



CITY OF FULLERTON

Community Development Department

Item No. 3
October 24, 2018
7:00 p.m.
Public Hearing

**TO: Chair Dunlap and
Members of the Landmarks/Planning Commission**

APPLICATION

PRJ18-00395 (ZON18-00076 & LRP18-00005)

APPLICANT

Fullerton Heritage on behalf of property owner, City of Fullerton

LOCATION

201 South Basque Avenue

SUMMARY AND APPLICATIONS REQUESTED

This application is a request to designate the property at 201 South Basque Avenue, commonly known as the Hunt Library, as a Local Landmark and to approve a General Plan Revision to include the property on Table 6 and Exhibit 3 of The Fullerton Plan, City of Fullerton Local Register of Historical Resources and Map of Historical Resources – National and Local, respectively.

CEQA DETERMINATION

Categorically exempt (15331)

AUTHORIZATION/GUIDELINES

Fullerton Municipal Code (FMC) Section 15.48.050 authorizes the Landmarks Commission to designate a property as a Local Landmark, after due consideration and public hearing. The Landmarks Commission review shall consider the criteria specified in FMC §15.48.060, *Criteria for Designation*.

California Government Code §65353 establishes a procedure wherein the Planning Commission is authorized to consider a revision to the General Plan at a noticed public hearing, and forward their recommendation to the City Council for final action.

THE EDUCATION COMMUNITY

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PUBLIC OUTREACH

On October 11, 2018, the Community Development Department sent a Public Hearing Notice to a total of 52 owners of property and site addresses within a 300-foot radius of the project site and posted a Public Hearing Notice on the property. Notice was published in the Fullerton News Tribune on October 11, 2018. The notice was also posted on the City’s website and at the Maintenance Services Department, Main Library, Museum Center and City Hall on the Public Notice Boards. As of the preparation of this report, no comments have been received regarding this action.

PROJECT BACKGROUND / HISTORY

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| <i>Applicant:</i> | Fullerton Heritage |
| <i>Property Owner:</i> | City of Fullerton |
| <i>Property Location:</i> | 201 South Basque Avenue |
| <i>General Location:</i> | The property is located at the terminus of South Basque Avenue, north of Valencia Drive and south of Commonwealth Avenue and the railroad tracks. |
| <i>Parcel Number:</i> | 030-290-21 |
| <i>Existing General Plan Community Development Type:</i> | Government Facilities |
| <i>Existing Zoning Classification:</i> | P-L Public Land |
| <i>Site Size:</i> | 97,565 sq. ft. (2.2 acres) |
| <i>Circulation:</i> | Basque Avenue, at this location, is a local street |
| <i>Surrounding Land Uses and Zoning:</i> | <p><u>North:</u> Railroad tracks/right-of-way and Commonwealth Avenue, with single-family residences beyond in the R-1-7.2 (single-family residential, minimum lot size 7,200 sq. ft.) zone</p> <p><u>East:</u> Parking lot and Pooch Park (City park) in the P-L zone</p> <p><u>South:</u> Pacific Drive Park and associated parking lot in the P-L zone, single-family residence in the R-1-6 (single-family residential, minimum lot size 6,000 sq. ft.) zone with Pacific Drive School located to the northeast in the P-L zone</p> <p><u>West:</u> Grace Ministries Campus in the G-C (General Commercial) zone</p> |

The Hunt Library is not identified in the Historic Building Survey, though the four story Hunt-Wesson Corporate Office building, designed by the same architect in the same architectural style, is included in the Survey as a potential landmark. The “potential” landmark label was likely due to the age of the building, which was less than 40 years old at the time of the 2001 update to the Survey and there was no property owner consent for historical landmark designation. A property must typically be at least 50 years old to be considered historic. Both buildings possess the qualities for designation as landmarks as they retain a high degree of historic integrity and architectural significance.

City documents relevant to the nomination of a property as a Local Landmark are the Historic Building Survey (“Fullerton Through the Years”), The Fullerton Plan (General Plan) and Fullerton Municipal Code (FMC) Chapter 15.48.

The Fullerton Plan is a policy document which recognizes and identifies community values and establishes goals and policies for future development with respect to Fullerton's built environment, economy, community and natural environment. It contains a Historic Preservation Element with the stated purpose of guiding "the preservation, protection, restoration and rehabilitation of historical resources in order to reaffirm their continuing value as a resource contributing to the vitality and diversity of the present." This Element is not one of the Elements required under state law, but was prepared and adopted because historic preservation is important to the community. Table 6 of The Fullerton Plan is the City's Local Register of Historical Resources and includes properties identified in the Historic Building Survey, plus others that have been identified as historically significant since the Survey was last updated. Exhibit 3 (Attachment to Resolution) is a map indicating locations of Local and National Landmarks.

The Zoning Ordinance implements The Fullerton Plan. Chapter 15.48 of the Zoning Ordinance identifies the review process and criteria to be considered in designating a property as a Local Historical Landmark.

During Fullerton's early years, the subject property was within an area that was largely rural in nature. In the 1920s, the City zoned the area for industrial use to attract manufacturing companies to the city. In the late 1920s a young Norton Simon acquired an orange juice bottling plant, which he named Val Vita Food Products Company, that was located in this area. Over time and with acquisition of other food related companies, Val Vita became Hunt-Wesson, Inc. and later Con-Agra Foods.

Simon built the 1939 Streamline Moderne style building at the northeast corner of Brookhurst and Commonwealth for Val Vita office headquarters. Over time, the company grew to occupy more than 100 acres and in the 1950s Simon made the decision to separate out the industrial operations from the office and headquarter activities. He hired the well-known architect William Pereira to create a master plan for the 20 acre headquarters/office complex. By this time, Fullerton had experienced a significant gain in population, and much of the land surrounding the headquarters site was subdivided for single-family residential development, most of which still exists today.

The Hunt Library and grounds were a gift to the City from the Hunt-Wesson Company in conjunction with development of the adjacent Hunt-Wesson Corporate Headquarters (now owned by Grace Ministries). The library building, like the four-story corporate office building, was designed by noted architect William L. Pereira in the International Style, a modern architectural style at the time featuring rectangular forms, glass panels and a repeated module pattern. A third building that was remodeled to architecturally match the corporate office building has since been demolished and replaced with the Grace Ministries sanctuary building. A small outdoor pavilion in the same architectural style is situated between the Hunt Library and the corporate office building on the Grace Ministries campus. The corporate office building and Hunt Library were completed in 1962. Grace Ministries acquired the property in August 2000.

PROJECT DESCRIPTION

The application is a request to designate the Hunt Library property as a Local Historical Landmark and to add the property to Table 6 of The Fullerton Plan, City of Fullerton Local Register of Historical Resources and Exhibit 3, map of Historical Resources. The library building is located on a 2.2 acre site, adjacent to the former corporate headquarters and now Grace Ministries International headquarters. To the west of the library site is a City owned three acre parcel which contains a parking lot and City dog park.

The Hunt Library building is a rectangular shaped structure approximately 10,500 square feet in size; building materials include steel, glass and aluminum. All exterior walls are glass within aluminum frames, with clerestory windows above, infusing the interior space with natural light. Integrated into the building form and with access from the library interior are three courtyards at the southeast, southwest and northwest corners of the building; all are open to the sky and have a full height slatted metal fence on one side that allows for views of the landscaped grounds. A mature jacaranda tree is located in the center of each courtyard and benches are affixed to the floors. (Attachment 2)

The library is situated on a raised concrete platform that lends an appearance of the building floating above the ground. Two steps lead up to a wide covered portico that spans the width of the building on both the north and south elevations. A broad walkway leads to the main entry on the south side of the library, a similar double doorway is located on the north side of the building leading to a large open patio. A series of walkways connect the library to what is now the Grace Ministries campus.

Distinguishing features of the library building are the steel T-shaped beams that support the roof and create a modular framework. This T-shaped element was carried throughout the original Hunt-Wesson campus, and is also found on the four story corporate office building and on bench seating located on the grounds. Attachment 2 includes full details of the site and building, as well as photographs of the site and library building.

ANALYSIS

FMC Chapter 15.48 (Landmarks, Landmark Districts, Residential Preservation Zones and Significant Properties) establishes the process for determining whether a site is worthy of designation as a Local Landmark. Such designation confirms that the historic, cultural, architectural or aesthetic value of a property merits its preservation, restoration and/or protection.

FMC 15.48.060, Criteria for a "Historical Landmark" designation, identifies the following criteria for determining eligibility:

1. Character, interest or value as part of the heritage of the city.
2. Location as a site of a historic event.
3. Identification with a person or persons or groups who significantly contributed to the culture and development of the city.
4. Exemplification of a particular architectural style or way of life important to the city.
5. Exemplification of the best remaining architectural types in an area.

6. Identification as the work of a person or persons whose work has influenced the heritage of the city, the state of California or the United States.
7. Embodiment of elements of outstanding attention to architectural design, detail, materials or craftsmanship.
8. Relationship to other landmarks, where the preservation of one has a bearing on the preservation of another.
9. A unique location or singular physical characteristic representing an established and familiar visual feature of a neighborhood.
10. Integrity as a natural environment that strongly contributes to the well being of the people of the city.

The project qualifies as a Local landmark for its significant architecture (Criteria 4 and 7). It further qualifies on the basis of its being a work of Master Architect William L. Pereira, who is recognized as a distinguished and prolific architect of the twentieth century (Criterion 6).

Architectural Significance:

4. Exemplification of a particular architectural style or way of life important to the city.
7. Embodiment of elements of outstanding attention to architectural design, detail, materials or craftsmanship.

The Hunt Library, along with the Corporate Office Building on the adjoining property, are the best examples of the International Style in Fullerton. This architectural style originated in Europe in the 1920s and 30s and was popular in the United States from 1930-1970. The style is characterized by rectilinear and modular forms, glass and steel construction, emphasis on volume rather than mass and absence of ornamentation.

The building is a rectangular shaped box of steel, aluminum and glass set on a raised concrete platform. Walls are composed of rows of black and clear glass panels in a repeated module pattern. A smaller box of glass panels sits atop the rectangular form and functions as a continuous clerestory window, allowing light to enter the interior space and provide views of surrounding treetops from the building interior. A broad portico supported by four steel beams projects over the front entrance to the library. Rectangular recessed lighting in the portico ceiling provides nighttime illumination, and similar light panels also arranged in a rectilinear pattern on interior ceilings. The three rectilinear courtyards at corners of the building are enclosed by glass walls on three sides and metal slats that open the courtyard to the exterior on the fourth side.

While the exterior of the library was entirely the design of architect William Pereira, the City had input on the functional layout of the library's interior. Special elements of the interior include art gallery facilities and custom designed shelving that provides for book storage below and picture display above. During the time the campus functioned as Hunt-Wesson headquarters, company head Norton Simon loaned paintings and sculptures for display on library walls and grounds.

Aside from a new roof added in 1998, the library's exterior retains nearly all of its historic integrity. The library interior is also largely intact with only minor alterations, including a change to the flooring and removal of a fireplace in the lounge area.

Noted Architect:

6. Identification as the work of a person or persons whose work has influenced the heritage of the city, the state of California or the United States.

The Hunt Library was designed by the acclaimed architect William Pereira as a companion building to the four story Hunt-Wesson Headquarters Building in a 20 acre park-like campus setting. Pereira's modernism style of architecture helped to define the look of mid-twentieth century Southern California. Pereira designed hundreds of buildings over a fifty year career and was one of the most prolific architects of the twentieth century.

His architectural career began in Chicago in 1930, where he helped to draft a master plan for the 1933 Chicago World's Fair. He went on to design movie theaters across the United States, and subsequently moved to Los Angeles in the late 1930s where, for a brief period, he worked as an art director for Hollywood films. After World War II Pereira again focused on architecture, and joined the faculty at University of Southern California (USC) while continuing his private architectural practice.

Pereira formed a partnership with Charles Luckman from 1950 to 1958, and the firm received many large commissions for building and planning projects. A small sampling of the firm's projects includes the CBS Television City studio complex, the Los Angeles International Airport master plan and "Theme Building", several Robinson's department stores, Disneyland Hotel and master plans for Edwards Air Force Base, Camp Pendleton, and Cal Tech.

After parting with Luckman, Pereira set up his own practice, William L. Pereira and Associates. His firm completed 260 projects, including a wide variety of commissions for hospitals, performing arts centers, colleges, banks, corporate headquarters and private homes, to name a few. Some of the most notable buildings designed by Pereira and Associates include the elliptical Great Western Savings Center in Beverly Hills, Transamerica Pyramid in San Francisco, Geisel Library (inverted pyramid) at the University of California San Diego campus and the Los Angeles County Museum of Art complex. The firm also had many planning commissions, a few examples include master plans for the Irvine Ranch and University of California, Irvine (UCI), cities of Huntington Beach, Rancho Santa Margarita, Honolulu and Teheran. He designed a number of large corporate complexes, particularly during the growth of the aerospace industry, for Northrop, Lockheed, Douglas and North American. Features of these campuses included the extensive use of steel and glass, strong horizontal lines and lavish landscaping.

Pereira was appointed a Fellow of the American Institute of Architects in 1958, a recognition granted to select members for their exceptional work and contributions to architecture and society. Many of his projects were ground breaking and high-profile, often taking on unusual forms and attracting considerable attention. His work was covered in mass circulation magazines such as Time and Newsweek as well as in professional journals. His journals and many of his plans, drawings and correspondence are retained in the libraries at UCI and USC.

ENVIRONMENTAL REVIEW

CEQA Exemption: In accordance with the California Environmental Quality Act the recommended action is categorically exempt from environmental review per Section 15331 of the State CEQA Guidelines. This Class 31 exemption allows for the preservation and conservation of historical resources in a manner consistent with the Secretary of Interior's

Standards for the treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings.

GENERAL PLAN CONSISTENCY

The Fullerton Plan Historic Preservation Element (Chapter 3) has the stated purpose of guiding “the preservation, protection, restoration and rehabilitation of historical resources in order to reaffirm their continuing value as a resource contributing to the vitality and diversity of the present.” Table 6 of The Fullerton Plan comprises the Local Register of Historical Resources, a listing of properties recognized as historically significant. This nomination for local landmark status helps to preserve an important architectural resource in the City of Fullerton, consistent with the following General Plan policies.

P4.1 *Regional Recognition of Historic Resources.* Support programs and policies to raise the regional and subregional awareness of Fullerton’s historic resources.

P4.2 *Awareness of Historic Resources.* Support programs and policies to raise the awareness of the value of historic resources in strengthening communities, conserving resources, fostering economic development and enriching lives.

REQUIRED FINDINGS

Landmark Designation

Pursuant to Fullerton Municipal Code Chapter 15.48, Criteria for Designation

Finding: The Hunt Library is eligible for a Historical Landmark designation in accordance with the criteria identified in FMC 15.48.060.

Fact: The nominated property is worthy of a Historical Landmark designation because it meets eligibility Criteria 4, 6 and 7, embodying the International Style architecture of the mid-twentieth century, exemplifying its characteristic form, materials and structure and being the work of an important twentieth century architect.

Fact: The Hunt Library building meets Criterion 4 (Exemplification of a particular architectural style or way of life important to the city) and 7 (Embodiment of elements of outstanding attention to architectural design, detail, materials or craftsmanship). The Hunt Library, along with the Corporate Office Building on the adjoining property, were designed and built in the International Style of architecture which is characterized by rectilinear and modular forms, glass and steel construction, emphasis on volume rather than mass and absence of ornamentation. The Library building is a rectangular box comprised of steel, aluminum and glass materials. Walls consist of rows of black and clear glass panels within a metal framework in a repeated module pattern, with clerestory windows above. A broad portico supported by four steel beams projects over the front entrance to the library. Recessed lighting in the portico and building interior are arranged in a rectilinear pattern, complementing the form of the building. The library building is set on a concrete platform that is elevated two steps above the ground. All design elements are integrated in the form and function of the building and are reflective of the International Style.

Fact: The Hunt Library building meets Criterion 6 (Identification as the work of a person or persons whose work has influenced the heritage of the city, the state of California or the

United States). The building was designed by the firm of William L. Pereira and Associates; William Pereira was a prominent architect who designed hundreds of projects throughout the United States as well as internationally. He was noted for his large scale works including high rise buildings, corporate headquarters, college campuses and master plans, and also for his many innovative designs. He was named a Fellow of the American Institute of Architects for his exceptional work and contributions to architecture and society.

Finding: Designation of this property as a Local Landmark is consistent with the goals and policies contained in The Fullerton Plan.

Fact: The Historic Landmark Designation of the Hunt Library property supports The Fullerton Plan, Policy 4.1 Regional Recognition of Historic Resources which supports programs and policies that raise the regional and sub-regional awareness of Fullerton's historic resources.

Fact: The Historic Landmark Designation of the Hunt Library property supports The Fullerton Plan, Policy 4.2 Awareness of Historic Resources which supports programs and policies to raise the awareness of the value of historic resources in strengthening communities, conserving resources, fostering economic development and enriching lives.

Fact: The Historic Landmark designation of the subject property supports The Fullerton Plan, Policy 4.5 Historic Building Preservation which states that Landmark designation will protect and preserve the building, allow for potential adaptive reuse and provide a process for reviewing future proposed improvement to the property.

Finding: Property owner consent for the Historical Landmark designation has been granted pursuant to FMC 15.48.050.

Fact: The property is owned by the City of Fullerton, and the City Manager has given written consent for the filing of the application for landmark designation by Fullerton Heritage.

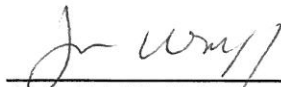
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| RECOMMENDED ACTION |
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Adopt Planning Commission Resolution No. PC 2018-23 entitled:

A RESOLUTION OF THE LANDMARKS/PLANNING COMMISSION OF THE CITY OF FULLERTON, CALIFORNIA, RECOMMENDING THAT THE CITY COUNCIL APPROVE A LOCAL LANDMARK DESIGNATION FOR THE PROPERTY LOCATED AT 201 SOUTH BASQUE AVENUE (HISTORIC LANDMARK NO. HL-102) AND APPROVE A GENERAL PLAN REVISION TO MAKE CORRESPONDING AMENDMENTS TO THE FULLERTON PLAN HISTORIC PRESERVATION ELEMENT, TABLE 6 – CITY OF FULLERTON LOCAL REGISTER OF HISTORICAL RESOURCES AND EXHIBIT 3 – MAP OF HISTORICAL RESOURCES – NATIONAL AND LOCAL

DATED: October 18, 2018

Prepared by:



Joan Wolff, AICP
Senior Planner

Approved by:



Matt Foulkes
Planning Manager

Attachments to Report:

1. Draft Planning Commission Resolution No. PC-2018-23
2. Supporting materials for 201 South Basque Avenue – Hunt Library
3. Hearing Notice and Notification Map