

BENICIA HISTORIC PRESERVATION REVIEW COMMISSION

CITY HALL COMMISSION ROOM

REGULAR MEETING AGENDA

Thursday, November 19, 2009

6:30 P.M.

I. OPENING OF MEETING

A. Pledge of Allegiance

B. Roll Call of Commissioners

C. Reference to Fundamental Rights of

Public - A plaque stating the Fundamental Rights of each member of the public is posted at the entrance to this meeting room per Section 4.04.030 of the City of Benicia's Open Government Ordinance.

II. AGENDA CHANGES AND DISCUSSION

III. OPPORTUNITY FOR PUBLIC COMMENT

A. WRITTEN

B. PUBLIC COMMENT

IV. CONSENT CALENDAR

Consent Calendar items are considered routine and will be enacted, approved or adopted by one motion unless a request for removal for discussion or explanation is received from the Historic Preservation Review Commission or a member of the public by submitting a speaker slip for that item.

*Any Item identified as a Public Hearing has been placed on the Consent Calendar because it has not generated any public interest or dissent. However, if any member of the public wishes to comment on a Public Hearing item, or would like the item placed on the regular agenda, please notify the Community Development Staff either prior to, or at the Historic Preservation Review Commission meeting, prior to the reading of the Consent Calendar.

A. Approval of Agenda

B. 660 WEST SECOND STREET (172 WEST G STREET) - DESIGN REVIEW FOR RECONFIGURATION OF THE DECK ON THE WEST SECOND STREET FAÇADE

09PLN-84 Design Review

660 West Second Street (172 West G Street), APN: 89-115-07

PROPOSAL:

The applicant requests design review approval to redesign the existing deck located on the west façade of an existing two-story non-contributing building located within the boundaries of the Downtown Historic Conservation

District. The existing deck, which runs uninterrupted the entire length of the building, will be redesigned into two individual decks. Each deck will serve two apartment units.

Recommendation: Approve design review request to reconfigure the existing deck to the four apartment units that front on the West Second Street alley, at 660 West Second Street (172 East G Street), based on the findings and conditions of approval set forth in the proposed resolution.

V. REGULAR AGENDA ITEMS

A. [464 EAST H STREET - DESIGN REVIEW TO MODIFY THE EXISTING WINDOWS, REMOVE AN EXISTING DOOR, ADD A NEW WINDOW AND REPLACE AN ENTRY DOOR](#)

09PLN-86 Design Review

464 East H Street, APN: 80-171-15

PROPOSAL:

The applicant requests design review approval to replace and add windows on the east elevation, remove one window and one door on the south elevation with one new three-part window and replace the entry door on the

recessed portion of the front elevation. The building is a contributing building to the Downtown Historic District, Eastern Residential Area.

Recommendation: Approve design review request to modify the existing windows, rear door and replace an entry door of the contributing building located at 464 East H Street, based on the findings and conditions of approval set forth in the proposed resolution.

B. [721-727 FIRST STREET \(IOOF\) – CONSULTANT EVALUATION](#)

09PLN-01 APN: 089-244-050

PROPOSAL:

In response to the Commission’s request, a consultant was hired to evaluate the historic integrity of the IOOF Hall located at 721-727 First Street.

Recommendation: Review and discuss the consultant evaluation prepared by Urbana Preservation & Planning.

VI. COMMUNICATIONS FROM STAFF

- A. **LOWER ARSENAL HAZARDS UPDATE** – At its November 17, 2009 regular meeting, the City Council will discuss hazards investigation and, if necessary, cleanup of the former Benicia Arsenal, with priority given to the Draft Lower Arsenal Mixed Use Specific Plan area. Staff will provide the Commission and public with an update from that meeting.

- B. **MILLS ACT INSPECTIONS** – At the October 22nd meeting, Commissioner Mang requested that the Commission be involved in the Mills Act inspection process. Staff and the Commission will discuss this request.

VII. **COMMUNICATIONS FROM COMMISSIONERS**

VIII. **ADJOURNMENT**

Public Participation

The Benicia Historic Preservation Review Commission welcomes public participation.

Pursuant to the Brown Act, each public agency must provide the public with an opportunity to speak on any matter within the subject matter jurisdiction of the agency and which is not on the agency's agenda for that meeting. The Historic Preservation Review Commission allows speakers to speak on agenda and non-agenda matters under public comment. Comments are limited to no more than 5 minutes per speaker. By law, no action may be taken on any item raised during the public comment period although informational answers to questions may be given and matters may be referred to staff for placement on a future agenda of the Historic Preservation Review Commission.

Should you have material you wish to enter into the record, please submit it to the Commission Secretary.

Disabled Access

In compliance with the Americans with Disabilities Act (ADA), if you need special assistance to participate in this meeting, please contact Valerie Ruxton, the ADA Coordinator, at (707) 746-4211. Notification 48 hours prior to the meeting will enable the City to make reasonable arrangements to ensure accessibility to this meeting.

Meeting Procedures

All items listed on this agenda are for Commission discussion and/or action. In accordance with the Brown Act, each item is listed and includes, where appropriate, further description of the item and/or a recommended action. The posting of a recommended action does not limit, or necessarily indicate, what action the Commission may take.

The Historic Preservation Review Commission may not begin new public hearing items after 11 p.m. Public hearing items, which remain on the agenda, may be continued to the next regular meeting of the Commission, or to a special meeting.

Pursuant to Government Code Section 65009; if you challenge a decision of the Historic Preservation Review Commission in court, you may be limited to raising only those issues you or someone else raised at the Public Hearing described in this notice, or in written correspondence delivered to the Historic Preservation Review Commission at, or prior to, the Public Hearing. You may also be limited by the ninety (90) day statute of limitations in which to file and serve a petition for administrative writ of mandate challenging any final City decisions regarding planning or zoning.

Appeals of Historic Preservation Review Commission decisions that are final actions, not recommendations, are considered by the Planning Commission. Appeals must be filed in the Community Development Department in writing, stating the basis of appeal with the appeal fee within 10 business days of the date of action.

Public Records

The agenda packet for this meeting is available at the City Clerk's Office, the Benicia Public Library and the Community Development Department during regular working hours. To the extent feasible, the packet is also available on the City's web page at www.ci.benicia.ca.us under the heading "Agendas and Minutes." Public records related to an open session agenda item that are distributed after the agenda packet is prepared are available before the meeting at the Community Development Department's office located at 250 East L Street, Benicia, or at the meeting held in the City Hall Council Chambers. If you wish to

submit written information on an agenda item, please submit to Gina Eleccion, Management Analyst, as soon as possible so that it may be distributed to the Historic Preservation Review Commission.

**AGENDA ITEM
HISTORIC PRESERVATION REVIEW COMMISSION MEETING
NOVEMBER 19, 2009
CONSENT CALENDAR**

DATE : November 5, 2009

TO : Historic Preservation Review Commission

FROM : Amy Million, Consulting Planner

SUBJECT : **DESIGN REVIEW FOR RECONFIGURATION OF THE DECK ON THE WEST SECOND STREET FACADE AT 660 WEST SECOND STREET (172 WEST G STREET)**

PROJECT : 09PLN-00084 Design Review
660 West Second Street (172 West G Street)
APN: 89-115-07

RECOMMENDATION:

Approve design review request to reconfigure the existing deck to the four apartment units that front on the West Second Street alley, at 660 West Second Street (172 East G Street), based on the findings and conditions of approval set forth in the proposed resolution.

EXECUTIVE SUMMARY:

The applicant requests design review approval to redesign the existing deck located on the west façade of an existing two-story non-contributing building located within the boundaries of the Downtown Historic Conservation District. The existing deck, which runs uninterrupted the entire length of the building, will be redesigned into two individual decks. Each deck will serve two apartment units.

ENVIRONMENTAL ANALYSIS:

Staff has reviewed the project and determined that it is Categorically Exempt under Section 15301 of the CEQA Guidelines. This exemption permits minor alterations to existing structures.

BACKGROUND:

The subject parcel is located on the southeast corner of West Second and West G Streets in the Downtown Historic District, but is not listed as a contributing building. The parcel is occupied by a multi-family residential building (Clipper Cove Apartments).

On September 28, 2009, the property owner obtained a building permit to remove and replace the exterior siding (in-kind), remove and replace four 3 feet x 5 feet aluminum single-pane windows with four 3 feet x 5 feet dual-pane vinyl windows and remove and replace four 6 foot sliding doors. All of the work (siding, windows and doors) is located on the west facade, which is the same façade as the proposed deck alteration.

SUMMARY:

Site Description

The site measures 150 feet x 125 feet (total 18,750 sq.ft.) and as previously mentioned, is currently developed with a multi-family residential apartment complex. The complex is bordered by West G Street to the north, West Second Street alley to the west, an access alley to the south and residential to the east. Access to the property is provided through the West Second Street alley.

Project Description

The applicant proposes to reconstruct the existing exterior deck serving the four apartments abutting the West Second Street alley. The existing deck is 92 feet long, runs the entire length of the building and is 4 feet 10 inches deep. The deck currently serves all four apartment units.

The new deck will be redesigned into two separate decks, each serving two apartment units. There will be a new approximate 25 feet of horizontal space between the two new decks exposing the building wall. A new horizontal band visually linking the two decks will be added and painted to match the building's trim.

To provide for a more usable deck space, the depth of the deck will be increased to 7 feet 4 inches on approximately 44 feet of the deck length. The depth will be reduced to 3 feet on the remaining length, approximately 22 feet. The irregular shape design is proposed in order to provide the apartments with access to a larger deck area while improving lighting to the apartments below.

The new deck boards and top rail will be constructed with "Trex" boards in the "Saddle" color, which is a medium tone brown color. The balusters, deck handrail and support posts are proposed to be "unfinished" redwood finished with a natural color stain taken from the existing deck boards and reused. This portion of the proposal is further discussed below under the Downtown Historic Conservation Plan section.

A pale tan color paint is proposed for the deck bellyband and new building trim between the two decks. The proposed color is "Kelly Moore Doeskin 202" which matches the building's existing trim.

Downtown Mixed Use Master Plan

The subject property is zoned Neighborhood General. The subject building was approved and constructed prior to the adoption of the Downtown Mixed Use Master Plan (DMUMP). Under the DMUMP's Neighborhood General zoning district, a building's general configuration on a fully developed lot is for a larger front building, mid-parcel open space and a rear ancillary

building. The current building configuration does not conform to the Form-Based standards of the DMUMP. The existing building is an “L” shape which fronts along West G and West Second Streets with an open parking lot in the parcel’s interior. However, the proposed alterations do conform to the DMUMP in regard to setback and height.

Under the DMUMP, the provisions of the Downtown Historic Conservation Plan shall provide additional design guidelines for proposals within the historic district and supercede the DMUMP in the event of a conflict. Since the DMUMP is limited in its regulation of non-conforming structures such as the subject building, staff has deferred the majority of the project review to the Downtown Historic Conservation Plan.

Downtown Historic Conservation Plan

The purpose of the Downtown Historic Conservation Plan (DHCP) is to: 1. Implement the city’s general plan, 2. Deter demolition, destruction, alteration, misuse, or neglect of historic or architecturally significant buildings that form an important link to Benicia’s past, 3. Promote the conservation, preservation, protection, and enhancement of each historic district, 4. Stimulate the economic health and residential quality of the community and stabilize and enhance the value of property, and 5. Encourage development tailored to the character and significant of each historic district. In addition, the plan is intended to enhance property values and protect private investment initiatives.

The policies in the DHCP used to evaluate the appropriateness of the proposed alterations within the Historic District are the Design Guidelines Residential Building Types, New Construction. These guidelines are primarily focused on the design of new buildings, however they are applied equally to additions and alterations to non-historic buildings. Guideline 2.3 encourages the use of *individual balconies to provide variation in the building’s volume and form*. By separating the single, continuous deck into two decks, variation in the building’s form is created and therefore is consistent with this guideline.

Guideline 5.2 states that *wood should generally be painted unless used in the Craftsman style*. The proposal is to construct the new deck of “unfinished” redwood (finished with a natural stain) and a “Trex” brand material, which is a wood and plastic fiber product designed to resemble wood. Staff has determined that this guideline allows for flexibility in the application of paint on buildings outside the Craftsman style.

In discussions with the applicant, he expressed that the appearance of the “unfinished” wood would add an aesthetic benefit to the pale and muted façade. The appearance of the wood would also be consistent with the existing wood fence that runs partially along with West Second Street alley. In addition, the Trex brand material is proposed for its durability, lower maintenance requirements and visual compatibility. As a multi-family residential building, it is important to the property owner that the building’s materials be durable and compatible. Therefore, it is the applicant’s desire to not paint the new deck (with exception to the bellyband which will be painted to match the existing trim).

Based upon the general nature of the guideline and the applicants desire to finish the material with a natural color stain (unpainted), staff has no objection to the use of the proposed Trex

brand materials and not painting the new deck. In addition, the proposed project is consistent with the purposes of the DHCP.

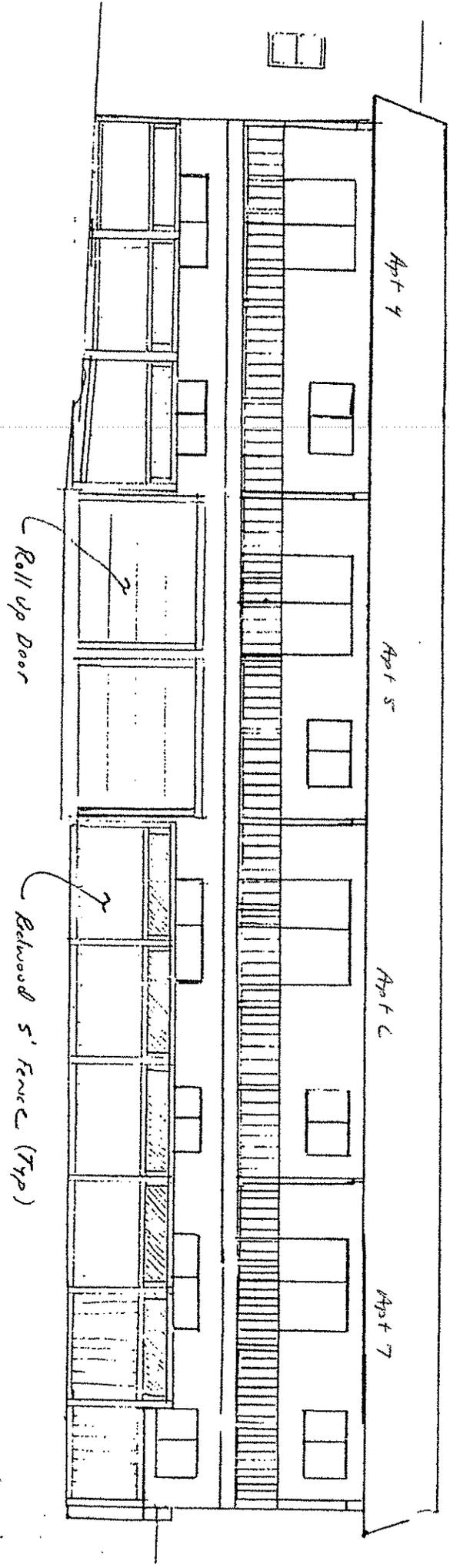
FURTHER ACTION:

The Historic Preservation Review Commission's action will be final unless appealed to the Planning Commission within ten business days by filing of the appropriate form and payment of the appropriate fee.

Attachments:

- Project Plans
- Applicant's Project Summary Sheet
- Color Board
- Proposed Resolution

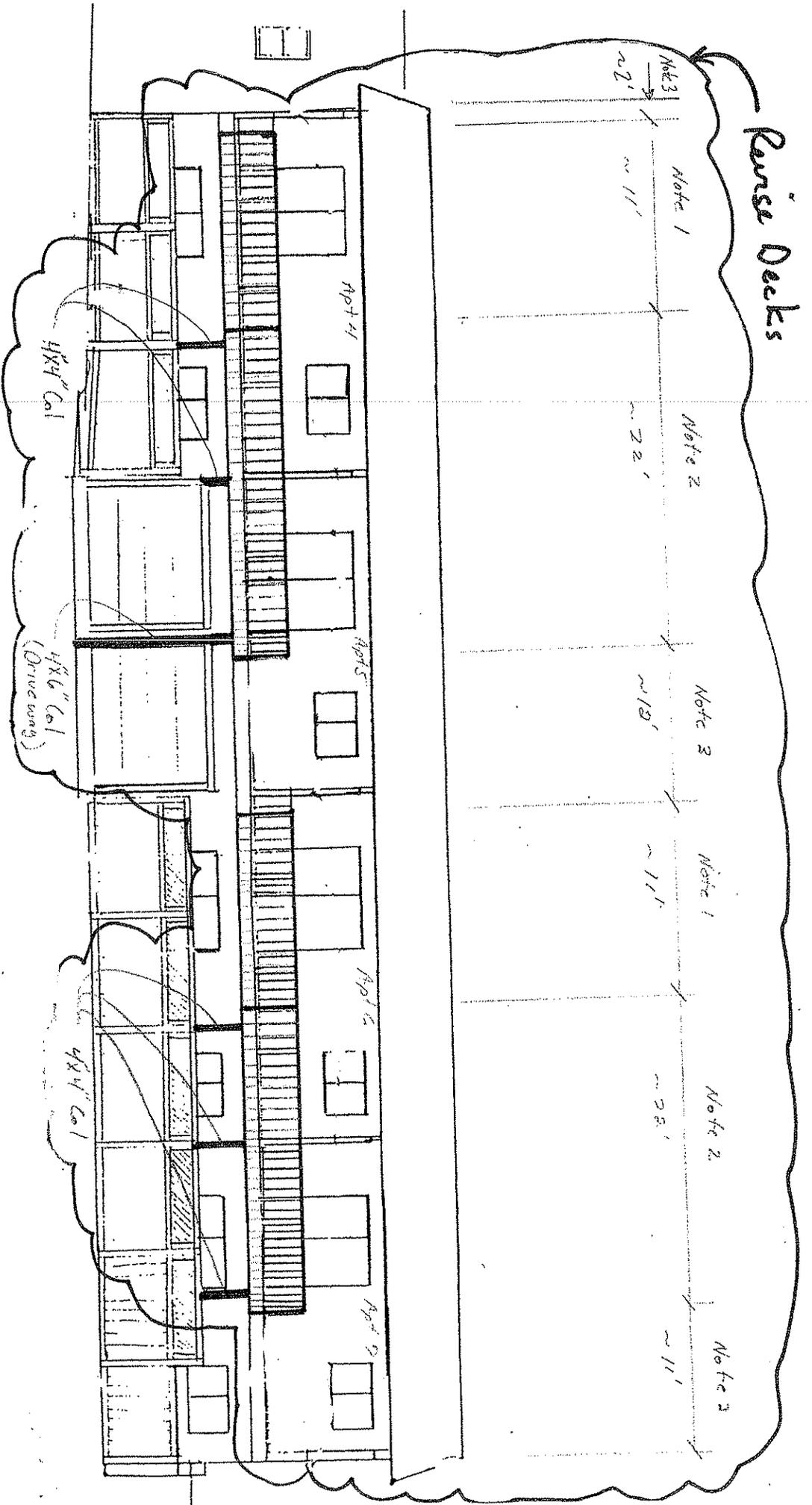
PROJECT PLANS



Existing Elevation From W 2nd Alley
 660 W 2nd St. South Draw
 Clipper Cove Improvements
 Scale 1"=10'
 9/22/09

RECEIVED
 SEP 25 2009
 CITY OF BENICIA
 COMMUNITY DEVELOPMENT

Raise Decks



Notes

1. Reduce cantilever deck from 4'-8" to 2'-10 3/4" extension from bldg.
2. Increase deck from 4'-8" to 9'-3 3/4" and add 3 ea Column Supports to grade.
3. Eliminate cantilever decks. Cut (E) Joists, but not in. Bldg wall and pour w/ (N) batt. board (Parrin).

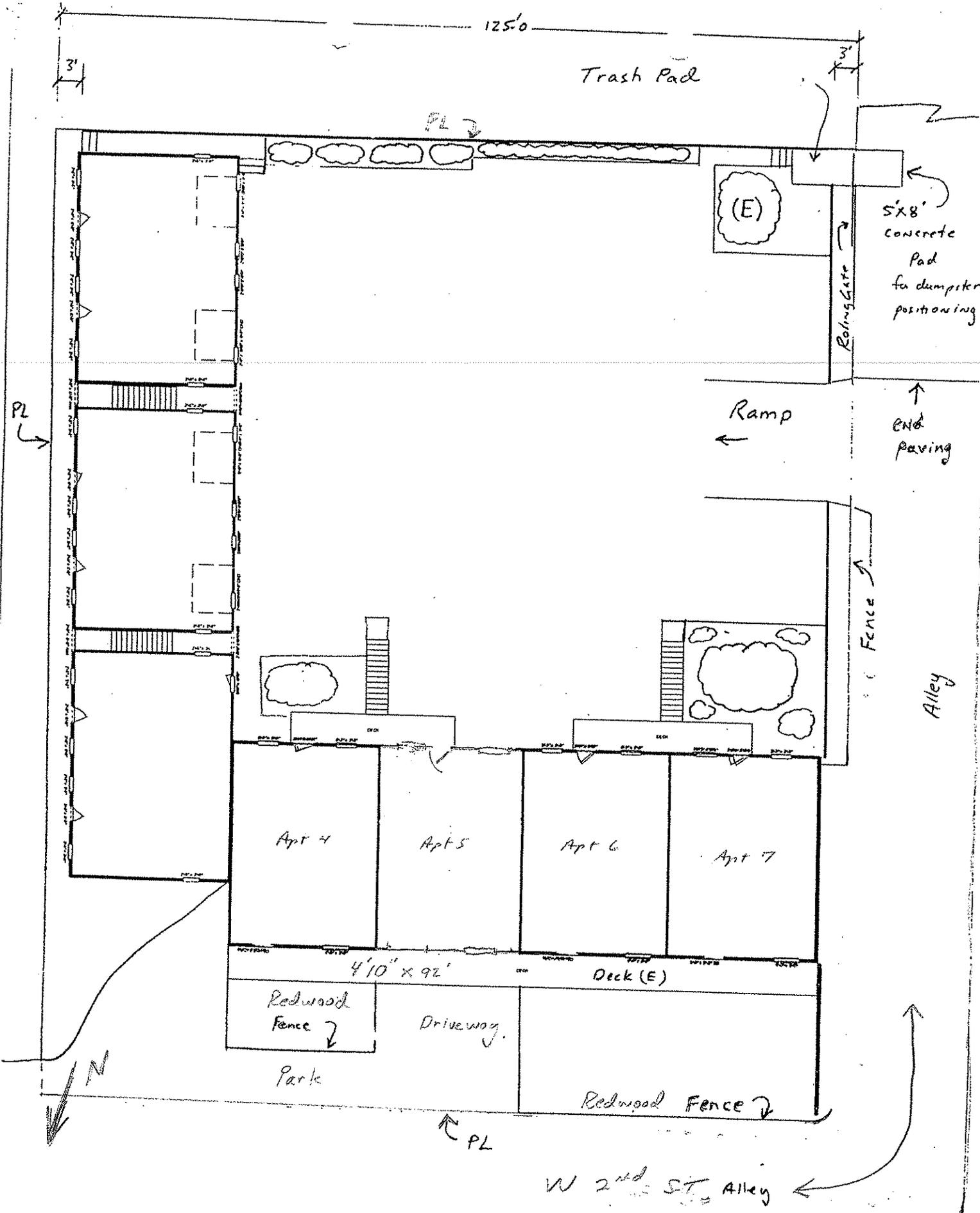
Proposed Elevation from W 2nd Alley

660 W 2nd ST (South View)

Clippor Cove Improvements

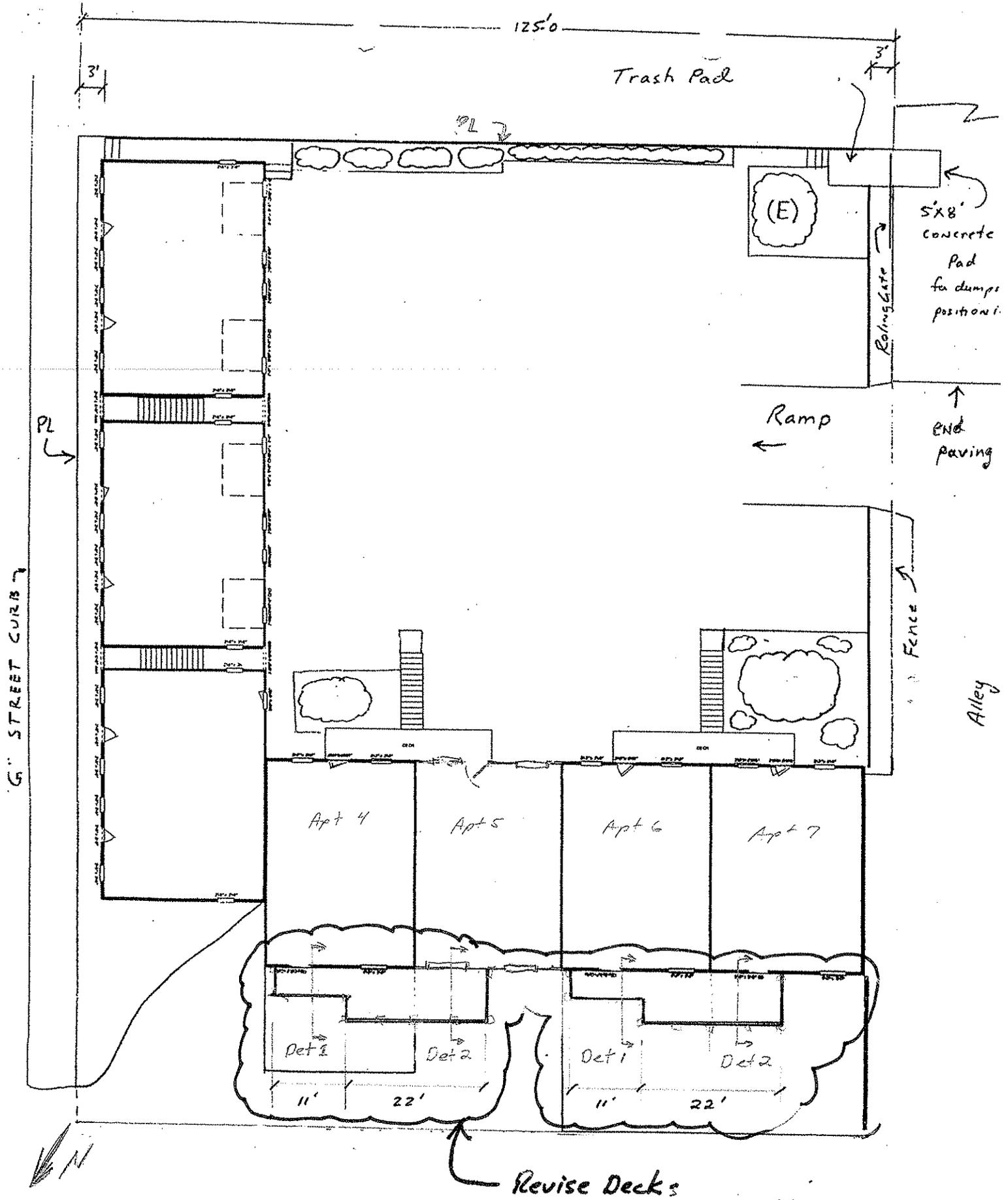
Scale 1" = 10'

9/10/09



660 W 2nd ST.
 EXISTING PLAN - GLIPPER COVE APPTS.
 9/2/09

1" = 20'



Proposed Plan - Deck Revisions

660 W 2nd ST.

Clipper Cove Apartments 9/10/09

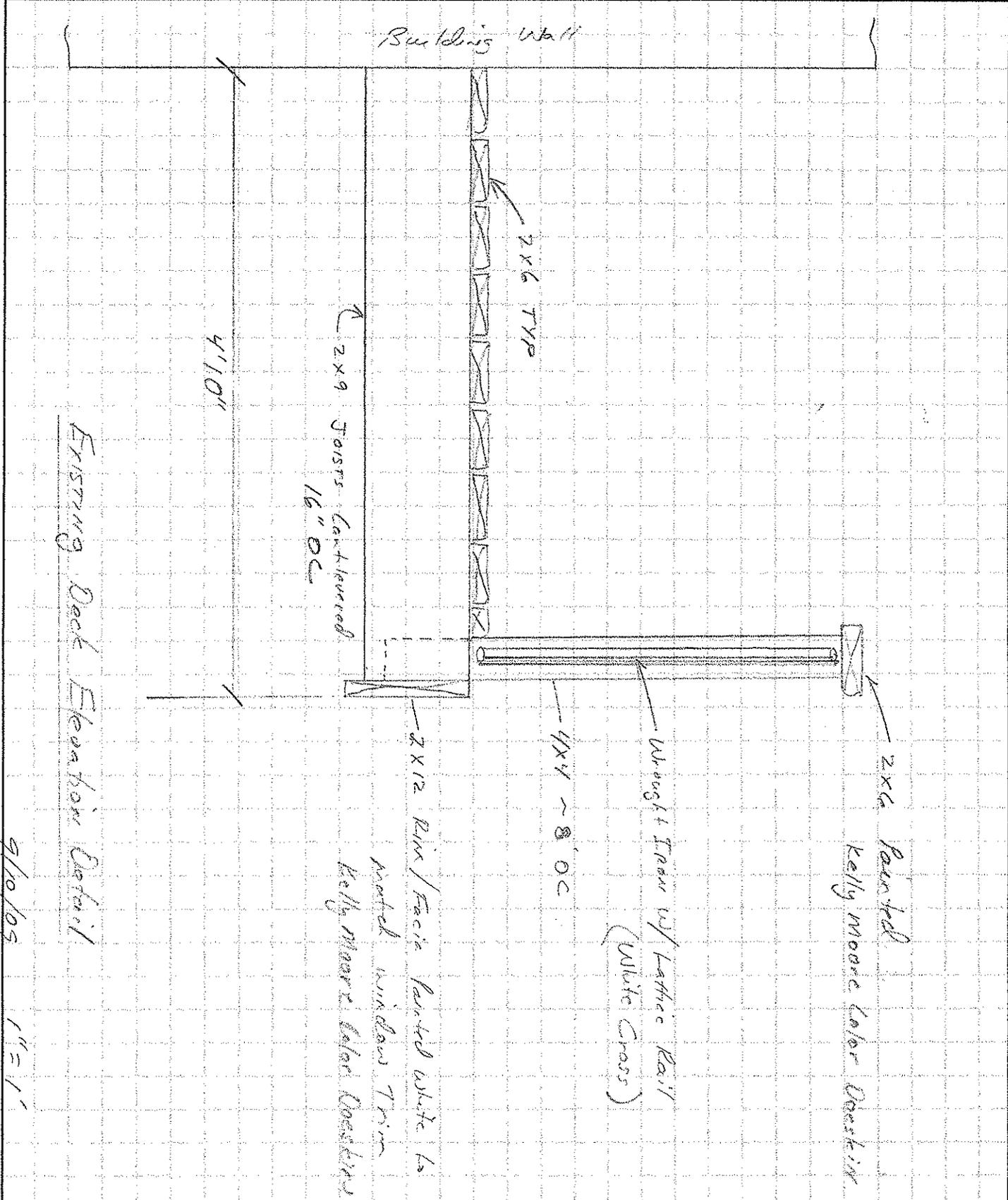
1" = 20'

CALCULATION RECORD

PREPARED BY BFH	CHECKED BY	DATE 9/10/09	PAGE OF
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SUBJECT

W.O/A.F.E. NO.

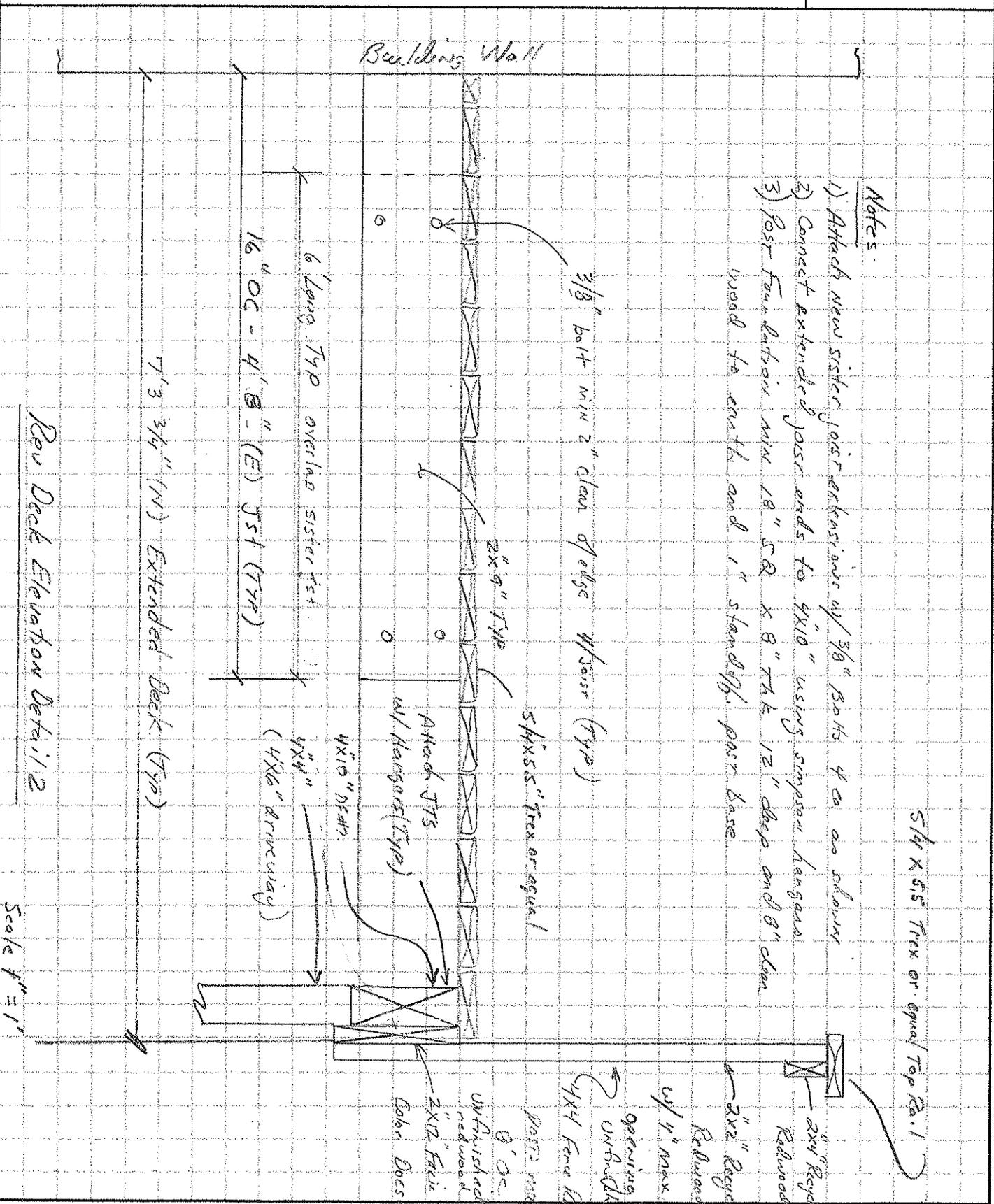


CALCULATION RECORD

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SUBJECT

W.O/A.F.E. NO.



- Notes:
- 1) Attach new sister post extension w/ 3/8" bolts 4 ea. as shown
 - 2) Connect extended post ends to 4x10" using Simpson hangers
 - 3) Post from baluster min 18" SQ X 8" THK 12" deep and 8" stem wood to earth and 1" standoff, post base

5/16" X 5/8" TYP OR EQUAL TOP RAIL

Rev Deck Elevation Detail 1/2

Scale 1" = 1'

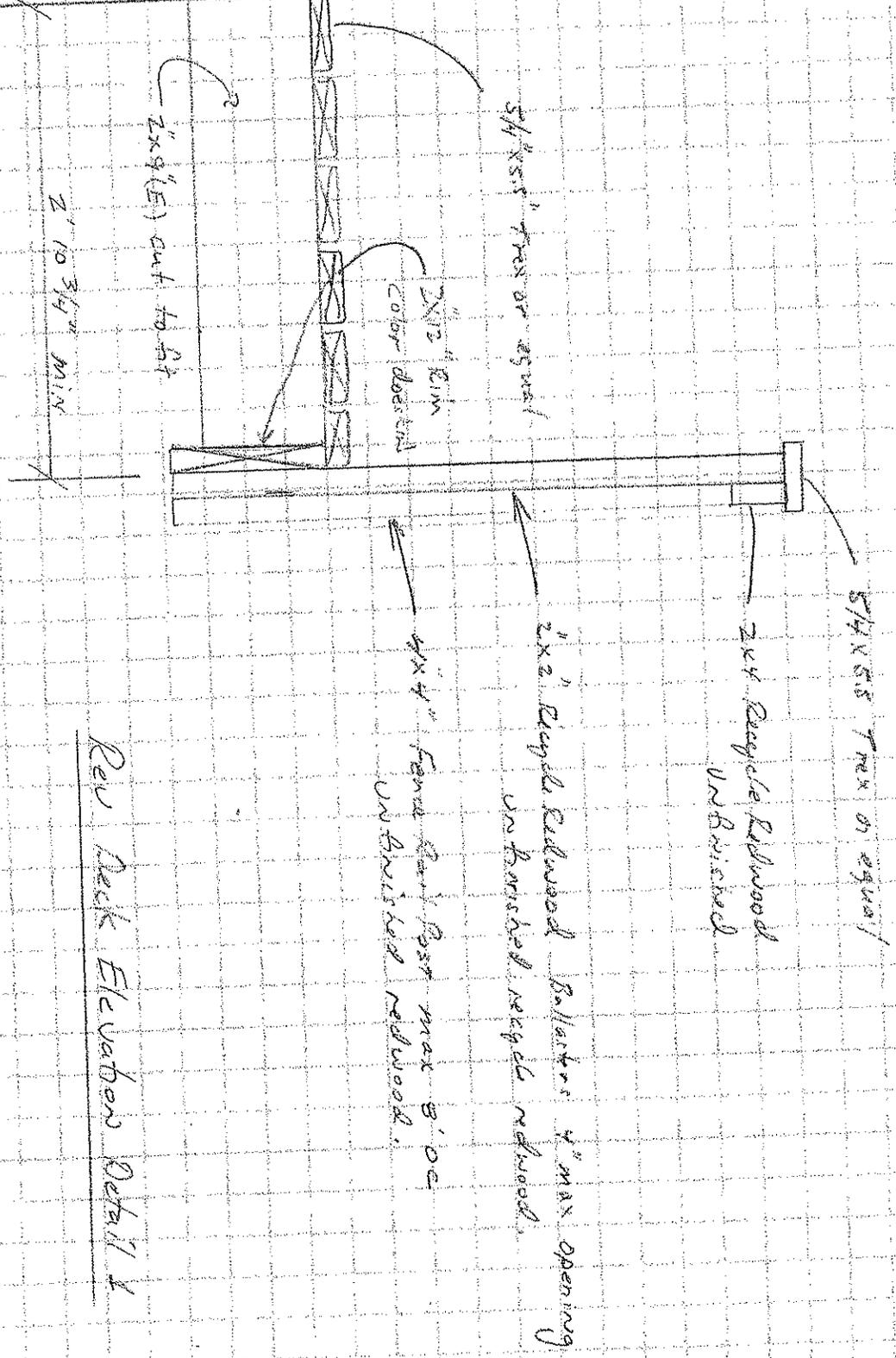
CALCULATION RECORD

PREPARED BY BFH	CHECKED BY	DATE 9/10/05	PAGE OF
		W.O./A.E.E. NO.	

SUBJECT

Building Wall (E)

Notes
1) Attach joists to 2x12 rim using Simpson hangers.



Rev Deck Elevation Detail 1

Scale 1" = 1'

**APPLICANT'S
PROJECT SUMMARY SHEET**

Project Summary Sheet

Location: Clipper Cove Apartments - 660 West Second Street, Benicia CA

Title: Revise Exterior Decks to Apartments 4, 5, 6, and 7

Description Summary:

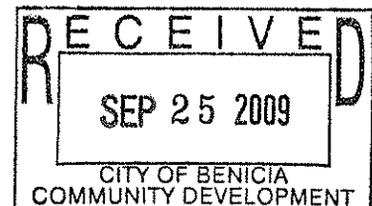
This project reconfigures the existing exterior deck serving apartments 4, 5, 6, and 7 on the NW side of Clipper Cove Apartments and facing West 2nd St. Alley. The purpose is to improve the exterior appearance of the building, replace worn out deck materials, and provide a more useable deck area for residents. The total deck area will be reduced from approximately 430sf to 375sf.

The existing deck runs uninterrupted the entire 92' length of the building with a 4'10" cantilevered extension.

The proposed arrangement involves the following changes:

1. Approximately 25' of existing deck length will be removed back to the building wall with the butt of the old joists covered with a new horizontal 2"x10" painted to match the existing building trim.
2. The deck extension will be increased to 7'4" on approximately 44' of the existing deck length. This is to provide a more useable 11'x7' area for each of the four apartments. The deck extensions will be supported by new columns to grade.
3. The cantilever extension will be reduced to 3' on the remaining approximately 22' of the existing deck length. This is to improve lighting to the apartments below and discourage tenants from storing large personal items on those sections of deck. Note these section of the deck are required only on apartments 4 and 6 to provide access from the sliding doors to the new extended deck areas.
4. New handrails will be constructed as much as possible using recycled redwood deck boards from the existing decks.
5. The balance of useable recycle redwood will be retained for use on a future solar hot water system at the property.

Project Contact: Brian Harkins (707)853-5108



COLOR BOARD

Color Board

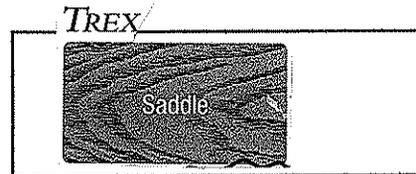
Project: Clipper Cove Apartments Deck Revision

Location: 660 West Second St

Benicia, CA

Deck Boards and Top Rail:

"Trex" Color Saddle

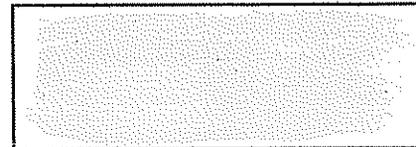


Deck Belly Band and Building Facia:

"Kelley Moore" Color Doeskin

202

(matches existing trim)



Ballisters and other "2x" Deck Rail Matls:

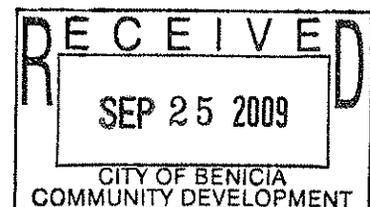
To Be Recycled From Existing Deck Boards

"Unfinished Redwood"

Deck Handrail and Support Posts:

New Redwood

"Unfinished Redwood"



PROPOSED RESOLUTION

RESOLUTION NO. 09- __ (HPRC)

A RESOLUTION OF THE HISTORIC PRESERVATION REVIEW COMMISSION OF THE CITY OF BENICIA APPROVING DESIGN REVIEW TO REDESIGN THE EXISTING DECK ALONG THE WEST SECOND STREET FAÇADE OF THE APARTMENT COMPLEX LOCATED AT 660 WEST SECOND STREET (172 WEST G STREET) (09PLN-84)

WHEREAS, Brian Harkins, has requested design review approval to redesign the existing deck located on the West Second Street façade of the apartment building located at 660 West Second Street (172 West G Street); and

WHEREAS, the Historic Preservation Review Commission at a regular meeting on November 19, 2009 conducted a public hearing and reviewed the proposed project.

NOW, THEREFORE BE IT RESOLVED that the Historic Preservation Review Commission of the City of Benicia hereby finds that:

- a) This project is Categorically Exempt under Section 15301 of the CEQA Guidelines, as a minor alteration to an existing structure.
- b) The project is consistent with the Downtown Historic Conservation Plan Design Guidelines.
- c) The project is generally consistent with the standards in the Downtown Mixed Use Master Plan.

BE IT FURTHER RESOLVED that the Historic Preservation Review Commission of the City of Benicia hereby approves the proposed project subject to the following conditions:

1. This approval shall expire two years from the date of approval, unless made permanent by the issuance of a building permit.
2. The plans and maps submitted for approval and development of the site shall be in substantial compliance with the plans dated received "September 25, 2009" marked Exhibit "A" and consisting of 7 sheets on file in the Community Development Department.
3. Any alteration of the approved plans, including substitution of materials or changes in paint colors, shall be requested in writing and approved by the Public Works and Community Development Director or designee prior to changes being made in the field.
4. The project shall adhere to all applicable ordinances, standard plans, and specifications of the City of Benicia.

5. The “unfinished” redwood balusters, deck handrail, and support posts shall be finished with a natural color stain to deter weather deterioration and discoloration.
6. The deck bellyband and building trim between the two decks shall be painted “Kelley Moore Doeskin 202”.
7. “Trex” brand material (or equivalent) in “Saddle” color shall be used for the decks boards and top rail.
8. The applicant or permittee shall defend, indemnify, and hold harmless the City of Benicia or its agents, officers, and employees from any claim, action, or proceeding against the City of Benicia or its agents, officers, or employees to attack, set aside, void, or annul an approval of the Planning Commission, City Council, Public Works and Community Development Director’s, Historic Preservation Review Commission or any other department, committee, or agency of the City concerning a development, variance, permit or land use approval which action is brought within the time period provided for in any applicable statute; provided, however, that the applicant's or permittee’s duty to so defend, indemnify, and hold harmless shall be subject to the City's promptly notifying the applicant or permittee of any said claim, action, or proceeding and the City's full cooperation in the applicant's or permittee’s defense of said claims, actions, or proceedings.

* * * * *

On motion of Commissioner _____, seconded by Commissioner _____, the above Resolution was adopted at a regular meeting of the Historic Preservation Review Commission on November 19, 2009 by the following vote:

Ayes:
Noes:
Absent:
Abstain:

Toni Haughey, Historic Preservation Review Commission Chair

**AGENDA ITEM
HISTORIC PRESERVATION REVIEW COMMISSION MEETING
NOVEMBER 19, 2009
REGULAR AGENDA ITEMS**

DATE : October 29, 2009

TO : Historic Preservation Review Commission

FROM : Amy Million, Consulting Planner

SUBJECT : **DESIGN REVIEW TO MODIFY THE EXISTING WINDOWS,
REMOVE AN EXISTING DOOR, ADD A NEW WINDOW AND
REPLACE AN ENTRY DOOR OF A CONTRIBUTING BUILDING
LOCATED AT 464 EAST H STREET**

PROJECT : 09PLN-00086 Design Review
464 East H Street
APN: 80-171-15

RECOMMENDATION:

Approve design review request to modify the existing windows, rear door and replace an entry door of the contributing building located at 464 East H Street, based on the findings and conditions of approval set forth in the proposed resolution.

EXECUTIVE SUMMARY:

The applicant requests design review approval to replace and add windows on the east elevation, remove one window and one door on the south elevation with one new three-part window and replace the entry door on the recessed portion of the front elevation. The building is a contributing building to the Downtown Historic District, Eastern Residential Area.

ENVIRONMENTAL ANALYSIS:

Staff has reviewed the project and determined that it is Categorically Exempt under Section 15331 of the California Environmental Quality Act (CEQA), which applies to projects limited to the maintenance, repair, stabilization, rehabilitation, restoration, preservation, conservation or reconstruction of historical resources in a manner consistent with the federal Secretary of the Interior's Standards for the Treatment of Historic Properties.

BACKGROUND:

The subject parcel is located on the south side of East H Street between East Fourth and East

Fifth Streets. The building is a one and one-half story, single-family residence built circa 1860. In 1996, the property owners received approval to add three new second floor dormers on the east side of the roof. The property was surveyed in 2004 as part of the Downtown Historic District survey.

SUMMARY:

Project Description

The subject proposal is to modify the window design on the side (east), window and door design on the rear (south) facades and replace a door on the recessed front (north) facade.

SIDE FAÇADE: The proposal on the side (east) façade is to remove and replace an existing window and add a window. The existing window is a rectangular one-over-one double hung window. This is a single-pane, double-hung, wood window. The window frame appears to be original, the glazing is non-original and it is unclear if the sash is original (although notably old). The proposed replacement window is a wood clad, double-hung, square window. The window will be the same width as the existing window, but shorter. The proposal also includes the addition of a new window located on the north side of the existing window on the same façade. Both windows would measure 3 feet by 3 feet. The shorter windows are proposed to accommodate the interior remodel.

REAR FAÇADE: The proposed window modification to the rear façade includes removing the existing window and door. The window and door will be replaced with a new three-sectioned window. These windows would be wood, double hung and measure 8 feet by 3 feet.

RECESSED FRONT FAÇADE: Finally, the proposal is to replace an entry door. The building has two front facades; the primary façade that is near the street frontage and a second recessed front façade located about half way toward the rear of the building. The recessed façade is located approximately 20 feet from the front building wall and is minimally visible due to the bay window on the east façade and large tree in the front yard. It is this entry where the applicant proposes to replace the door. The existing door is a simple wood door typical to the style of home. The applicant proposes to replace the door because it is too small and does not properly fit into the doorframe. The proposal does not include alteration of the doorframe. This is reflected in Condition of Approval #7 in the draft resolution.

Roland-Nawi Associates' recent analysis of the property states that the building retains enough integrity to maintain its status as a contributing building to the Downtown Historic District. However, it was noted "*the house has been so altered as to make its contributing status marginal and any additional changes that do not return it to an earlier and more authentic appearance would reduce it to non-contributing status*". The survey describes the character-defining features of this building as a steeply pitched roof with eave and gable overhangs, a front gable with exposed purlins, narrow fascia and a wide verge board, a full-length porch with a hip roof supported on bracketed posts and a low open rail.

The building has little fenestration on the front façade, two moderately sized windows and one entry door. The original proposal by the applicant included the addition of a small window adjacent to the door on the recessed front façade. Due to its location, staff determined that this might jeopardize the building's status as a contributing building. The applicant revised the proposal to locate the new window on the east elevation. The east elevation is not a character-defining elevation.

Downtown Historic Conservation Plan Consistency

The subject property is located in the Eastern Residential Area of the Downtown Historic District and therefore is subject to the policies and guidelines set forth in the Downtown Historic Conservation Plan (DHCP). The policies in the DHCP used to evaluate the appropriateness of the proposed alterations within the Historic District are the Design Guidelines Residential Building Types, Historic Buildings. The Plan encourages wood sash windows for historic buildings. The proposed windows are wood clad to match the existing windows throughout the building.

The intent of the DHCP in regard to alterations is to ensure that the historic integrity of the structure is maintained by retaining the traditional architectural details, which give historic buildings their special character. The proposed alterations do not alter the buildings special characteristics as defined by Roland-Nawi Associates as described above and in the attached survey.

Zoning Ordinance Consistency

The subject property is zoned RM, Medium Density Residential and is in the H-Overlay district. Design Review in an H Overlay district shall be consistent with the DCHP. The proposed project does not involve expansion of the subject building and therefore is reviewed per the design review standards of the DHCP only. The proposed project is consistent with the purposes of the Zoning Ordinance.

Secretary of the Interior's Standards for Rehabilitation "Standards"

As a designated contributing historic structure under CEQA, all exterior changes must comply with the Secretary of the Interior's Standards for the Treatment of Historic Properties. Rehabilitation means *the act or process of making possible an efficient compatible use for a property through repair, alterations and additions while preserving those portions or features that convey its historical, cultural or architectural values*. According to those Standards, *when alterations or additions to the property are planned for a new or continued use; and when its depiction at a particular period of time is not appropriate, rehabilitation may be considered as a treatment*.

While the Standards do not generally recommend adding new windows or changing the appearance of an existing window, there is much more flexibility when the alterations are on a secondary façade such as the side or rear elevations. The City of Benicia, through its adoption of the downtown historic survey, the survey's methodology and past project reviews, has recognized in consideration of the Standards that in most cases it is the front facade and overall building form that is responsible for conveying the building's historical, cultural and architectural value. The Standards *encourage designing and installing additional windows on*

rear or other-non character-defining elevations if required by the new use. New window openings may also be cut into exposed party walls. Such design should be compatible with the overall design of the building, but not duplicate the fenestration pattern and detailing of a character-defining elevation. The subject proposal is a result of a desired kitchen remodel. The modified window and door configurations to the rear and side façades will provide for a more open and usable kitchen area. The new windows will be six-over-six pane, wood clad, double hung windows to match the existing windows (JELD-WEN brand). These windows are compatible with the existing windows, overall design of the building, but do not duplicate the two primary windows on the character-defining front facade. The two windows on the front facade are modern replacement windows in seemingly original openings.

The new windows are located so they are not readily visible from the public right-of-way. The east/side façade is set back more than 20 feet from the front property line and partially blocked by the garage located in the eastern side of the front yard and a large tree. The modifications do not disrupt the character-defining features as outlined in the property's historic survey prepared by Roland-Nawi Associates.

FURTHER ACTION:

The Historic Preservation Review Commission's action will be final unless appealed to the Planning Commission within ten business days by filing of the appropriate form and payment of the appropriate fee.

Attachments:

- Consistency Analysis: Secretary of the Interior's Standards for Rehabilitation
- Applicable Downtown Historic Conservation Plan Guidelines
- Project Plans
- Department of Parks and Recreation Forms A&B prepared by Roland-Nawi Associates
- Proposed Resolution

**CONSISTENCY ANALYSIS:
SECRETARY OF THE INTERIOR'S
STANDARDS FOR REHABILITATION**

Project Consistency Analysis: Secretary of Interior's Standards for Rehabilitation

Rehabilitation is defined as the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features that convey its historical, cultural, or architectural values.

When repair and replacement of deteriorated features are necessary; when alterations or additions to the property are planned for a new or continued use; and when its depiction at a particular period of time is not appropriate, rehabilitation may be considered as a treatment.

The bold text are the Secretary of Interior's Standard for Rehabilitation guidelines. The regular text is staff's response about how the particular guideline or policy relates to the proposed project.

- 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.**

The existing residential use will not change.

- 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.**

In the survey prepared by Roland-Nawi Associates, the historic character of the building is described as a vernacular house with a steeply pitched roof with eave and gable overhangs, a front gable with exposed purlins, narrow fascia and a wide verge board, a full-length porch with a hip roof supported on bracketed posts and a low open rail. The proposed modification will not remove any of the distinctive materials or impair the features, spaces or spatial relationships that characterize the property.

- 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.**

The proposed windows are compatible with the existing windows and overall design of the building, but do not duplicate the two primary windows on the character-defining front facade. The windows are compatible, but different so that a false sense of historic development is not created. No features or elements from other historic property will be added.

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

According to the survey prepared by Carol Roland, "*the house has been altered over time with a rear addition, possibly by the additions of the east bay and alterations to the porch,*

and changed cladding. More recent changes include the replacement of earlier windows and the addition of roof dormers on the east side of the house. All of these changes impair the integrity of the house in regard to design, materials and workmanship”.

Building permits and Sanborn Company maps substantiate these changes. The Sanborn Company maps document that from 1891 to 1942 the subject one and one-half story building has historically had a one-story rear portion. Some time between 1913 and 1942 the one-story rear portion of the house was expanded to the west. Whether original to the 1860 construction year, the one-story rear addition has most likely acquired historic significance in its own right. However, the existing window and door that will be removed and replaced on the rear elevation are non-original modern materials (aluminum or vinyl). The proposal will replace these with more compatible wood windows. No expansion or alteration to the building's form is proposed. The proposed alterations will not alter any changes to the property that may have acquired historic significance in its own right.

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

The focus of the applicable guidelines in the Downtown Historic Conservation Plan encourages wood sash windows for historic buildings. The new windows will be wood clad to match the existing window materials. No distinctive materials, features, finishes and construction techniques will be removed.

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.

There are no deteriorated historic features proposed for repair or replacement as part of this project. This standard does not apply to this project.

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.

This standard does not apply to this project.

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

This standard does not apply to this project.

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 new windows will be six-over-six pane, wood clad, double hung windows to match the existing windows (JELD-WEN brand). These windows are compatible with the existing windows, overall design of the building, but do not duplicate the two primary windows on the character-defining front facade. Although the two windows on the front facade are modern replacement windows, they are within seemingly original openings.

The new windows are located so they are not readily visible from the public right-of-way. The east/side facade is partially blocked by the garage located in the eastern side of the front yard and a large tree. The modifications do not destroy the existing historic materials, feature, spatial relationships that characterize the property of the character-defining features as outlined in the property's historic survey prepared by Roland-Nawi Associates.

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.

If the new windows were to be removed in the future, the essential form and integrity of the historic property would not be impaired.

**APPLICABLE DOWNTOWN HISTORIC
CONSERVATION PLAN GUIDELINES**

Applicable Downtown Historic Conservation Plan Policies and Guidelines

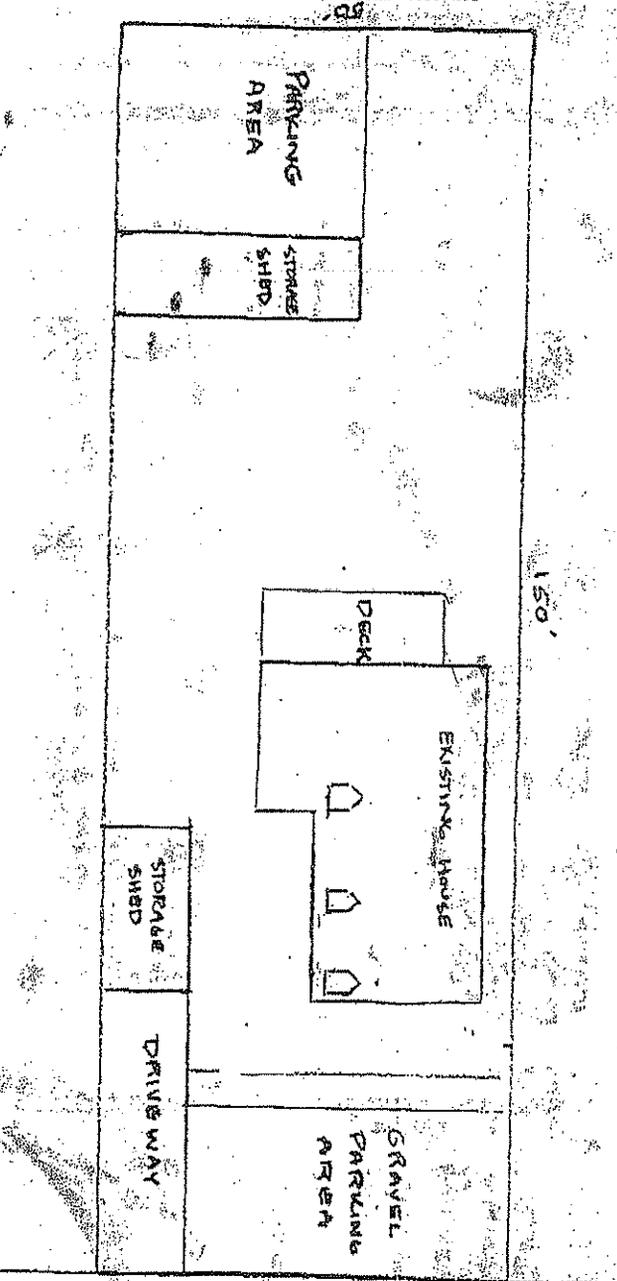
The policies in the Design Guidelines for Residential Building Types, Historic Buildings are as follows:

- Policy 1: Design Integrity. Maintain the design integrity and distinguishing features of historic buildings.
- Policy 2: Façade Elements and Details. Retain the traditional façade elements, proportions and architectural details, which give historic buildings their special character and use appropriate replacements where necessary.
- Policy 3: Integrity of Materials. Maintain the integrity of original building materials.
- Policy 4: Appropriate Materials, Colors, and Finishes. Promote the use of appropriate materials in restorations, renovations and additions to historic and colors, which complement their styles and particular combination of building materials.

Given the proposed scope of work, the following DHCP guidelines apply to this property:

- Guideline 2.3: New or replacement window sash should match the original sash in thickness, depth, pattern and finish.
- Guideline 4.3: Wood window sash is preferred for historic buildings. Vinyl clad wood or factory finished aluminum frames may be acceptable as long as the original design can be duplicated.

PROJECT PLANS



Plot Plan Scale 1/4" = 20'

TERRACE # 1450

OWNER: Degmiller 2010

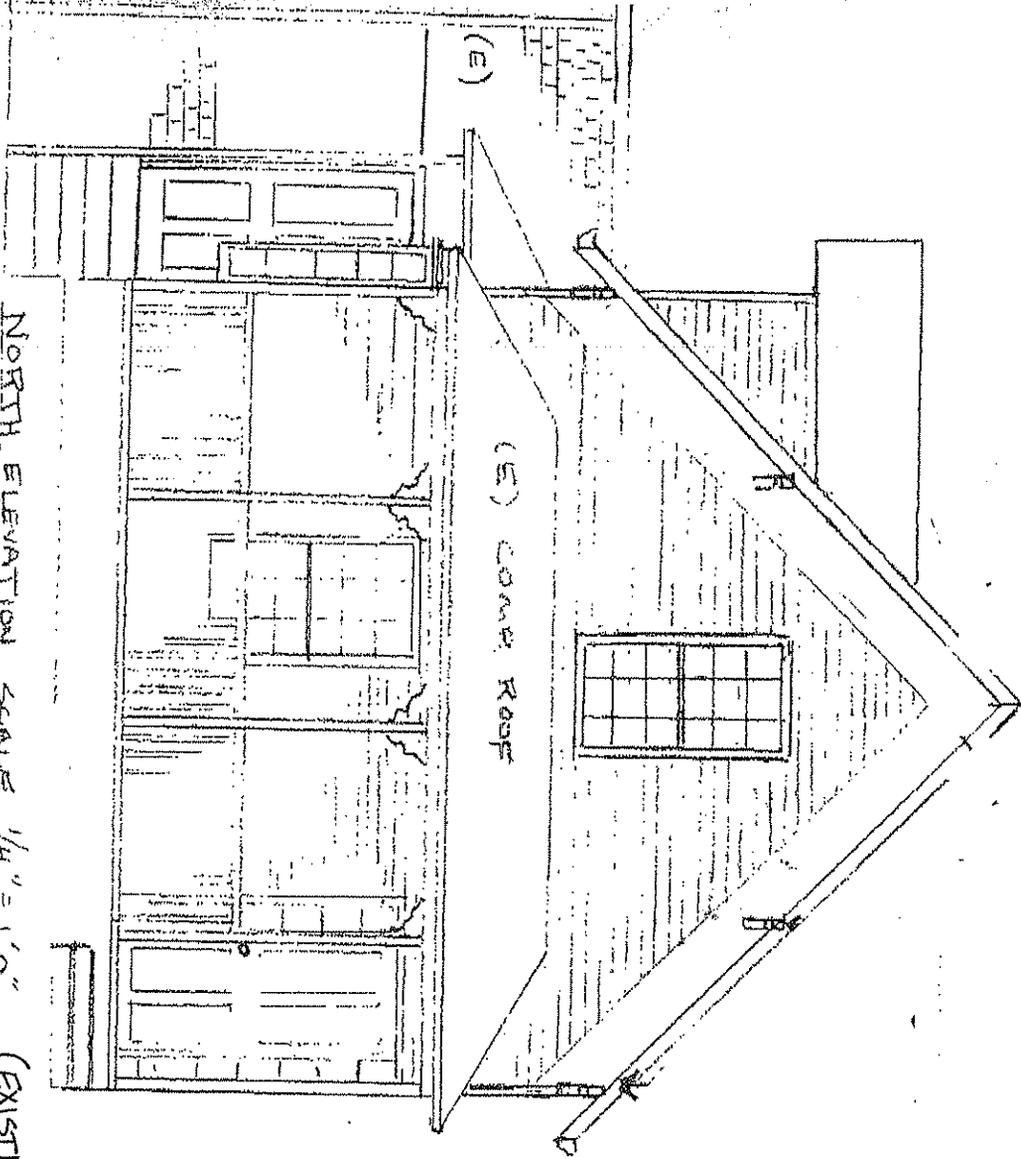
ADDRESS: 404 E. H.

RECEIVED
 OCT 15 2009
 CITY OF BENICIA
 COMMUNITY DEVELOPMENT

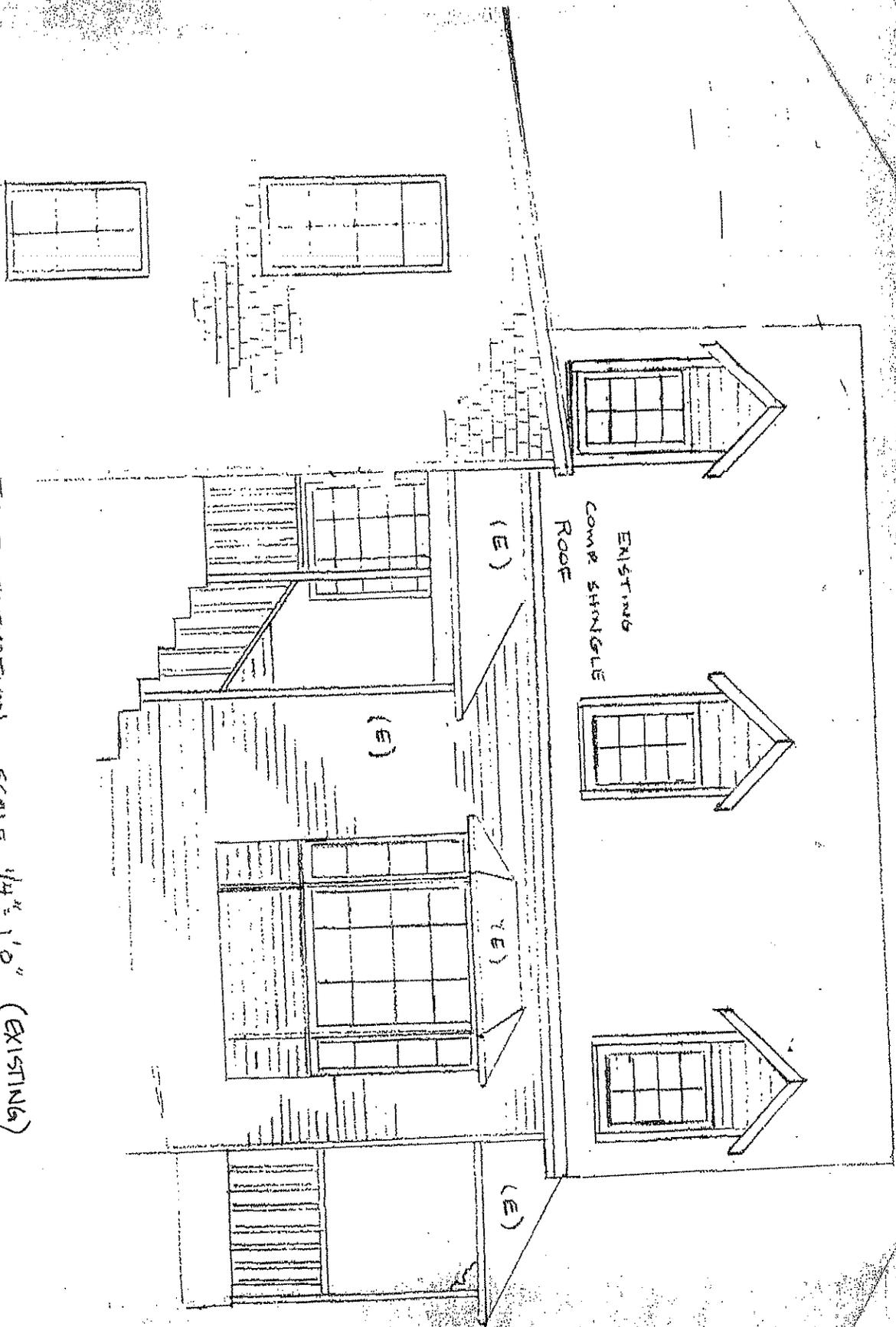
NORTH ELEVATION SCALE 1/4" = 1'-0" (EXISTING)

(e)

(E) Gable Roof



FAST ELEVATION SCALE 1/4" = 1'-0" (EXISTING)



approx dining
3'x3'
same as existing
only shorter

color: 1/4" equals

EXISTING
COMP SINGLE
ROOF

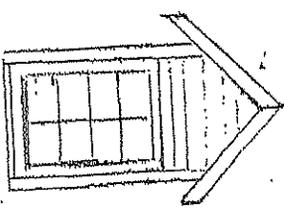
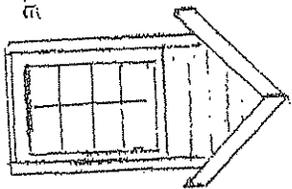
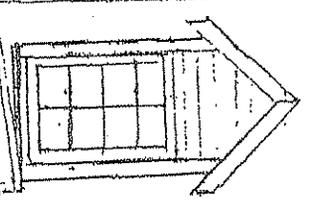
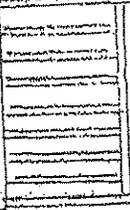
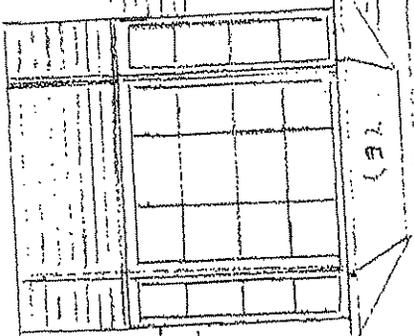
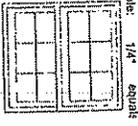
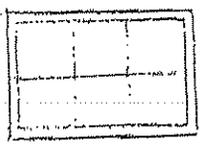
(E)

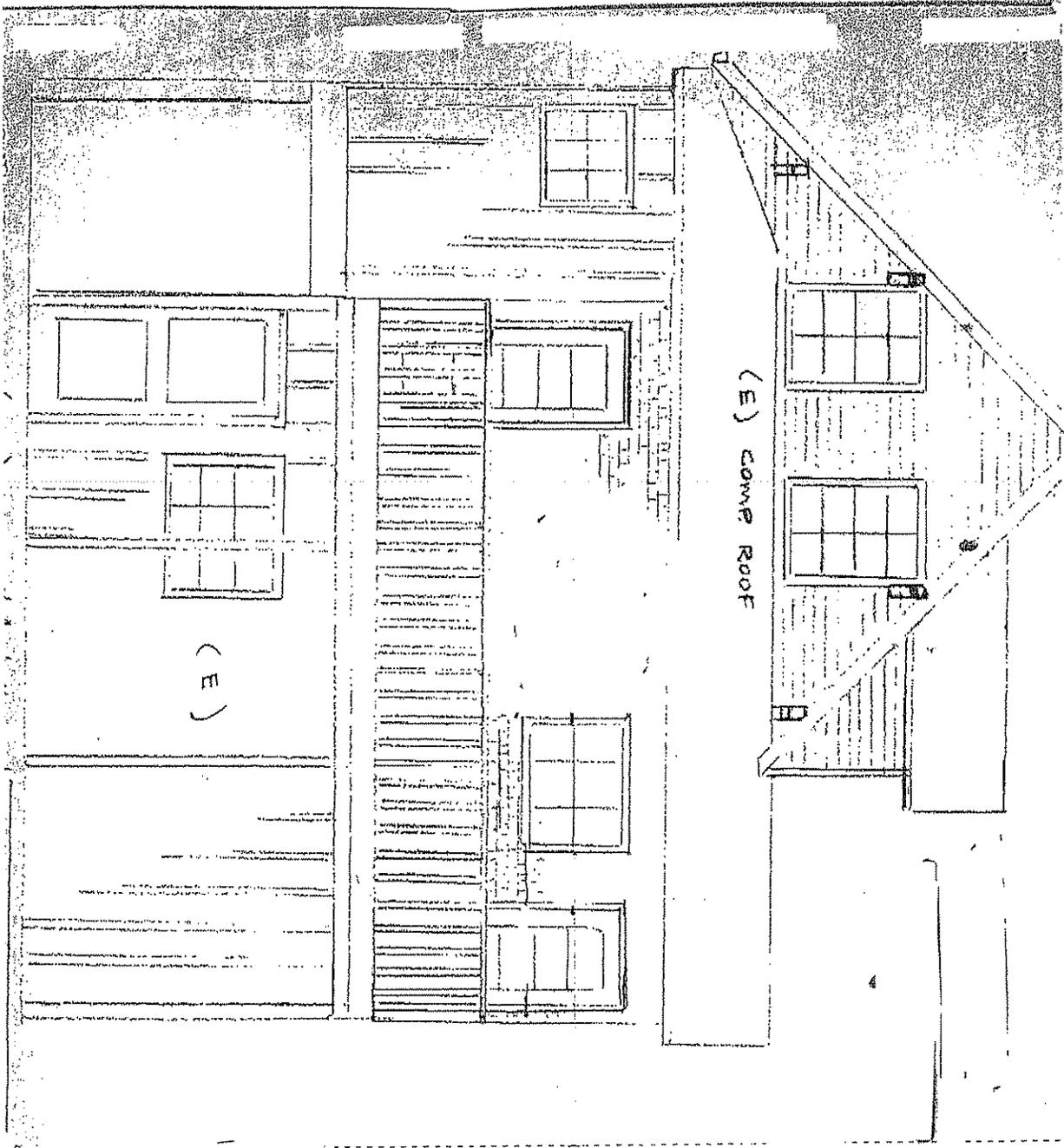
(E)

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(E)

EAST ELEVATION SCALE 1/4" = 1'0" (PROPOSED)

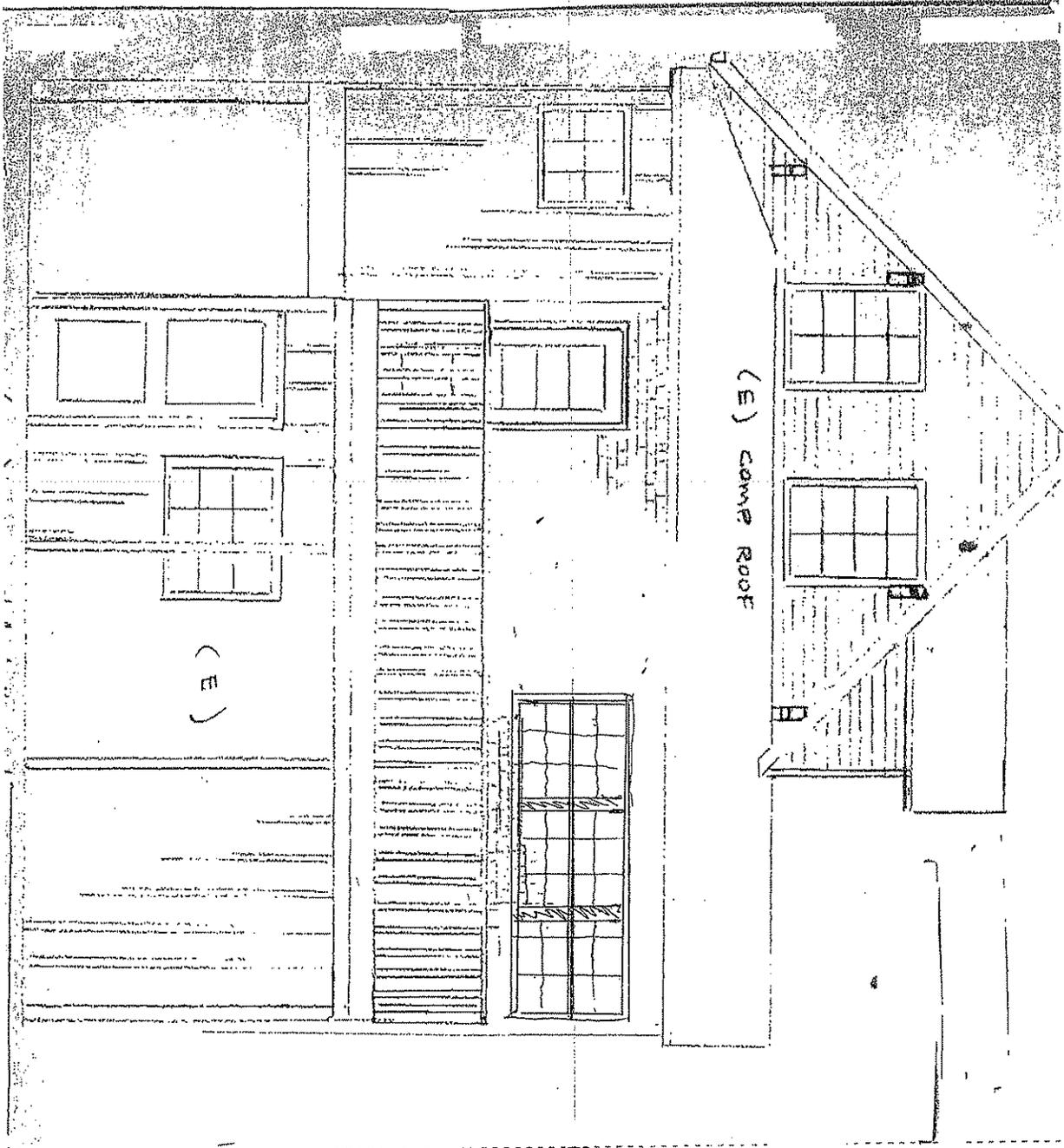




(E)

(E) GAMP ROOF

(EXISTING)



(E) CAMP ROOF

(E)

(PROPOSED)

**DEPARTMENT OF PARKS AND RECREATION
FORMS 523 A & B**

State of California — The Resources Agency
DEPARTMENT OF PARKS AND RECREATION
PRIMARY RECORD

Primary #:
HRI #
Trinomial
NRHP Status Code:
Other Listings

Review Code _____ Reviewer _____ Date _____

*Resource Name or #: 464 East H Street

P1. Other Identifier:

*P2. Location: *a. County Solano

b. Address: 464 East H Street

*c. City: Benicia Zip 94510

d. UTM: N/A

e. USGS Quad: Benicia T2N R3W MDM

*f. Other Locational Data (APN #): 80-171-15

*P3a. Description

This is a front gable house with a shed roof rear addition. The house is one and one-half story with a rectangular plan. The roof is steeply pitched with eave and gable overhangs. The front gable has exposed purlins and narrow fascia and a wide verge board. A full-length porch spans the front elevation. The porch has a hip roof supported on bracketed posts and a low open rail. A shallow canted bay is found on the east façade. Windows are arranged single and are six-over-six double hung replacements. The door is a replacement and the entry sidelights are a latter addition. Since the house was surveyed in 1986 three large gabled dormers have been added to the east roof slope. The building is clad with a narrow lap siding.

*P3b. Resource Attributes: HP2

*P4. Resources Present: Building Structure Object Site District Element of District

P5b. Description of Photo:

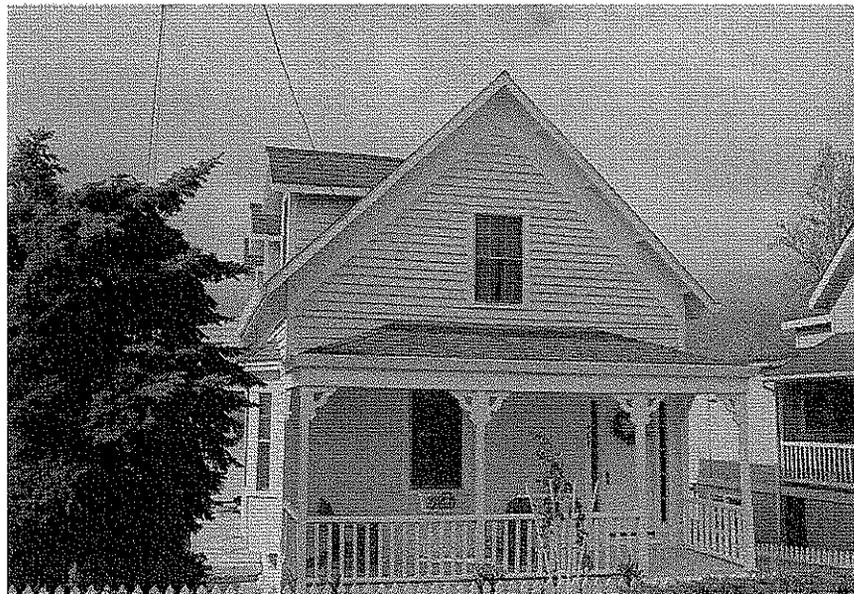
Front façade, view south

*P6. Date Constructed/Age: 1860

Prehistoric Historic Both

*P7. Owner and Address:

P5. Photograph or Drawing (Photograph required for buildings, structures, and objects.)



R.L. Defraffenried
464 East H Street
Benicia, CA 94510

*P8. Recorded by:

Carol Roland
Roland-Nawi Associates
4829 Crestwood Way
Sacramento, CA 95822

*P9. Date Recorded: 11-20-04

*P10. Type of Survey: Intensive
 Reconnaissance Other
Describe Eligibility Evaluation

*P11. Report Citation: none

*Attachments: NONE Map Sheet Continuation Sheet Building, Structure, and Object Record Linear Resource Record Archaeological Record District Record Milling Station Record Rock Art Record Artifact Record Photograph Record Other (List):

BUILDING, STRUCTURE, AND OBJECT RECORD

*Resource Identifier: 464 East H Street

*NRHP Status Code: 3D

B1. Historic Name: N/A

B2. Common Name:

B3. Original Use: Residence

B4. Present Use: Residence

*B5. Architectural Style: Vernacular -Front Gable cottage type

B7. Moved? No Yes Unknown

Date: N/A Original Location: same

*B8. Related Features: None

B9a. Architect: unknown

B9b. Builder: unknown

*B10. Significance: Theme: Benicia Downtown District Period of Significance: 1847-1940 Property Type: Single Family Applicable Criteria: A / C

According to the 1986 survey this house was originally constructed in the 1860s, a date based on interior details and the 1919 Assessor record. While the form of the house would be consistent with this early date, the house has been altered over time with a rear addition, possibly by the additions of the east bay and alterations to the porch, and changed cladding. More recent changes include the replacement of earlier windows and the addition of roof dormers on the east side of the house. All of these changes impair the integrity of the house in regard to design, materials and workmanship. The house has been so altered as to make its contributing status marginal and any additional changes that do not return it to an earlier and more authentic appearance would reduce it to non-contributing status. It continues to contribute to the Downtown Historic District.

B11. Additional Resource Attributes: N/A

B12. References: McAlester, Virginia and Lee. *A Field Guide to American Houses*. New York: Alfred Knopf (1986); Bruegmann, Robert. *Benicia Portrait of an Early California Town: An Architectural History* (San Francisco: 101 Productions (1980); Woodbridge, Sally and Cannon Design Group. *Benicia, California: Downtown Historic Conservation Plan*. City of Benicia, 1990; Sanborn Map Benicia, CA. 1886; 1986 Benicia Historic Inventory form.

PROPOSED RESOLUTION

RESOLUTION NO. 09- (HPRC)

A RESOLUTION OF THE HISTORIC PRESERVATION REVIEW COMMISSION OF THE CITY OF BENICIA APPROVING DESIGN REVIEW TO ADD A NEW WINDOW AND REPLACE AN EXISTING WINDOW ON THE EAST FAÇADE, MODIFY THE EXISTING WINDOW AND DOOR ON THE SOUTH FAÇADE OF THE RESIDENTIAL BUILDING LOCATED AT 464 EAST H STREET (09PLN-86)

WHEREAS, Richard and Anne Degraffenreid, have requested design review approval to add a new window and replace an existing window on the east façade, modify the existing window and door configuration on the south (rear) façade of the contributing building located at 464 East H Street; and

WHEREAS, the Historic Preservation Review Commission at a regular meeting on November 19, 2009 conducted a public hearing and reviewed the proposed project.

NOW, THEREFORE BE IT RESOLVED that the Historic Preservation Review Commission of the City of Benicia hereby finds that:

- a) This project is Categorical Exempt under Section 15301 of the CEQA Guidelines, as a minor alteration to an existing structure.
- b) The project is consistent with the Downtown Historic Conservation Plan Design Guidelines.
- c) The project is generally consistent with the standards in the Downtown Mixed Use Master Plan.

BE IT FURTHER RESOLVED that the Historic Preservation Review Commission of the City of Benicia hereby approves the proposed project subject to the following conditions:

1. This approval shall expire two years from the date of approval, unless made permanent by the issuance of a building permit.
2. The plans and maps submitted for approval and development of the site shall be in substantial compliance with the plans dated received "October 15, 2009" marked Exhibit "A" and consisting of 6 sheets on file in the Community Development Department.
3. Any alteration of the approved plans, including substitution of materials or changes in paint colors, shall be requested in writing and approved by the Public Works and Community Development Director or designee prior to changes being made in the field.
4. The project shall adhere to all applicable ordinances, standard plans, and specifications of the City of Benicia.

5. The two new windows on the east façade shall be 3 x 3 foot windows. The windows shall be wood clad, double-hung windows; JELD-WEN brand as proposed or equivalent.
6. The new three-in-one window on the south façade shall be an 8 x 3 foot window. The window shall be wood clad, double hung windows; JELD-WEN brand as proposed or equivalent.
7. The replacement door on the recessed front façade shall not alter the size or shape of the existing doorframe.
8. The applicant or permittee shall defend, indemnify, and hold harmless the City of Benicia or its agents, officers, and employees from any claim, action, or proceeding against the City of Benicia or its agents, officers, or employees to attack, set aside, void, or annul an approval of the Planning Commission, City Council, Public Works and Community Development Director's, Historic Preservation Review Commission or any other department, committee, or agency of the City concerning a development, variance, permit or land use approval which action is brought within the time period provided for in any applicable statute; provided, however, that the applicant's or permittee's duty to so defend, indemnify, and hold harmless shall be subject to the City's promptly notifying the applicant or permittee of any said claim, action, or proceeding and the City's full cooperation in the applicant's or permittee's defense of said claims, actions, or proceedings.

* * * * *

On motion of Commissioner _____, seconded by Commissioner _____, the above Resolution was adopted at a regular meeting of the Historic Preservation Review Commission on November 19, 2009 by the following vote:

Ayes:
Noes:
Absent:
Abstain:

Toni Haughey, Historic Preservation Review Commission Chair



Public Works & Community Development Department
MEMORANDUM

Date: November 10, 2009
To: Historic Preservation Review Commission
From: Gina Eleccion, Management Analyst *GE*
Re: Status Report: 721-727 First Street (IOOF Building)

Project History

The project began in October 2006 when a vehicle hit the front corner of the building. In early 2007, a minor earthquake further destabilized the building. The property was inspected and the Building Official issued a notice and order. The City issued an encroachment permit allowing the property owner to place scaffolding on the sidewalk to prevent falling brick from injuring pedestrians. A permit application was filed on September 25, 2007 for replacement of the brickwork associated with the front façade. The City worked with the applicant to ensure a seismically sound project and approved a new red brick veneer. The work was permitted under the Downtown Historic Conservation Plan's exemption for repairs.

In late 2008, the applicant substituted the City approved replacement brick veneer with a different brick veneer. The Commission expressed their concern regarding this issue during the December 18, 2008 HPRC meeting.

At the February 26, 2009 HPRC meeting, staff was asked by the Commission to seek an expert opinion on the brick façade alterations made to the building.

Historic Evaluation

On June 30, 2009 staff issued a Request for Services to evaluate the historic integrity of the historic building at 721-727 First Street. Specifically, the consultants were asked to provide an expert opinion on whether the façade alterations are in keeping with the building's historical character, which Secretary of the Interior Standards should be used to evaluate the project, whether the project complies with those standards, and whether any character defining features of the building were compromised by the project.

The City received five responses. Based on the provided scope of work and available funds, Urbana Preservation & Planning was selected. Urbana concluded that the subject building currently retains its eligibility as a contributing structure to the Downtown Historic District. The historic evaluation prepared by Urbana is attached for your review.

Attachment:

- Historic Evaluation of 721-727 First Street prepared by Urbana Preservation & Planning



November 9, 2009

Attn: Amy Million & Gina Eleccion
City of Benicia
Community Development Department
250 East L Street
Benicia, CA 94510

VIA EMAIL: amy.million@ci.benicia.ca.us and gina.eleccion@ci.benicia.ca.us

RE: Review of Past Alterations Completed at 721-727 First Street, IOOF Building.

Dear Amy & Gina,

At the request of the City of Benicia Community Development Department Urbana Preservation & Planning, LLC (Urbana) has completed a review of the past design alterations completed at the Independent Order of Odd Fellows (IOOF) Building at 721 First Street in historic Downtown Benicia. The purpose of this review is to advise City Staff, the City's Historic Preservation Review Commission, the property owner, and members of the public about the remaining historical integrity of the building, an identified contributing element to the Benicia Downtown Historic District. Urbana understands that materials employed as part of past renovations to the historic building are in question and the City is now seeking an opinion on the following issues:

- whether the material selection is/was appropriate under *The Secretary of the Interior's Standards for Rehabilitation*, and further whether *Rehabilitation* is/was the appropriate treatment option to follow, and
- if the building, with its current appearance, configuration, character-defining features, and level of integrity still physically conveys its identified significance as a contributing element to the Downtown Benicia Historic District.

Originally constructed in 1890 the IOOF Building is a typical Two-Part Commercial Block building. The name for the Two-Part Commercial Block is derived from the division of uses at the ground floor and upper floors, with public uses such as commercial storefronts housed at the ground floor, and semi-public or private uses at the upper floors including office and residential apartments. The two-story IOOF Building was constructed for use as a fraternal hall on the upper floor with a commercial storefront below.

A review of historic Sanborn Fire Insurance Maps and a historic photograph of the building, dating to the 1890s, disclosed that the IOOF Building was originally constructed with an approximate 40' width, featuring two ground floor storefronts, a grocer and a crockery, and six windows horizontally aligned along the second floor exterior wall section of the front elevation.

Figure 1: Historic Photograph of the Solano Independent Order of Odd Fellows Building at 721 First Street in Benicia, circa 1890s. Adjacent to the building is a 20' alleyway and the historic bell tower atop the adjacent Benicia City Hall Building is in view.

Image Source: City of Benicia.



The building's original configuration is delineated on page ten of the 1899 Sanborn Fire Insurance publication for Benicia. The 1899 Sanborn Map illustrates that the building was constructed along the west side of 1st Street south of H Street and adjacent to the north side of a 20' alley that transected the block. The configuration of the IOOF Building on the 1899 Sanborn Fire Insurance Map is similar that observed for the building in the 1890s photograph. By 1913 the building had been expanded at the south elevation to include a second story over the alleyway. The alleyway was not in-filled, rather it remained open for use as a drive thru for access to the rear of the building and

adjacent buildings constructed along the alleyway. The expanded second floor volume is notated as "D" on the 1913 Sanborn Map, indicating the space was utilized as a dwelling. The expanded building portion was identified as 721 1st Street and the original building was identified as 727 1st Street. The configuration of the IOOF Building on the 1913 Sanborn Map is similar to that observed today.

Figure 2: June 1899 Sanborn Fire Insurance Map for Benicia showing the building footprint and configuration of the I.O.O.F. Building in Downtown Benicia.

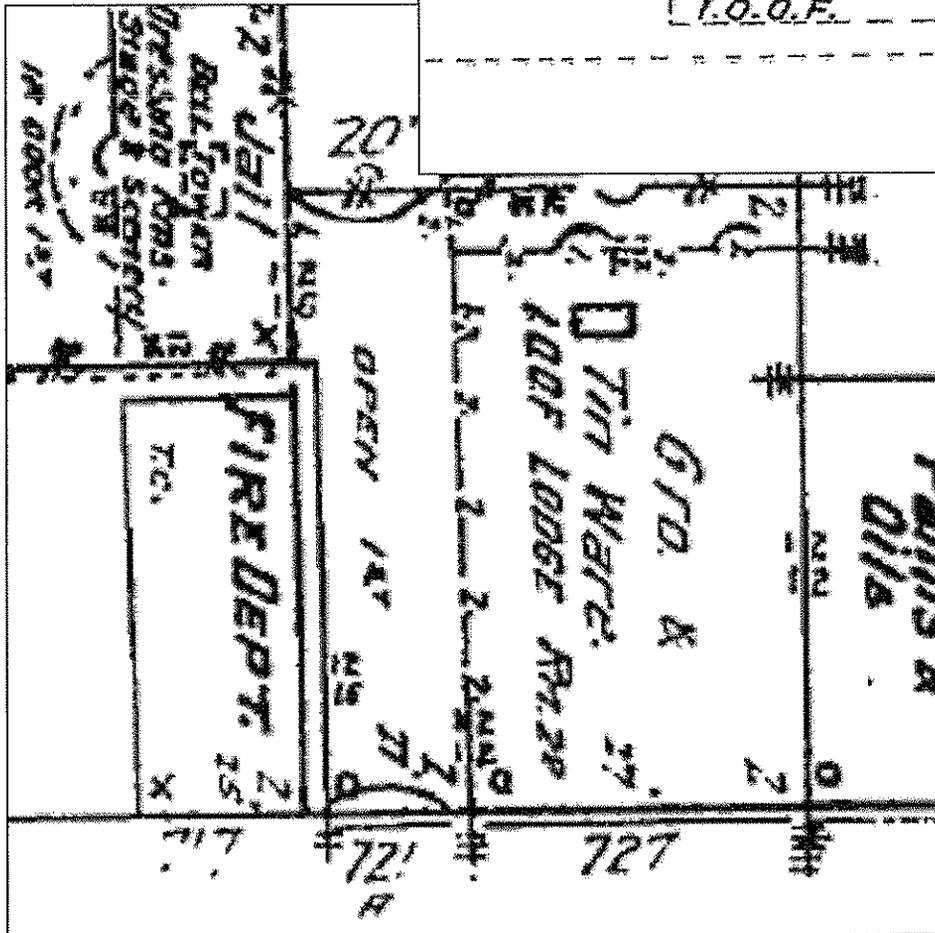
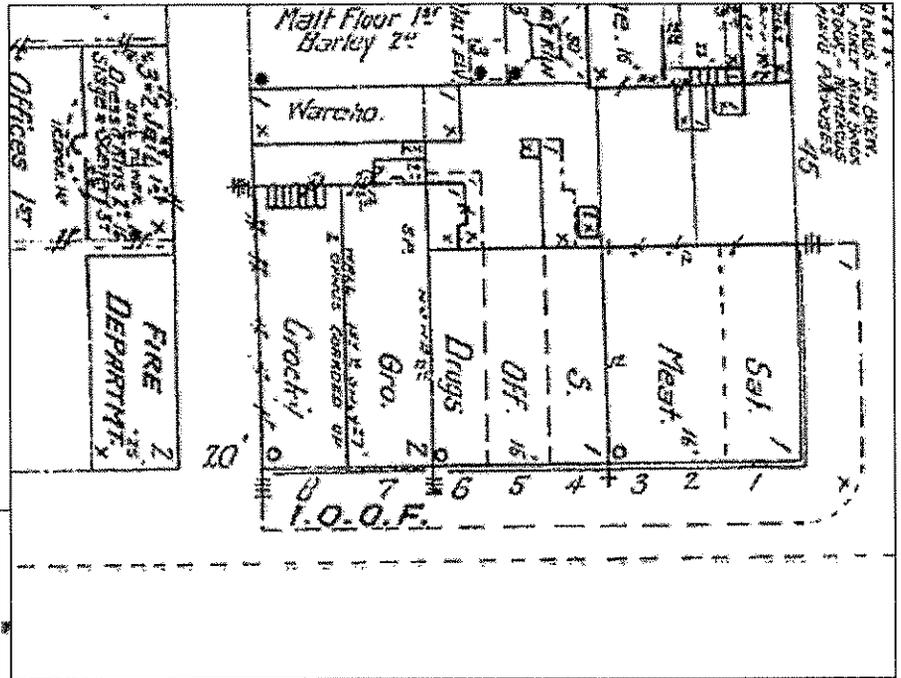


Figure 3: Excerpt of the August 1913 (Sheet 6) Sanborn Fire Insurance Map for Benicia showing the configuration of the IOOF Building at 721-727 First Street, including the expanded second story over the open ground floor drive thru.

As recently as 2005 the IOOF Building was identified as a contributing element to the Downtown Benicia Historic District. In the 2005 documentation and National Register of Historic Places eligibility evaluation, the building was determined to be eligible for inclusion on the National Register under significance criterion A (Events/Patterns of Events) and C (Architecture/Design) as a contributing element to a downtown commercial historic district. The period of significance identified for the district is 1847-1940. The 2005 Department of Parks & Recreation (DPR) 523 A (Primary Record) and B (Building, Structure, Object Record) forms completed for the subject property describe the building as follows.

The building is constructed of brick with the front façade stuccoed. It is rectangular in plan with a flat roof and a pediment. At the center of the pediment, just above the cornice, is a raised IOOF inscription. A dentil cornice extends along the full front façade. The upper story is characterized by a large number of windows symmetrically arranged along the upper façade. The windows are one-over-one double hung and are long and narrow with prominent lintels and sills. A belt course separates the upper from the lower story. On the north side of the lower façade there is a large storefront with a central entry flanked by storefront canted windows. An awning extends across the top of the windows and obscures their architectural detail. On the south side of the façade it appears that a storefront has been removed to provide a drive through to the rear of the building.¹

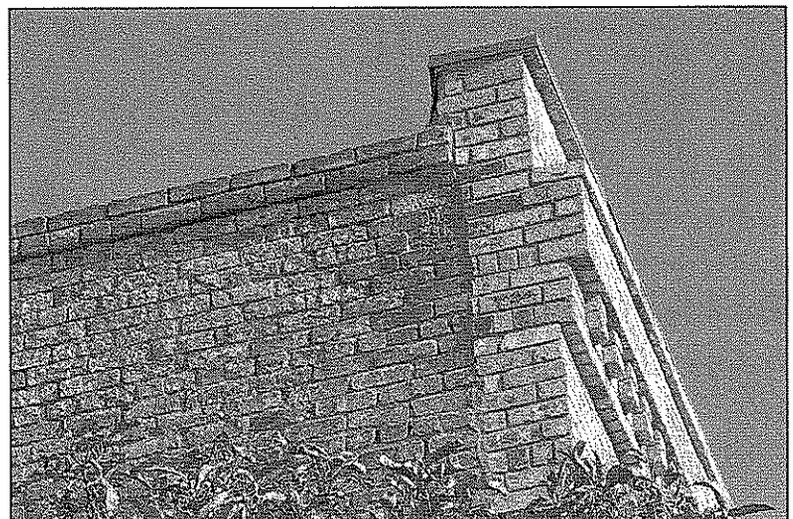
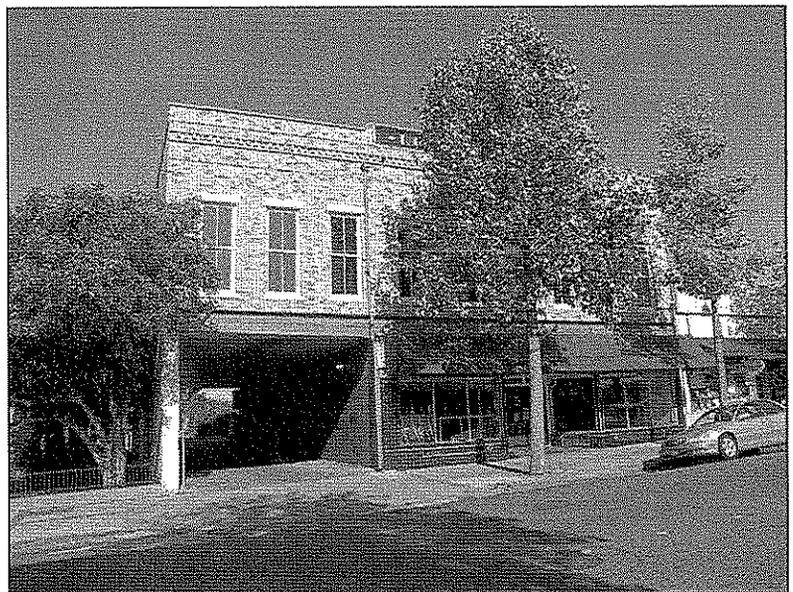
Figure 4: Current image of the I.O.O.F. Building showing the addition built over the south alley between 1900 and 1913.

In October 2006 a vehicle hit the front corner of the historic IOOF Building. In early 2007 the property was further destabilized by a minor earthquake, which necessitated a building inspection that resulted in issuance of a Notice and Order to make repairs. The City issued an encroachment permit allowing the property owner to place scaffolding on the sidewalk to prevent falling brick from injuring pedestrians.

In order to make repairs, the property owner submitted a permit application, dated September 27, 2009, to the City of Benicia to remove the remaining stucco and install new brick along the entire front elevation. The City of Benicia Historic Preservation Review Commission and the City of Benicia Community Development Department approved the material specified by the property owner in the permit application. At the time of project installation, however, a different facing material was utilized. The City did not approve the material employed as part of the repair project.

Figure 5: Intersect of historic and new brick.

The non-approved brick employed at the building façade appears to be a solid and wire cut type with precise flat edges and identical dimensions. The bricks feature a whitish stain that is likely intended to mimic the natural efflorescence that occurs as bricks age and are exposed to moisture. The brick was installed at all wall sections of the front elevation, including the reconstructed dentil band and coursework that form the building cornice. The intersection of the old and new materials is illustrated here in Figure 5.



The Secretary of the Interior's Standards for Rehabilitation

Rehabilitation is defined as is defined as "the process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historic, architectural, and cultural values."² Rehabilitation is the appropriate treatment option to follow when embarking upon upgrades, renovations, and adaptive reuse projects at historic buildings and structures. The *Standards for Rehabilitation* are the appropriate design guidelines to review in relation to proposed projects at the 721-727 First Street building, however, a retroactive review of a completed project under *The Secretary of the Interior's Standards for Rehabilitation* is challenging in that *The Standards for Rehabilitation* are intended to guide the philosophical approach in the treatment of historic properties prior to executing a project. Following are the ten *Standards for Rehabilitation*.

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.
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.
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.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
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.
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.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
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 shall 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.
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.

Guidelines for the Rehabilitation of Historic Storefronts

Additional guidelines for the treatment of storefronts are provided as part of the United States Interior Department - National Park Service Technical Preservation Series (TPS). The storefront is usually the most prominent feature of a historic commercial building, playing a crucial role in a store's advertising and merchandising strategy. Although a storefront normally does not extend beyond the first story, the rest of the building is often related to it visually through a unity of form and detail. Planning should always consider the entire building; window patterns on the upper floors, cornice elements, and other decorative features should be carefully retained, in addition to the storefront itself. Excerpts from the TPS guidelines for the rehabilitation of storefronts are included on the following page.



Storefronts	Protect and Maintain
recommended	<p>Protecting and maintaining masonry, wood, and architectural metals which comprise storefronts through appropriate treatments such as cleaning, rust removal, limited paint-removal, and reapplication of protective coating systems.</p> <p>Protecting storefronts against arson and vandalism before work begins by boarding up windows and installing alarm systems that are keyed into local protection agencies.</p> <p>Evaluating the overall condition of storefront materials to determine whether more than protection and maintenance are required, that is, if repairs to features will be necessary.</p>
	 <p>Distinctive 19th century brick and wood storefront in good repair.</p>
not recommended	<p>Failing to provide adequate protection of materials on a cyclical basis so that deterioration of storefront features results.</p> <p>Permitting entry into the building through unsecured or broken windows and doors so that interior features and finishes are damaged through exposure to weather or through vandalism.</p> <p>Stripping storefront of historic material such as wood, cast iron, terra cotta, canara glass, and brick.</p> <p>Failing to undertake adequate measures to assure the preservation of the historic storefront.</p>

“Recommended: Protecting and maintaining masonry, wood and architectural metals which comprise storefronts through appropriate treatments such as cleaning, rust removal, limited paint removal, and reapplication of systems.”

“Not Recommended: Stripping storefront of historic material such as wood, cast iron, terra cotta, carrara glass, and brick.”

“Recommended: Replacing in kind an entire storefront that is too deteriorated to repair – if the overall form and detailing are still evident – using the physical evidence as a model. If using the same material is not technically or economically feasible, then compatible substitute materials may be considered.”

“Not Recommended: Removing a storefront that is unrepairable and not replacing it; or replacing it with a new storefront that does not convey the same visual appearance.”

“Recommended: Designing and constructing a new storefront when the historic storefront is completely missing. It may be an accurate restoration using historical, pictorial, and physical documentation; or be a new design that is compatible with the size, scale, material, and color of the historic building.”

“Not Recommended: Creating a false historical appearance...introducing a new design that is incompatible in size, scale, material, and color...using inappropriately scaled signs and logos or other types of signs that obscure, damage, or destroy remaining character-defining features of the historic building.”

Storefronts	Replace
recommended	<p>Replacing in kind an entire storefront that is too deteriorated to repair—if the overall form and detailing are still evident—using the physical evidence as a model. If using the same material is not technically or economically feasible, then compatible substitute materials may be considered.</p>
not recommended	 <p>Removing a storefront that is unrepairable and not replacing it; or replacing it with a new storefront that does not convey the same visual appearance.</p> <p>Incompatible replacement storefront and inappropriate window alteration.</p>

Design for Missing Historic Features	
<p>The following work is highlighted to indicate that it represents the particularly complex technical or design aspects of rehabilitation projects and should only be considered after the preservation concerns listed above have been addressed.</p>	
recommended	<p>Designing and constructing a new storefront when the historic storefront is completely missing. It may be an accurate restoration using historical, pictorial, and physical documentation; or be a new design that is compatible with the size, scale, material, and color of the historic building.</p>  <p>Compatible, contemporary storefront design replaced a later, non-significant storefront.</p>
not recommended	<p>Creating a false historical appearance because the replaced storefront is based on insufficient historical, pictorial, and physical documentation.</p> <p>Introducing a new design that is incompatible in size, scale, material, and color.</p> <p>Using inappropriately scaled signs and logos or other types of signs that obscure, damage, or destroy remaining character-defining features of the historic building.</p>

Integrity Status of the I.O.O.F. Building

Integrity is the ability of a property to convey its significance. Generally to be listed on a local historic sites register, the California Register of Historical Resources, or the National Register of Historic Places, a property must not only be shown to be significant under the eligibility criteria, but it also must have integrity. According to *National Register Bulletin 15 How to Apply the National Register Criteria for Evaluation*

The evaluation of integrity is sometimes subjective, but it must always be grounded in an understanding of the property's physical features and how they relate to its significance.

Historic properties either retain integrity (this is, convey their significance) or they do not. Within the concept of integrity, the National Register criteria recognizes seven aspects or qualities that, in various combinations, define integrity.

To retain historic integrity a property will always possess several and usually most, of the aspects.³

Ultimately, the question of integrity is answered by whether or not the property retains the identity for which it is significant. The seven aspects of integrity are identified as follows.

- **Location:** Location is the place where the historic property was constructed or the place where the historic event occurred.

The Two-Part Commercial Block building at 721-727 First Street was constructed on the subject parcel in Benicia's historic commercial business district. The building has not been moved offsite and retains the location aspect of integrity.

- **Design:** Design is the combination of elements that create the form, plan, space, structure, and style of a property.

The 721-727 First Street building was constructed as a Two-Part Commercial Block with a public-serving storefront space at the ground floor and a semi-private fraternal hall and meeting space on the second floor. Historic images of the building and a review of other IOOF Buildings disclose that the original design of the 721-727 First Street building was typical to other Independent Order of Odd Fellow meeting halls constructed at the turn of the century and into the 1920s. Typical features included the Two-Part form, a symmetrical front façade, full-length storefront windows at the ground floor, horizontally aligned upper-level fenestration, a front elevation roof parapet, and decorative detailing at each floor including belt coursing, dentil banding, and other cornice treatments. Additionally, IOOF symbology and signage was typically incorporated into the façade.

Today the 721-727 First Street building still exhibits its Two-Part Commercial Block form with a horizontal division of public and private spaces at each of the two floors. The symmetry incorporated into the design for the front elevation was slightly shifted through the circa 1900-1913 south side addition, however, the addition was unified into the building through the continuation of the horizontally aligned and evenly spaced windows installed at the second level. The building was altered by installation of a new facing material on the front elevation, however, the style and features of the historic cornice treatment, as observed in an historic image of the property, appears to have been accurately reconstructed.

The building, in its current appearance and configuration, appears to retain the design aspect of integrity.

- **Setting:** Setting is the physical environment of a historic property.

The setting of the IOOF Building appears essentially unchanged from the historic setting. It is sited along a main commercial street in present-day Downtown Benicia central business district, and was built adjacent to the rear of the circa 1850s Benicia City Hall. Historic imagery for the area captures views of the IOOF Building in relation to the historic City Hall (and former State Capitol) Building. The proximity between the

two buildings remains, and the surrounding commercial buildings also appear to be relatively unchanged. Development patterns along First Street have not been significantly altered, and thus the 721-727 First Street building retains the setting aspect of integrity.

- **Materials:** Materials are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property.

Some material changes have occurred at the 721-727 First Street Building, with the most visible material change observed at the front elevation. These changes have occurred through time from circa 1900-1913 forward and include an addition of a second level at the south elevation (circa 1900-1913), removal of original two-over-two windows with stained glass lites at the top of each window (date unknown), tile installed at the storefront walls (date unknown), removing the original vents installed in the bulkhead wall section (two vent sections beneath each storefront windows) and installation of a single recessed niche for neon signage (date unknown), removal of the mid-level cornice and retractable awning (date unknown), stucco of the front elevation wall sections (pre-2005), removal of the non-historic stucco and installation of new facing brick at the front elevation (circa 2008-2009). The original transom windows are intact and extant. Original materials are extant at the side and rear elevation.

Removal of the original brick, coursing, and cornice features reduces the materials aspect of the building's integrity, however, the non-historic replacement materials are the same type of material (brick) and the installation pattern employed successfully replicated the original coursing and cornice such that the building's appearance today is similar to that observed in historic images.

Although reduced by changes to the front façade, the building at 721-727 First Street retains the material aspect of integrity and today still appears to be a historic-era Two-Part Commercial Block building constructed in Downtown Benicia between 1847-1940.

- **Workmanship:** Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in historic or prehistory.

The original workmanship is still evident at the side and rear elevations of the 721-727 First Street building, where the original materials are extant. However, the original workmanship has been eroded as alterations have occurred, particularly at the front elevation.

- **Feeling:** Feeling is a property's expression of the aesthetic or historic sense of a particular time.

In its current appearance and configuration the 721-727 First Street Building still physically conveys a historic sense of a Two-Part Commercial Block building and a historic building in Downtown Benicia. The building's angled recessed storefront windows are intact and provide a distinctive tangible connection to design features common to historic commercial properties and the way that pedestrians interact with buildings. The new brick façade does not void the building's ability to physically convey its historic construction and occupation period, or its relationship to surrounding historic commercial buildings. The building retains the feeling aspect of integrity.

- **Association:** Association is the direct link between an important historic event or person and a historic property.

The 721-727 First Street Building still maintains a direct association with commercial development patterns in the historic Benicia central business district. The building is still regarded as a Two-Part Commercial Block, and it maintains a visual and spatial relationship with the surrounding historic-era buildings. The building retains the association aspect of integrity.

Conclusions & Recommendations

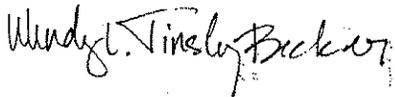
In its current configuration and appearance the I.O.O.F. Building at 721-727 First Street appears to retain its identified eligibility as a contributing element to the Downtown Benicia Historic District because the building retains its massing, configuration, form, and fenestration pattern from the circa 1900-1913 period. The original angled storefront windows, with a central recessed entrance, is intact although the surrounding exterior wall sections have been tiled-over. The original leaded-glass transoms are also extant. The transoms, however, are obscured from view by the existing awnings installed to shade the storefronts. The awnings are considered reversible features. The new brick facing installed in the upper level wall section at the front elevation does not reduce the integrity of the building such that its aesthetic and spatial relationship with the surrounding historic-era commercial buildings is removed, nor does the new brick facing preclude the ability of the building to still be identified as a contributor to the Downtown Benicia Historic District.

The specific brick type installed along the front elevation of the 721-727 First Street Building was not likely the most suitable choice, as it features a whitish stain that is likely intended to mimic the natural efflorescence that occurs as bricks age and are exposed to moisture. However, the installation of in-kind materials (brick) for the damaged storefront is considered to be consistent with *The Standards for Rehabilitation* and the guidelines provided for storefronts. As part of the brick project historic façade features were reconstructed. These reconstructed character-defining features include coursing, a full-length dentil band, and a cornice – all of brick.

Given the changes through time, including the recent brick installation project, the 721-727 First Street building would not be identified in the future as individually eligible for listing on the National Register of Historic Places; however, the integrity of the building is intact enough to support a continued positive eligibility statement for the building as a contributor to the Downtown Benicia Historic District. Although the brick facing was installed in the recent past, outside the period of significance for the historic district, it has not altered the appearance of the building such that it no longer appears ‘historic’ or no longer appears to be a Two-Part Commercial Block property type.

It is recommended that all future project proposed be reviewed for compliance with *The Standards for Rehabilitation* prior to approval of permits and execution of any work activities. Additionally it is recommended that future improvements at the building exterior should include exposing the historic and character-defining transom windows, and replacing the tile at the storefront walls with a historically appropriate wall cladding material based on an additional review of historic images of the building.

Respectfully Submitted,



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¹ Roland-Nawi Associates, *DPR 523 A & B Forms – Solano IOOF Hall, 727 First Street, Benicia, CA*, November 2005.

² Ibid, <http://www.nps.gov/history/hps/tps/tax/rhb/stand.htm>.

³ United States Interior Department – National Park Service, *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation*, 44.