section 3. Minor Cultural Heritage Permit Findings.

With respect to Minor Cultural Heritage Permit (MCHP) 18-277, the Zoning Administrator finds as follows:

- A. The architectural treatment of the project complies with the San Clemente General Plan, in that:
 - 1. Historic Preservation Element Policy 2.10 states: "Additions to historic structures shall preserve the resources' historic and architectural significance and shall be consistent with the City's Historic Preservation Guidelines." The project's general architectural design and materials are compatible with the historic structure. The new materials such as stucco and brick will help differentiate the attached columbaria from the original church. Additionally, the project will retain the original character defining features and incorporate materials and details compatible with Spanish

Colonial Revival (SCR) architecture. Therefore, the project is consistent with Historic Preservation Element Policy 2.10;

2. Land Use Element Policy 6.03 states: "We allow for the continuation of existing and development of new religious facilities in any land use zone where they are compatible with adjacent uses." The detached pergola and attached columbaria allow the church to continue providing church-related services in compliance with the San Clemente Municipal Code. Therefore, the project is consistent with Land Use Element Policy 6.03; and

Urban Design Element Policy 5.09 states: "We require Spanish Colonial Revival architecture for the development and major remodels of public buildings, and for the development and major remodels of visually prominent, non-residential, quasi-public structures such as churches, assembly halls, theaters and cultural facilities, except in those districts allowing for a different architectural style." The detached pergola and attached columbaria are designed in the Spanish Colonial Revival architectural style and compatible with the historic resource. The materials, scale, and color of the structures are consistent with Spanish Colonial Revival architecture. Therefore, the project is consistent with Urban Design Element Policy 5.09.

- B. The architectural treatment of the project complies with the Zoning Ordinance including, but not limited to, height, setback, and color, etc., in that:
 - 1. The structures meet all required setbacks and do not exceed the maximum height limit for attached and detached accessory structures; and
 - 2. The proposed colors for each structure are consistent with the Secretary of the Interior's Standards and compatible with SCR architecture.
- C. The architectural treatment of the project complies with the architectural guidelines in the City's Design Guidelines, in that,
 - 1. Design Guideline (DG) II.B. states: "All development proposals should demonstrate sensitivity to the contextual influences of adjacent properties and the neighborhood." Collectively, the project does not increase massing on the site since all improvements are significantly below the allowed height of 25 feet and do not add to the church's building footprint. The project is intended to promote the continued historic use as a church with new accessory structures. Therefore, the project is consistent with DG II.B;
 - 2. DG II.C.2 states: "Building and site designs should follow basic principles of Spanish Colonial Revival architecture." The project consists of SCR materials and colors, such as brown stained wood, white stucco, and brick caps. The pergola would have an SCR-appropriate thickness on the posts, beams, rafters, and louvers. Additionally, the accessory structures are designed with a form and scale that does not detract from the primary building's architecture. Therefore, the project is consistent with DG II.C.2;

- 3. DG IV.E states: "New development should preserve and be compatible with existing historic resources." The proposed accessory structures consist of materials and colors that match the existing historic building. As a historic preservation measure, a foam material is proposed between each columbarium and the church to reduce the degree of alterations to the original structure. Therefore, the project is consistent with DG IV.E; and
- 4. DG IV.E(2) states: "New improvements to renovate or alter a historic site should demonstrate a diligent effort to retain and rehabilitate the historic resource." The accessory structures continue the historic use of the site as a church and do not require the removal of character-defining features. The project involves a detached pergola that does not physically alter the historic building. Additionally, as a historic preservation measure, a foam material is proposed between each columbarium and the church to reduce the degree of alterations to the original structure. Therefore, the project is consistent with DG IV.E(2);
- D. The general appearance of the proposal is in keeping with the character of the neighborhood, in that:
 - 1. The structures' scale, mass, form, setbacks, and materials are compatible with neighboring properties, including, single-family residences, Max Berg Park, and Las Palmas Elementary School; and
 - 2. The mass, density, and scale are consistent with the intent of the Residential-Medium Zoning District. The site's lot coverage and building heights are not increased with the addition of the structures.
- E. The proposal is not detrimental to the orderly and harmonious development of the City, in that:
 - 1. The project is proposed on a developed site in an urban area;
 - 2. The proposed structures will not substantially increase the church's size and intensity; and
 - 3. The project will continue the original use of the site as a church, and will not impact adjacent properties. All improvements are in conformance with the Secretary of the Interior's Standards for the Rehabilitation of Historic Structures to avoid potential impacts to the historic church or adjacent properties.
- F. The City finds that the proposed modifications, alterations, or additions are sufficiently in conformance with the Secretary of the Interior Standards for the Treatment of Historic Properties and the San Clemente Design Guidelines to substantially further the City's goals of historic preservation, in that:

- 1. The project will retain the original character defining features and incorporate materials and details compatible with SCR architecture;
- 2. The project's general architectural design and materials are compatible with the historic structure;
- 3. The new materials such as stucco and brick will help differentiate the attached columbaria from the original church; and
- 4. The detached pergola and attached columbaria allow the continued historical church use of the site.

Section 4. Zoning Administrator Approval.

Based on the foregoing recitals and findings, and the written and oral comments, facts, and evidence presented, the City of San Clemente Zoning Administrator approves Minor Cultural Heritage Permit 18-277, St. Clement's By The Sea Exterior Additions, subject to the Conditions of Approval set forth in Exhibit A.

PASSED AND ADOPTED at a regular meeting of the City of San Clemente Zoning Administrator on March 7, 2019.

Cecilia Gallardo-Daly, Zoning Administrator

CONDITIONS OF APPROVAL MINOR CULTURAL HERITAGE PERMIT 18-277 ST. CLEMENT'S BY THE SEA EXTERIOR ADDITIONS

- Within 30 days of approval of this application, the applicant shall submit to the City Planner a signed acknowledgement concurring with all conditions of approval on a form to be provided by the City. Failure to submit this acknowledgement may be grounds to revoke this approval.
- 2. The applicant shall defend, indemnify, and hold harmless the City of San Clemente and its officers, employees, and agents from and against any claim, action, proceeding, fines, damages, expenses, and attorneys' fees, against the City, its officers, employees, or agents to attack, set aside, void, or annul any approval or condition of approval of the City concerning this project, including but not limited to any approval or condition of approval of the City Council, Planning Commission, or City Planner. Applicant shall pay all costs, The City shall promptly notify the applicant of any claim, action, or proceeding concerning the project and the City shall cooperate fully in the defense of the matter. The City reserves the right, at its own option, to choose its own attorney to represent the City, its officers, employees, and agents in the defense of the matter. If the applicant fails to so defend the matter, the City shall promptly pay the City's full cost of the defense.
- 3. Use and development of this property shall be in substantial conformance with the approved plans, material boards and other applicable information submitted with this application, and with these conditions of approval. (Plng.)_____
- 4. The applicant shall comply with all applicable current and future provisions of the San Clemente Municipal Code, adopted ordinances, and state laws. (Plng.)_____
- 5. The working drawings shall include within the first four pages a list of all conditions of approval included in this resolution. (Plng.)_____
- The proposed "foam" material intended to protect the original structure from any damage, shall be reviewed and approved by the Planning Division prior to purchase and installation.
- Prior the issuance of a Building Permit, the owner or designee, shall obtain approval of a Staff Waiver of a Minor Cultural Heritage Permit for an ADA-compliant path in the memorial garden.
- 8. Prior to the issuance of a Building Permit, the owner or designee shall submit construction plans showing a conforming accessible path of travel from the accessible parking spaces and public sidewalk to locations of the pergola and columbaria.

■■ (Bldg.)____

- 9. The Applicant (including any property owners and managers, and their designees) shall use her/his best judgment and best management practices to ensure commercial activities on the premises will be conducted in a manner that will not be disruptive to neighbors. The business owner shall be responsible for ensuring compliance with the San Clemente Municipal Code (SCMC), and all conditions of approval contained herein. The Applicant (including any property owners and managers, and their designees) hereby understands that noncompliance with regulations and conditions of approval, shall be immediate grounds for citation pursuant to SCMC Section 8.52.030(Y), which states, "It is declared a public nuisance for any person owning, leasing, occupying or having charge or possession of any premises in this City to maintain such premises in such manner that ... A structure, improvement, property, and/or land use is not in compliance with terms and/or conditions of any City of San Clemente issued permit or approval," and any subsequent revision of this section of the code. [Citation Section 8.52.030(Y) of the SCMC] (Code Compliance).
- 10. The Applicant (including any property owners and managers, and their designees) shall ensure that all occupancy requirements, and any and all required signage related to the maximum occupancy limitations, for the building and site are maintained at all times. [Citation Section 15.08.010 of the SCMC, Section [A] 111.1 of the CBC] (Code Compliance)_____
- 11. The Applicant (including any property owners and managers, and their designees) shall ensure that discharge of washwater and other pollutants is prohibited from entering the storm drain system. The Applicant must prevent pollutants (e.g. sediment, trash, food waste etc.) and any washwater used during cleanup from entering the storm drain system.
 (Eng.) (Code Compliance) _____
- 12. The Applicant (including any property owners and managers, and their designees) understands and acknowledges that the use of amplified sound, including electronically amplified sound of music, human voice, or other sound outside of the main building is not permitted except under a conditional use permit (CUP) granted by the City. Sound amplification devices located outside the buildings are not permitted, unless specifically identified and approved in this permit or subsequent permits approved by the City. [Citation Section 8.48.080 of the SCMC]

■■ (Code Compliance)___

13. The Applicant (including any property owners and managers, and their designees) understands, acknowledges, and shall be responsible for ensuring that the only activities that occur on the subject site are those permitted by this permit and routinely performed, provided, or undertaken by the subject land use, recognized on an industry-wide basis on the date of this permit's approval, or those activities approved through another City, state, or federal permit or license. Services or other activities not typically associated with the specific use authorized by this permit shall require separate review and approval by, but not limited to, the City, and are not allowed until permitted. Typical activities, functions, or events that would required permitting (such as a Special Activity Permit) would be those that involve events in the parking lot or otherwise outside of enclosed structure, such as exhibitions or contests, fairs, concerts, events with vendors or entertainment shows, etc. The owner or designee

shall be responsible for notifying the Planning Division at least 30 days prior to any special activity or event to verify whether additional permitting is required for the service, event, or activity. [*Citation – Section 17.28.295 of the SCMC*]

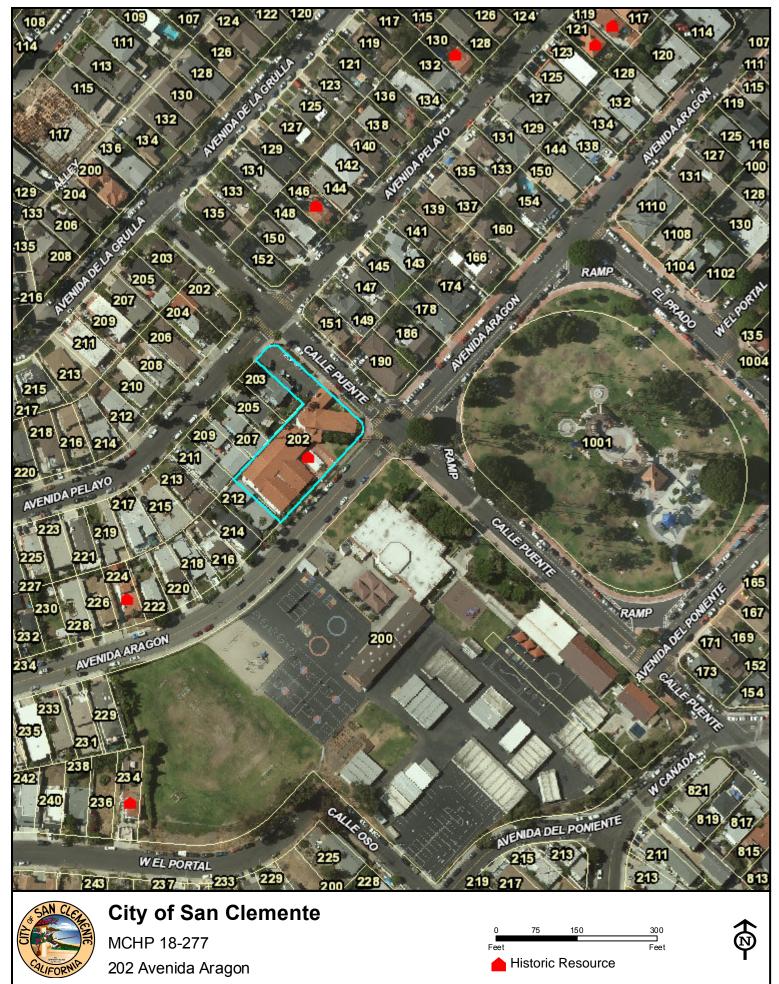
(Code Compliance)

14. The Applicant (including any property owners and managers, and their designees) shall be responsible for ensuring that no noise-generating maintenance activities on the subject property are conducted between the hours of ten (10:00) p.m. and seven (7:00) a.m. Such prohibited activities include, but are not limited to, dumping trash into outside trash bins, the use of parking lot sweepers, and the use of high-pressure washers. [*Citation – Section 8.48.070(P) of the SCMC*] ■■ (Code Compliance)_____

All Conditions of Approval are standard, unless indicated as follows:

- Denotes a modified standard Condition of Approval.
- Denotes a project specific Condition of Approval

ATTACHMENT 2



State of California - The Resources Agency DEPARTMENT OF PARKS AND RECREATION OFFICE OF HISTORIC PRESERVATION

ATTACHMENT 3

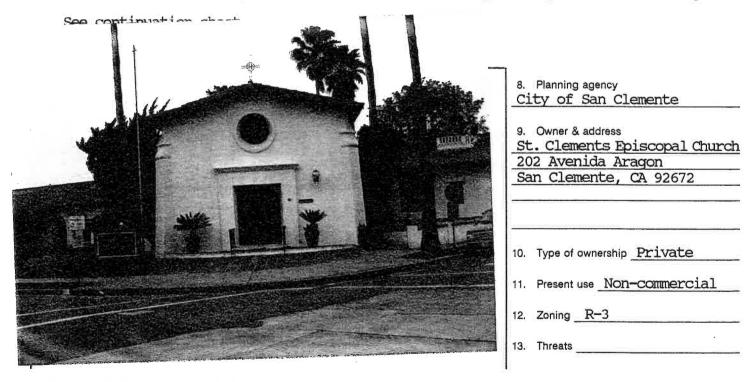
HISTORIC RESOURCES INVENTORY

NTIFICATION AND LOCATION Historic name St. Clemen	ts Episcopal Chu	rch		N	er. No. lational Re ocal Desig	egister Status <u>3B</u>
2. Common or current name St.	Clements Episcop	oal Church				
3. Number & street 202 Aven	ida Aragon		Cros	s-corridor		
		Vicinity only	Zin	92672	County	Orange
City San Clemente		violinty only	Lip	2010		
	В	violatty only	<u> </u>	220/8		D

DESCRIPTION

- 6. Property category Building If district, number of documented resources
- *7. Briefly describe the present physical appearance of the property, including condition, boundaries, related features, surroundings, and (if appropriate) architectural style.

Occupying one of the most prominent sites in San Clemente, St. Clements Episcopal Church is a complex of interconnected buildings in the Spanish Colonial and Mission Revival styles. The centerpiece of the complex is the church itself, set at an angle to face the intersection of Avenida Aragon and Calle Puente, and the historic Plaza Park beyond it. Sheathed in white stucco and capped by a tiled, low-pitched, front gable roof, this building most strongly reflects the influence of the Mission Revival. Buttressed corners which suggest adobe construction, a facade unbroken except by a central, Classical framed portal and a circular rose window above it, windows with rustic wooden lintels, and exposed wood rafters in the eaves are features derived from the Mission tradition. The portal contains a pair of wood doors, each pierced by a cross of stained glass. Additional stained glass illuminates the interior from windows placed high up on the side elevations. To the west of the sanctuary, an arcade encloses a circular bay and continues onto a one story, L-shaped office building. It



Send a copy of this form to: State Office of Historic Preservation, P.O. Box 942896, Sacramento, CA 94296-0001

^{*}Complete these items for historic preservation compliance projects under Section 106 (36 CFR 800). All items must be completed for historical resources survey information.

HISTORICAL INFORMATION

*14.	Construction date(s) <u>1930 F</u> Original location Same	Date moved
15.	Atterations & date <u>Build parish hall (1956); repl</u>	ace Sunday School (1993); addition (1994).
16.	Architect Virgil Westbrook Build	der Strang Bros.
17.	Historic attributes (with number from list) <u>16Religious B</u>	uilding
170000.0	FICANCE AND EVALUATION Context for evaluation: Theme The Spanish Village	Area San Clemente

*19. Briefly discuss the property's importance within the context. Use historical and architectural analysis as appropriate. Compare with similar properties.

Context formally developed? Yes

10'

St. Clements was the first church constructed in San Clemente and, after more than six decades of continuous use, stands today as the oldest religious building in the community. Its erection was an important milestone in the growth of the city and the formation of its identity. Built on land donated by city founder Ole Hanson, St. Clements was designed by architect Virgil Westbrook, the de facto official city architect, and constructed by the Strang Bros. Company. Its role as a community institution was enhanced by its location on the public plaza, across the street from the city's first school. Note was made of the building plans by the <u>Los Angeles Times</u> (6/15/30) and the <u>Southwest Building and Contractor</u> (2/7/30, 6/13/30). The design was approved by the Architectural Committee on June 10, 1930 with a certificate signed by Ole Hanson and Thomas F. Murphine.

Because of its significance in the growth of the city and its role as a community institution, its individual architectural quality and integrity, and its association with

See continuation sheet.

Period 1926-1936 Property type Churches

20. Sources San Clemente Building Permits Orange County Tax Assessment Records M. Moon, Inventory of San Clemente Historic Places *Sketch map. Show location and boundaries of property in relation to nearby streets, railways, natural landmarks, etc. 21. Applicable National Register criteria A, C Name el X 22. Other recognitionSan Clemente Historical Structure State Landmark No. (if applicable) 23. Evaluator Leslie Heumann Date of evaluation 1995 24. Survey type Comprehensive 100 25. Survey name Historic Resources Survey CALLE AJENTE ^{*}26. Year form prepared <u>1995</u> By (name) Leslie Heumann & Associates Organization City of San Clemente Address 100 Calle Negocio, Suite 100 City & Zip San Clemente 92672 Phone (714) 498 2533 AVENIDA LAS PALMAS SCHOOL

HISTORIC RESOURCES INVENTORY CONTINUATION SHEET

LOCATION: 202 Avenida Aragon

DESCRIPTION:

is also stuccoed, topped by a tiled gable roof, and fenestrated with casement windows set beneath inset wood lintels. Other notable features include a chimney detailed like a dovecote on the building to the north, an intact church interior, terracotta pavement in front of the church and original landscape elements such as palm trees. St. Clements is in excellent condition, and despite newer construction in 1956 and 1993, retains its historic integrity.

SIGNIFICANCE:

architect Virgil Westbrook, St. Clements appears to be eligible for listing in the National Register of Historic Places both individually and as a contributor to a potential "Spanish Village" National Register district. It is recommended for retention on the Historical Structures List.

State of California The R DEPARTMENT OF PARKS		Primary # HRI#	ATTACHMENT 4
CONTINUATION	SHEET	Trinomial	
Page 1 of 3	Resource Name or #: 202 AVEN	NIDA ARAGON	
Recorded by: Historic Resour	ces Group	Date: 9/18/2006	Continuation 🔲 Update
PROPERTY NAME	St. Clement's Episcopal Chu	rch	
HISTORIC NAME	St. Clement's Episcopal Chu	rch	
PROPERTY ADDRESS	202 Avenida Aragon		
ASSESSOR PARCEL NUMBER	692-113-22		
PROPERTY TYPE	Institutional building		
OTHER DESCRIPTION			
DATE OF CONSTRUCTION	1930 (E) Tax Assessor		
INTEGRITY	No substantial changes post- Heumann & Associates.	-1995 Historic Resources S	Survey prepared by Leslie
SIGNIFICANCE	This Spanish Colonial Reviva Spanish Colonial Revival styl Bros. on land donated by Ole contributor to a potential Nati association with the Ole Han (1925-1936). (See Continua	le typical to San Clemente, e Hanson in 1930. This prop ional Register district under son/Spanish Village by the	It was constructed by Strang perty appears eligible as a Criterion A for its
STATUS CODE	3D		
STATUS	Appears eligible for the Natio eligible district through surve designation as a religious pro subject to CEQA.	y evaluation. The property	may be exempt from local
Project	City of San Clemente Historic	c Resources Survey Update	e
Prepared for	City of San Clemente 910 Calle Negicio, Suite 100 San Clemente, CA 92673		
Prepared by	Historic Resources Group 1728 Whitley Avenue Hollywood, CA 90028		

State of California The Resources Ager DEPARTMENT OF PARKS AND RECREA		
CONTINUATION SHEET	Trinomial	
Page 2 of 3 Resource Name of	or #: 202 AVENIDA ARAGON	
Recorded by: Historic Resources Group	Date: 9/18/2006	Continuation

SIGNIFICANCE (continued).

It also appears eligible for individual listing under Criterion A as the oldest religious building in San Clemente and under Criterion C for its association with Virgil Westbrook and outstanding interpretation of Spanish Colonial Revival architecture in the San Clemente area.

State of California -- The Resources Agency DEPARTMENT OF PARKS AND RECREATION

CONTINUATION SHEET

Primary # HRI# Trinomial

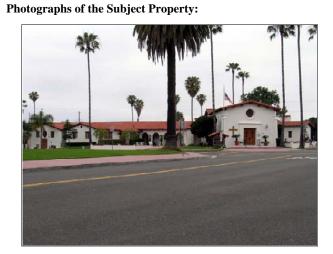
Date: 9/18/2006

Page 3 of 3

Resource Name or #:

202 AVENIDA ARAGON

Recorded by: Historic Resources Group





☑ Continuation □ Update











ATTACHMENT 5 AGENDA ITEM 2-C

Cultural Heritage Subcommittee (CHSC)

Meeting Date: November 28, 2018

PLANNER: David Carrillo, Assistant Planner

SUBJECT: Minor Cultural Heritage Permit 18-277, St. Clement's by the Sea Exterior Additions, a request to consider the construction of a detached pergola, gates, and an attached columbarium.

BACKGROUND:

The project site is a 23,663 square-foot, L-shaped lot located in the Residential Medium Zoning District and Coastal Zone Overlay District (RM-CZ) and occupied by St. Clement's by the Sea Episcopal Church (see Attachment 1 for a Location Map). Surrounding land uses include Las Palmas Elementary School, Max Berg Park, and single- and multi-family residences. A parking lot is located on the northeast side of the site with ingress from Avenida Pelayo and egress from Calle Puente. The adjacent public right-of-way consists of sidewalks with a combination of historic Ole Hanson pavers and red-tinted concrete and a strip of landscape, or parkway, between the adjacent curb and subject property lines. Most of the church structure is set back adequately from subject property lines to provide outdoor landscaped or paved spaces with the exception of two low garden walls. The church essentially provides two outdoor spaces. The largest outdoor space is located along Avenida Aragon, across Las Palmas Elementary School, and is landscaped and paved with red tile and red-tinted concrete. The smaller outdoor space (memorial garden) is triangular in shape and is located along Calle Puente, near the entrance to the church library - this space is landscaped and surrounded by a low garden wall and wrought iron gate.

Image 1 – Site Location



Historic Designation

The angled portion of the site structure facing Max Berg Park at the intersection of Avenida Aragon and Calle Puente is the original church, and the first church in San Clemente constructed in 1930 after the subject land was donated by Ole Hanson. Image 2 below shows the original church.



Image 2 – Original Church

Subsequently, the church was expanded in 1956 and 1994 to its current footprint. The church was designed by San Clemente's prominent architect, Virgil Westbrook and constructed by the Strang Bros. Company, the construction company that built many San Clemente historic resources. The structures are characteristic of the Spanish Colonial and Mission Revival architectural styles. St. Clement's by the Sea Episcopal Church was placed on the City's List of Designated Historic Resources for its "significance in the growth of the city and its role as a community institution, its individual architectural quality and integrity, and its association with architect Virgil Westbrook", and appears eligible for listing in the National Register of Historic Places individually and as a contributor to a potential National Register district under criteria A and C. See Attachments 2 and 3 for survey forms containing additional information on the historic resource.

Why is CHSC Review Required?

A Minor Cultural Heritage Permit (MCHP) is required for new accessory structures on properties listed in the City's List of Designated Historic Resources. MCHP applications are reviewed by the CHSC to ensure projects do not have a negative impact to the historic resource, comply with the Secretary of the Interior's Standards, and are consistent with the City's Design Guidelines. Issues may include site planning, architectural quality and style, massing, scale, landscaping, and visual impacts to the historic resource.

PROJECT DESCRIPTION:

The applicant proposes to construct a detached pergola, an attached columbarium, and wrought iron gates.

Pergola

Previously, the church used a temporary steel canopy with a white plastic cover over the paved outdoor space along Avenida Aragon, to provide shade to visitors during churchrelated activities, such as, Palm Sunday processions once a year and occasional worship services. The temporary canopy was incompatible with the church's architectural character and was not consistent with City standards. The church proposes to replace the temporary canopy with a permanent pergola constructed of wood (a material that is compatible with the church's architecture). The pergola is proposed to be 13 feet, four inches in height and 680 square feet. Before this application was submitted, the applicant received preliminary comments over the counter from Planning staff (Staff) to achieve an appropriate design. The pergola proposal evolved from a thin aluminum shade structure, to a thicker wooden pergola. The proposed thickness of the pergola is intended to reflect the typical thickness of Spanish Colonial Revival (SCR) pergolas or patio covers built during the church's period of development. Additionally, Staff recommended that the pergola not be proposed higher in height than surrounding roof edges and remain open to provide visibility of the arcade located behind the proposed pergola - the applicant considered preliminary staff comments and addressed them in this proposal. The subject space will continue to be used as an accessory to the church, and will not consist of wedding parties or other similar events.

Columbarium

The applicant proposes to construct an attached columbarium in the memorial garden located along Calle Puente. A columbarium is a building or structure with niches for the storage of cremation urns. Image 3 below shows the proposed columbarium.



Image 3 – Proposed Columbarium

St. Clement's by the Sea Exterior Additions

Staff also provided preliminary comments on the columbarium location prior to application submittal for an attached and detached scenario. The proposed detached columbarium option did not require any building alterations but created visual impacts as the columbarium would be located centrally in the memorial garden and more visible from the street. After considering staff comments, the applicant decided to propose an attached columbarium, since materials are available in the market to protect historic structures from new attached structures. The columbarium is seven feet in height and eight feet in width and is proposed between two buttresses of the original church structure, on the elevation facing Calle Puente. Most of the columbarium is granite or marble with a clay tile shed roof. In front of the columbarium, the applicant is proposing brick pavers.

Gates

The applicant proposes wrought-iron gates in five different locations for security purposes (see Attachment 5 for the location of gates). The church has experienced illegal activities occurring on site in areas not visible from the street during nighttime hours. The wrought-iron gates are intended to protect the historic resource and eliminate or prevent illegal activities on site. After receiving comments from the City's Development Management Team, the applicant revised photo simulations to include a visual of required panic hardware on each gate. The gates are proposed to be black, five feet in height, and attached to the church.

ANALYSIS:

Design Guidelines Consistency

The City's Design Guidelines are applied to projects involving historic resources to ensure new architecture is of high quality and compatible with the original style of architecture. Table 1 below is an analysis of the project's partial consistency with the Design Guidelines.

Design Guideline or Policy	Project Consistency
II.B. All development	Consistent. Collectively, the project does not increase massing
proposals should	on the site since all improvements are significantly below the
demonstrate sensitivity to	allowed height of 25 feet and do not add to the church's
the contextual influences of	building footprint. The project is intended to improve safety on
adjacent properties and the	site and promote the continued historic use as a church with
neighborhood.	new accessory structures.

Table 1 – Design Guidelines Analysis

Design Guideline or Policy	Project Consistency
II.C.2. Building and site design should follow basic principles of Spanish Colonial Revival (SCR) architecture.	Partially Consistent. The project maintains courtyards on the site and promotes the use of these spaces. The detached pergola is proposed of wood, a compatible SCR material. However, the color of bolts and braces may be modified to blend in with the final wood finish. The columbarium's structure is primarily made of granite and capped with a clay tile shed roof. The columbarium may be modified to incorporate more SCR characteristics, such as stucco and wrought iron. The required panic hardware on the gates may be decoratively screened to hide equipment not typical during the historic resource's period of development.
IV.E. Compatibility with Historic Resources. New development should preserve and be compatible with existing historic resources.	Partially Consistent. The columbarium's structure is primarily made of granite and capped with a clay tile shed roof. The columbarium may be modified to incorporate more SCR characteristics, such as stucco and wrought iron. Additionally, to protect the historic structure, a non-invasive connector may be installed between the columbarium and the historic structure to reduce structural alterations. The required panic hardware on the gates may be decoratively screened to hide equipment not typical during the historic resource's period of development.
IV.E Diligent Effort to Rehabilitate. New improvements to renovate or alter a historic site should demonstrate a diligent effort to retain and rehabilitate the historic resource.	Partially Consistent. The detached pergola will not require alterations to the historic resource and the entire project as a whole, promotes the continued historic use of the site as a church. However, the wrought iron gates and attached columbarium may require alterations to the historic resource. Although the alterations may be minor, the applicant may provide additional information to staff to assess the method of attachments.

Secretary of Interior Standards

The required MCHP findings state that projects must be consistent with the Secretary of the Interior's Standards for rehabilitation. Below is Standard #9 and an analysis of the project's partial consistency with the Standard.

"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."

St. Clement's by the Sea Exterior Additions

The project does not require the removal of historic features and maintains the courtyards on site while promoting the use of these spaces. The project does not increase massing on the site since all improvements are significantly below the allowed height of 25 feet and do not add to the church's building footprint. However, the wrought iron gates and columbarium are proposed to be attached to the building and may require minor alterations to the historic resource. Further information on the method of attachment is product to concern potential imposed. Additionally, the decign of the wrought iron gates

needed to assess potential impacts. Additionally, the design of the wrought iron gates and columbarium may be modified to improve their compatibility with SCR architecture. New materials will help differentiate the historic structures from the new accessory structures.

Standard #10 states the following:

"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."

The project is partially consistent with Standard #10 because the attached columbarium and wrought iron gates may require minor alterations to the historic resource. Staff is more concerned about the attached columbarium since it possesses a larger surface area to be attached to the historic structure than a gate. The detached pergola will have no impact to the historic resource if removed in the future.

General Plan Policies Consistency

Table 3 is an analysis of the project's partial consistency with General Plan policies that should be considered.

Policy	Project Consistency
HP-2.05. State and Federal Standards. We ensure projects follow the Secretary of Interior Standards for the Treatment of Historic Properties and standards and guidelines as prescribed by the State Office of Historic Preservation for any listed historic resources or properties eligible for historic listing.	Partially Consistent. See staff's assessment of the Secretary of Interior Standards above.
HP-2.10. Consistency with Historic Preservation Guidelines. Additions to historic structures shall preserve the resources' historic and architectural significance and shall be consistent with	Partially Consistent. See Design Guidelines Consistency section above.

Table 3 – General Plan Policies

Policy	Project Consistency
the City's Historic Preservation Guidelines.	

RECOMMENDATIONS:

The following Staff recommendations are presented in an effort to improve the project's consistency with the City's Design Guidelines and the Secretary of Interior Standards:

- 1. The pergola should be painted dark brown to match existing rafter tails and window trims.
- 2. Braces and bolts on the pergola should be painted to blend with the painted wood.
- 3. The applicant should explore relocating the columbarium within an enclosed area in any of the church buildings.
- 4. The columbarium should incorporate white stucco and wrought iron grillwork to improve its compatibility with SCR architecture.
- 5. The applicant should explore the use of a noninvasive connector between the columbarium and the church structure to protect the historic resource from damage if the columbarium is removed in the future.
- 6. An ADA compliant path to the columbarium from the memorial garden entry will be required. The applicant should propose an accessible path with compatible pavement, such as red tile used throughout the site or the brick pattern used in front of the education wing building.
- 7. The proposed columbarium is proposed against and between two buttresses. To reduce visual clutter and damage to the historic resource, the columbarium should provide cushion space between the ends of the columbarium and the buttresses.
- 8. Decorative stucco vents exist between buttresses. The columbarium is proposed in front of one decorative stucco vent. The applicant should design the columbarium to protect and maintain the decorative stucco vent. Attachment 4 provides photographs of the decorative vents.
- 9. The Building Code requires panic hardware on some gates. The applicant should explore screening the panic bars with decorative wrought iron for visual interest.

CONCLUSION

Staff seeks CHSC discussion of the above recommendations and welcomes additional input. Also, staff seeks direction on whether the project is ready to be forwarded to the Zoning Administrator.

Attachments:

- 1. Location Map
- 2. 1995 DPR Survey Form
- 3. 2005 DPR Survey Form
- 4. Site Photographs
- 5. Proposed Plans

ATTACHMENT 6

These minutes will be considered for approval at the DRSC meeting of December 12, 2018

CITY OF SAN CLEMENTE MINUTES OF THE REGULAR MEETING OF THE DESIGN REVIEW SUBCOMMITTEE NOVEMBER 28, 2018

Subcommittee Members Present: Jim Ruehlin, Bart Crandell, Jason Talley

Staff Present: Senior Planner Stephanie Roxas, Associate Planner II Chris Wright, Assistant Planner David Carrillo, Assistant Planner Veronica Morones

1. MINUTES

The Subcommittee approved the minutes from the November 14, 2018 meeting with various changes.

2. ARCHITECTURAL REVIEW OF THE FOLLOWING ITEMS:

Cultural Heritage Permit 15-028, 236 W El Portal, Yap Duplex (Wright)

A request to allow the construction of a new residential duplex at 236 West El Portal. The site abuts a historic structure.

Associate Planner II, Christopher Wright, summarized the staff report and presented a materials board. The applicant's designer, Victor Bejarano, was present for questions.

The Design Review Subcommittee (DRSC) discussed the project, and made the following comments either individually or as a group:

- Concurred with staff's analysis that the project is consistent with the design guidelines, meets development standards, and is consistent with the general plan in terms of design issues and historic preservation.
- Indicated that while the project is not traditional Spanish Colonial Revival (SCR) architecture in some aspects, the site is not in the Architectural Overlay so traditional SCR is not required.
- Requested clarification from staff regarding the building which steps up the slope with a portion in-bank and below original grade.
- Stated a portion of the building's side elevation will be screened from the street by the adjacent historic building and topography.

The Subcommittee supports the design of the project as proposed and recommended the project proceed to a Planning Commission public hearing for consideration.

<u>Conditional Use Permit 18-369, Architectural Permit 18-389, Site Plan Permit 18-390 & Discretionary Sign Permit 18-391, Chevron Service Station and Car</u> <u>Wash</u> (Morones)

A request to demolish the existing convenience store and build a new convenience store and new car wash. The project is located within the West Pico Corridor Specific Plan in the Community Commercial area.

Assistant Planner Veronica Morones was available to present the staff report. The applicants, Erika Hernandez and Patrick Siedler, were present for questions.

The Design Review Subcommittee (DRSC) discussed the project, and made the following comments either individually or as a group:

- Recommended the fuel canopy be updated along with the proposed improvements, as all items on site should be consistent with Spanish Colonial Revival design.
- Recommended the applicant review the recently approved Pico Starbucks project for expected quality of detail for a Gateway location.
- Expressed concern that the car wash queueing may not be long enough.
- Suggested closing the curb cut on Ave Pico.
- Asked staff to provide a summary of Engineering's comments regarding the location of the car wash exit to the public right-of-way.
- Asked as to whether the lots will be merged.
- Requested clarification from the applicant regarding how the water spill/spray from the entry and exit of the car wash will be minimized.
- Concurred with all recommendations provided by staff in the DRSC report.
- Recommended the applicant visit the Estrella shopping center for examples of a remodeled Gateway location.
- Recommended the applicant address any signage violations before the project is scheduled for a public hearing.
- Recommended the applicant review recently approved Discretionary Sign Permits for service stations.

The Subcommittee concurred with staff's recommendations, provided additional input and recommendations to the applicant and staff, and recommended that the applicant return to the DRSC for additional review.

<u>Minor Cultural Heritage Permit 18-277, 202 Avenida Aragon, St. Clement's By</u> <u>The Sea Exterior Additions</u> (Carrillo)

A request to consider the construction of a detached pergola, gates, and an attached columbarium.

Assistant Planner David Carrillo summarized the staff report. The applicants, Judy Johnson and Jon Ulz, were present for questions.

Subcommittee Member Talley recused himself during DRSC's discussion of this item due to an excused scheduling conflict.

The Design Review Subcommittee (DRSC) discussed the project, and made the following comments either individually or as a group:

- Directed staff to consult with the City Attorney to review Federal laws that may preclude local agencies from requesting changes to religious facilities and structures.
- Recognized the applicant's cost limitations may affect the project.
- Expressed the location and size of the pergola are appropriate.
- Expressed the arched knee braces on the pergola do not reflect the church's architecture and are incompatible with Spanish Colonial Revival (SCR) design.
- Recommended diagonal knee braces be used on the pergola instead.
- Stated the excessive use of non-decorative metal hardware on the pergola is unnecessary. Recommended metal brackets on the pergola be removed and that the use of bolts only is more consistent with the SCR style.
- Recommended the applicant install squared bolts on the pergola that are more historically compatible.
- Expressed the design of the pergola may be improved if features found on the Max Berg Park pergola were incorporated.
- Recommended the slats of the pergola be reoriented 90 degrees to improve the shade provided.
- Encouraged the applicant to incorporate detailed ornamentation on the gates with this permit request or in the future.
- Recommended the applicant explore phasing this improvement as more funding becomes available in the future.
- Recommended the gates be made of solid wrought iron, not hollow.
- Recommended the applicant assess the ornamentation of an approved gate located at Caterina's restaurant in the Pier Bowl for details that may be mimicked on the proposed gates.
- Recommended installing two to four columbariums that are smaller in width and height, but provide the same number of niches, to eliminate impacts to the buttresses. This recommendation is intended to improve architectural compatibility and show sensitivity to the historical resource.
- Discussed adding benches to the memorial garden along with the recommended dispersion of columbariums to create a more garden feel that multiple families may occupy.

- Recommended a decorative brick cap be installed on the columbarium instead of the clay tile shed roof. The brick should match the material used on the existing low garden wall.
- Recommended the columbarium be designed to reflect existing materials, shapes, colors, and finishes of the church.

The Subcommittee provided input and recommendations to the applicant and staff, and recommended the project proceed to a Zoning Administrator public hearing for consideration.

<u>Staff Waiver of Minor Cultural Heritage Permit 18-646, 405 Avenida Granada,</u> <u>Villa Granada Building Repaint</u> (Carrillo)

A request to consider two multi-family residential buildings, wrought iron fences, and perimeter walls, to be repainted a light beige color.

Assistant Planner David Carrillo summarized the staff report. The applicant, Ann Bailey, was present for questions.

The Design Review Subcommittee (DRSC) discussed the project, and made the following comments either individually or as a group:

- Requested clarification from staff regarding when Minor Cultural Heritage Permits are required.
- Supports the main body of the buildings to be painted light beige (Dunn Edwards Desert Suede).
- Opposes staff's recommendation to paint the railing a dark brown or black color.
- Supports painting the horizontal bands throughout the buildings the same color as the primary structure.
- Opposed the use of a single paint color over the building walls, railings, and other accent features. Stated that definition and contrast is needed on the buildings to create depth and shadowing.
- Recommended the railing be painted a slightly darker color than the Dunn Edwards Desert Gray color presented to the DRSC. Directed the applicant to work with staff to find an appropriate darker accent color.
- Recommended the applicant apply graffiti-proof paint on the block walls.

The Subcommittee provided input and recommendations to the applicant and staff, and recommended that DRSC comments be forwarded to the City Planner for consideration with the Staff Waiver application.

3. NEW BUSINESS

None

4. OLD: BUSINESS

None

5. ORAL AND WRITTEN COMMUNICATION

None

ADJOURNMENT

Adjourn to the Regular Meeting of the Design Review Subcommittee to be held Wednesday, December 12, 2018 at 3:00 p.m., at the Community Development Department, Conference Room A, 3rd Floor, located at 910 Calle Negocio, San Clemente, California.

Respectfully submitted,

Jim Ruchlin, Chair

Attest:

Stephanie Roxas, Senior Planner

Secretary of the Interior's (SOI) Standards for Rehabilitation Analysis

SOI Standard for Rehabilitation	Project Consistency
No. 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."	Consistent. The project does not require the removal of historic features and maintains the courtyards on site while promoting the use of these spaces. The project does not increase massing on the site since all improvements are significantly below the allowed height of 25 feet and do not add to the church's building footprint. New materials will help differentiate the historic resource from the new accessory structures. Additionally, as a historic preservation measure, a foam material is proposed between each columbarium and the church to reduce the degree of alterations to the original structure.
No. 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."	Consistent. The detached pergola may be removed from the site without jeopardizing the historic resource's integrity. Potential impacts from the columbaria to the historic resource will be mitigated with the installation of a foam material that provides separation between both structures.

Design Guidelines Analysis

Design Guideline or Policy	Project Consistency
II.B. All development proposals should demonstrate sensitivity to the contextual influences of adjacent properties and the neighborhood.	Consistent. Collectively, the project does not increase massing on the site since all improvements are significantly below the allowed height of 25 feet and do not add to the church's building footprint. The project is intended to promote the continued historic use as a church with new accessory structures.
II.C.2. Building and site design should follow basic principles of Spanish Colonial Revival (SCR) architecture.	Consistent. The project maintains courtyards on the site and promotes the use of these spaces. The project consists of SCR materials and colors, such as brown stained wood, white stucco, and brick caps. The pergola would have an SCR-appropriate thickness on the posts, beams, rafters, and louvers. Additionally, the accessory structures are designed with a form and scale that does not detract from the primary building's architecture.
IV.E. Compatibility with Historic Resources. New development should preserve and be compatible with existing historic resources.	Consistent. The proposed accessory structures consist of materials and colors that match the existing historic building. As a historic preservation measure, a foam material is proposed between each columbarium and the church to reduce the degree of alterations to the original structure.
IV.E Diligent Effort to Rehabilitate. New improvements to renovate or alter a historic site should demonstrate a diligent effort to retain and rehabilitate the historic resource.	Consistent. The accessory structures continue the historic use of the site as a church and do not require the removal of character-defining features. The project involves a detached pergola that does not physically alter the historic building. Additionally, as a historic preservation measure, a foam material is proposed between each columbarium and the church to reduce the degree of alterations to the original structure.





SITE PHOTOGRAPHS





Views of the courtyard where the pergola is proposed.



SITE PHOTOGRAPHS



Views of the memorial garden where the columbarium is proposed.



SITE PHOTOGRAPHS



Views of decorative stucco vents located between buttresses on the original church building.