



# Los Angeles CITY PLANNING COMMISSION

200 N. Spring Street, Room 272, Los Angeles, California, 90012-4801, (213) 978-1300  
[www.lacity.org/PLN/index.htm](http://www.lacity.org/PLN/index.htm)

Determination Mailing Date: OCT 01 2010

CASE NO.: CPC-2010-996-HPOZ-MSC  
CEQA: ENV-2010-997-CE

Applicant: City of Los Angeles

**Location:** Generally bounded by Wilshire Boulevard on the north, Olympic Boulevard on the south, Crenshaw Boulevard on the east, and both sides of Lucerne Boulevard to the west.

**Council District:** 10 (Wesson)

**Request(s):** Establishment of the Windsor Village Historic Preservation Overlay Zone (HPOZ), the joint board of the proposed Windsor Village HPOZ, and the application of the name "Country Club Park-Wilshire Park-Windsor Village HPOZ Board" to all relevant aspects of HPOZ administration.

At its meeting on September 16, 2010, the following action was taken by the City Planning Commission:

1. **Approved** the establishment of the Windsor Village Historic Preservation Overlay Zone (HPOZ) and recommend that the City Council establish the staff-recommended boundaries as those shown.
2. **Found** that the staff-recommended boundaries of the Windsor Village HPOZ are appropriate and that the proposed Historic Preservation Overlay Zone meets one or more of the required criteria pursuant to Los Angeles Municipal Code Section 12.20.3 F3 (c).
3. **Approved** the survey for the Windsor Village HPOZ.
4. **Approved** the Preservation Plan and apply the name "Country Club Park-Wilshire Park-Windsor Village Preservation Plan".
5. **Approved** the Staff Report and Exhibits as the City Planning Commission Report.
6. **Adopted** Categorical Exemption No. ENV-2010-997-CE.
7. **Adopted** the attached Findings.

**Recommend that City Council:**

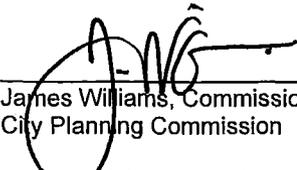
1. **Concur** with the above action of the City Planning Commission relative to its approval of the proposed Windsor Village Historic Preservation Overlay Zone (HPOZ) and establish the staff-recommended boundaries as those shown in Exhibit E-1.
2. **Adopt** the attached Findings of the City Planning Commission relative to the HPOZ.
3. **Adopt** the attached Ordinance for the zone change CR(PKM)-1-HPOZ, [Q]R3-1-HPOZ, R3-1-HPOZ, [Q]P-1-HPOZ, OS-1XL-HPOZ, R1-1-HPOZ, R2-1-HPOZ, R1-1-0-HPOZ.
4. **Direct** staff to update the appropriate zoning and other maps in accordance with this section.
5. **Adopt** Categorical Exemption No. ENV-2010-997-CE.

Fiscal Impact Statement: There is no General Fund impact as administrative costs are recovered through fees.

This action was taken by the following vote:

**Moved:** Orozco  
**Seconded:** Epstein  
**Ayes:** Freer, Kezios, Roschen  
**Absent:** Burton, Cardoso, Romero  
**Noes:** Woo

**Vote:** 5-1

  
James Williams, Commission Executive Assistant I  
City Planning Commission

If you seek judicial review of any decision of the City pursuant to California Code of Civil Procedure Section 1094.5, the petition for writ of mandate pursuant to that section must be filed no later than the 90<sup>th</sup> day following the date on which the City's decision became final pursuant to California Code of Civil Procedure Section 1094.6. There may be other time limits which also affect your ability to seek judicial review.

Attachments: Findings, Ordinance(s), Map(s)  
Planning Assistant: Courtney Schoenwald

## FINDINGS

**Charter Section 253.** For the immediate preservation of the public peace, health, and safety, the proposed ordinance contains an Urgency Clause making it effective upon publication. The City Council has instructed the Planning Department to initiate proceedings to establish a Historic Preservation Overlay Zone (HPOZ) for the Windsor Village neighborhood. An Interim Control Ordinance is currently in effect to prevent the loss or degradation of irreplaceable historically and culturally significant structures and features and to protect the neighborhood from development that is inconsistent with its unique character and intent of the proposed Windsor Village HPOZ. However, this Interim Control Ordinance will expire on October 22, 2010. A delay in the implementation of this HPOZ could result in a window of time during which building and demolition permits could be issued, which could result in the continued loss or major alteration of important historic structures.

### **General Plan/Charter Findings**

The establishment of the Windsor Village HPOZ and Preservation Plan is in substantial conformance with the purposes, intent, and provisions of the General Plan, and will be in conformity with public necessity, convenience, general welfare and good zoning practice in that it implements the following objectives of the Wilshire Community Plan (adopted September 2001), a land use element of the General Plan, and the Conservation and Housing Elements of the General Plan:

#### ***Conservation Element of the General Plan***

Cultural and Historical Objective, to "protect important cultural and historical sites and resources for historical, cultural, research, and community education purposes."

Policy, to "continue to protect historic and cultural sites and/or resources potentially affected by proposed land development, demolition or property modification activities."

Adoption of the HPOZ will require that the Director of Planning approve major modifications to contributing structures, major additions, and new infill construction, and that the Central Area Planning Commission approve demolitions. The HPOZ will ensure that maintenance, repair, rehabilitation, restoration, additions, and new infill construction is conducted in a historically appropriate manner that is consistent with the character of the neighborhood. Moreover, the HPOZ will protect historic resources from demolition and potentially irreversible alterations that are incompatible with the neighborhood, thereby protecting these important resources and their corresponding character defining features.

The proposed Preservation Plan, through its design guidelines, creates a clear and predictable set of expectations as to the design and review of proposed projects within the adopted HPOZ. These guidelines ensure that maintenance, repair, rehabilitation, restoration, additions, and new infill construction is conducted in a historically appropriate manner that is consistent with the character of the neighborhood. These guidelines, in conjunction with the HPOZ, protect historic resources from demolition and potentially irreversible alterations that are incompatible with the neighborhood, thereby protecting these important resources and their corresponding character defining features.

#### ***Housing Element of the General Plan***

Objective 1.1, to "encourage production and preservation of an adequate supply of rental and ownership housing to meet the identified needs of persons of all income levels and special needs."

Policy 1.1.12, to "provide technical assistance to individuals and organizations on housing development and rehabilitation."

The expanded HPOZ Board would be composed of at least one architect and one general contractor or realtor that can serve as a valuable resource, providing professional architectural advice and information about restoration techniques and the location of reasonably priced materials. The HPOZ Board, Planning Staff, HPOZ informational pamphlets, and the Preservation Plan provides explicit guidance to individuals and developers on how to rehabilitate structures in a historically appropriate manner or construct buildings that are compatible with the character of the neighborhood.

Objective 2.2, to "maintain and upgrade existing housing stock to meet Health and Safety code requirements through enforcement of existing laws, rather than demolition when feasible."

Policy 2.2.1, to "promote the cost effectiveness of rehabilitation of older housing in order to conserve historical resources."

Through the HPOZ process, all major modifications, new construction, and demolitions are closely scrutinized, resulting in the preservation of existing housing stock. In addition, the HPOZ Board, which is composed of historic preservation professionals, contractors, and architects, can assist property owners by offering guidance on how to rehabilitate their properties in a cost-effective and historically appropriate manner.

The Preservation Plan guidelines will help to streamline the HPOZ review process by delegating authority to the Planning Department certain projects and exempting certain projects from review such as rear landscaping. The streamlining of the review process minimizes delays that could increase costs. The proposed Preservation Plan also establishes sensitive development guidelines that provide simple, cost effective solutions to historic home rehabilitation while preserving the historic character of the neighborhood. To assist with the cost effectiveness of rehabilitation, the Plan includes an appendix with information about grants and loans for the rehabilitation of historic homes, as well as potential resources on how to engage in affordable rehabilitation efforts.

Objective 2.4, to "develop and preserve quality single and multi-family housing utilizing approved design standards which maintain the prevailing scale and character."

As a result of the adoption of the Windsor Village HPOZ and Preservation Plan, historically significant single-family housing will be preserved and design guidelines will ensure that new infill construction will be compatible with the area's architectural and historic character.

Objective 4.2, to "remove identified constraints on housing production and preservation."

Policy 4.2.1 to "expedite processing of new housing development and rehabilitation projects affordable to low and very low income households."

The proposed Preservation Plan exempts certain minor projects that would typically go through HPOZ review. In addition, the Plan delegates certain Conforming Work projects to the Director of Planning. Through the delegation of authority, some maintenance, repair, and rehabilitation projects can be reviewed the same day by staff, as opposed to waiting 3-21 days for review from an HPOZ Board. Through this streamlined review process, the Preservation Plan can save property owners significant time and expense.

Objective 6.2, to identify and protect "architecturally and historically significant residences and neighborhoods."

As a result of the Historic Resources Survey, all of the architecturally and historically significant structures in the Windsor Village neighborhood have been identified. Through the proposed Windsor Village HPOZ and Preservation Plan, historically significant buildings and the neighborhoods in which they are located will be protected from incompatible alterations, additions, and demolition.

### ***Wilshire Community Plan***

The proposed ordinance will be in conformance with public necessity, convenience, general welfare and good zoning practice because it implements the following goals and objectives of the Wilshire Community Plan (a land use element of the General Plan adopted September, 2001):

Objective 1-3: Preserve and enhance the varied and distinct residential character and integrity of existing residential neighborhoods.

Policy: Support historic preservation goals in neighborhoods of architectural merit and/or historic significance.

Program: Develop Historic Preservation Overlay Zones for the Windsor Square and Hancock Park neighborhoods, and **other neighborhoods** as appropriate including the Miracle Mile and Beverly-Fairfax neighborhoods, with community involvement and support.

The establishment of the proposed Windsor Village HPOZ and Preservation Plan would preserve this distinct residential neighborhood containing a significant percentage (approximately 74%) of historically intact structures and which largely retains its original pattern of development. Additionally, the community of Windsor Village has been involved with and supported the survey process, the Preservation Plan development, and planning the public workshops and hearings.

Objective 17-1: Ensure that the Wilshire Community's historically significant resources are protected, preserved, and/or enhanced.

Policy: Encourage the preservation, maintenance, enhancement and reuse of existing historic buildings and the restoration of original facades.

Through the Historic Resources Survey approximately 74% of the structures within the proposed HPOZ were identified as "Contributing" or historically significant. This Historic Resources Survey concludes that the Windsor Village area meets the criteria for HPOZ designation, because the majority of buildings are the original structures from the development of this part of Los Angeles, which largely occurred from 1910 to 1962. Many contributing buildings retain their historic design features depicting the array of architectural style from this period. There is a significant concentration of Period Revival residences, many in the French, English and Spanish Colonial Revival modes. Postwar construction in the northern part of the district, nearest to Wilshire, was largely executed in Modern styles that were harmonious with existing building stock, such as the Hollywood Regency and Streamline Moderne styles.

### ***Boundaries***

The staff-recommended boundaries for the proposed Windsor Village HPOZ include Wilshire Boulevard on the north, Olympic Boulevard on the south, both sides of Lorraine Boulevard and Victoria Avenue on the east, and both sides of Lucerne Boulevard to the west, excluding all commercial zones except for 711 S. Plymouth Blvd., 743 S. Lucerne Blvd., 667 S. Lorraine Blvd., and 673 S. Lorraine Blvd. Windsor Village is included in the Wilshire Community Plan.

The original City Council Motion from 2006 instructed the Department of City Planning to establish both an Interim Control Ordinance and a Historic Preservation Overlay Zone for the

Windsor Village community, excluding commercially zoned lots. The original motion included the residential lots, but not the commercially zoned lots, on Crenshaw Boulevard. The staff-recommended boundaries are similar to those from the City Council Motion with the exception of the exclusion of Crenshaw Boulevard as well as inclusion of four (4) commercially zoned lots in the northern portion of the area.

### ***Context Statement***

The Context Statement of the Windsor Village Historic Resources Survey (Exhibit E-2) supports findings that structures within the subject area are significant, as set forth in Subsection 12.20.3 F.3. Clearly, the Windsor Village HPOZ as described below represents a cohesive period of development, and the Context Statement establishes the relation between the physical environment of the area and its history.

The proposed Windsor Village HPOZ is composed mainly of single- and multi-family residences, the majority of which were constructed in the first half of the 20<sup>th</sup> century. The period of significance has been defined as 1910-1962 to capture the resources relating to the period of development which has been identified as significant in the historic context statement; after 1962, the character of the area began to change with some demolition of existing buildings to make way for larger-scale, multi-family development. With a wide variety of resources spanning a half century of development in Los Angeles, Windsor Village is an intact residential district with distinct visual character. Originally subdivided for residential development adjacent to the streetcar lines, early twentieth-century Windsor Village was sparsely populated with grand single-family residences on tree-lined streets. The area's relative distance from the streetcar, however, kept it mostly undeveloped compared to neighboring streets until the 1920s and 30s. At this time, with the automobile reigning as the primary mode of transportation in the City, Windsor Village's adjacency to Wilshire Boulevard made it a fashionable location for single- and multiple-family residential development. The project study area, which was in the pre-World War II era often associated by proximity to such upscale tracts as Windsor Square, found its own identity in the 1960s with the formation of Windsor Park (now Harold A. Henry Park) at the heart of the neighborhood. The continued commercialization of Crenshaw and Olympic Boulevard gave it natural boundaries, and the Windsor Village neighborhood name began to appear in the 1970s.

Although the residential development of Windsor Village spans numerous decades and many architectural styles are represented, the proposed HPOZ is united by its congruent scale and landscape, with street trees dating to the earliest phase of the area's development. There is a significant concentration of Period Revival residences, many in the French, English and Spanish Colonial Revival modes. Postwar construction in the northern part of the district, nearest to Wilshire, was largely executed in Modern styles that were harmonious with existing building stock, such as the Hollywood Regency and Streamline Moderne styles. The confluence of these varied architectural styles and building types results in a clearly-defined residential enclave representing significant patterns of residential development in Los Angeles.

### ***Findings of Contribution***

Through extensive research of Windsor Village's history of development, it is clear that the district is eligible to become a HPOZ. The Historic Resources Survey analyzed every parcel in the neighborhood and identified those parcels that are "Contributors" to the district, because they are from the original period of development and retain historic integrity. The Windsor Village Historic Resources Survey was updated and revised as part of the public review process and subsequent field work by Planning Staff.

The original Survey area comprises 309 lots, of which 220 are identified as contributing (approximately 71%) and 89 are non-contributing. The staff-recommended boundaries comprise 273 parcels of which 201 were identified as Contributing (approximately 74%) and 72 parcels were identified as Non-contributing. As set forth in Subsection 12.20.3 of the LAMC, Contributing

Elements (structures, landscaping, natural features or sites) within the involved area or the area as a whole shall meet one or more of the following criteria:

- (1) adds to the historic architectural qualities or historic associations for which a property is significant because it was present during the period of significance, and possesses historic integrity reflecting its character at that time;
- (2) owing to its unique location or singular physical characteristics, represents an established feature of the neighborhood, community or city; or
- (3) retaining the structure would help preserve and protect an historic place or area of historic interest in the City.

The proposed Windsor Village HPOZ meets the criteria for a Historic Preservation Overlay Zone, because of the high concentration of Contributing structures (approximately 74%) of a primary period of significance (1910-1962) exemplified by varied collections architecture in a cohesive neighborhood setting that retains much of its original, historic character.

### ***Cultural Heritage Commission***

The Cultural Heritage Commission evaluated the proposed Windsor Village HPOZ area by touring the area before the regularly scheduled meeting on August 19, 2010. At the August 19, 2010 meeting, the Cultural Heritage Commission generally concurred with the establishment of boundaries of Wilshire Boulevard on the north, Olympic Boulevard on the south, and both sides of Lucerne Boulevard to the west. However, Cultural Heritage questioned whether the eastern boundary should include Crenshaw Boulevard. The concerns over the inclusion of Crenshaw Boulevard centered around the impact to the neighbors of the abutting properties along Lorraine Boulevard and Victoria Avenue, and public noticing per the Brown Act due to the stated boundaries on the published agenda. As such, the hearing was continued until September 16, 2010.

At the September 16, 2010 meeting, the Cultural Heritage Commission found that the project is categorically exempt under the State CEQA Guidelines, Article 19, Section 15308, Class 8 and Article 19, Section 15331, Class 31 for the Windsor Village Historic Resources Survey and Historic Preservation Overlay Zone; certified the Historic Resources Survey to its accuracy and completeness; certified the establishment of the HPOZ boundaries generally bounded by Wilshire Boulevard on the north, Olympic Boulevard on the south, Crenshaw Boulevard on the east, and both sides of Lucerne Boulevard to the west, excluding all commercial zones except for 903 Crenshaw Blvd., 915 Crenshaw Blvd., 927 Crenshaw Blvd., 933 Crenshaw Blvd., 937 Crenshaw Blvd., 945 Crenshaw Blvd., 711 S. Plymouth Blvd., 743 S. Lucerne Blvd., 667 S. Lorraine Blvd., and 673 S. Lorraine Blvd; recommended approval for the joint board and Preservation Plan; and found that the proposed Historic Preservation Overlay Zone meets one or more of the required criteria:

- Add to the historic architectural qualities of Historic association for which a property is significant because it was present during the period of significance, and possesses historic integrity reflecting its character at that time; or
- Owing to its unique location or singular physical characteristics, represents an established feature of the neighborhood, community or city; or
- Retaining the building, structure, landscaping, or natural feature, would contribute to the preservation and protection of an historic place or area of historic interest in the city,

The proposed Windsor Village HPOZ meets the criteria for a Historic Preservation Overlay Zone, because of the high concentration of Contributing structures (approximately 74%) of a primary period of significance from 1910 to 1962, depicting an array of architectural styles including Colonial Revival, Craftsman, Mediterranean Revival, Prairie, Spanish Colonial Revival,

Streamline Moderne, Hollywood Regency, and Dingbat.

***California Environmental Quality Act***

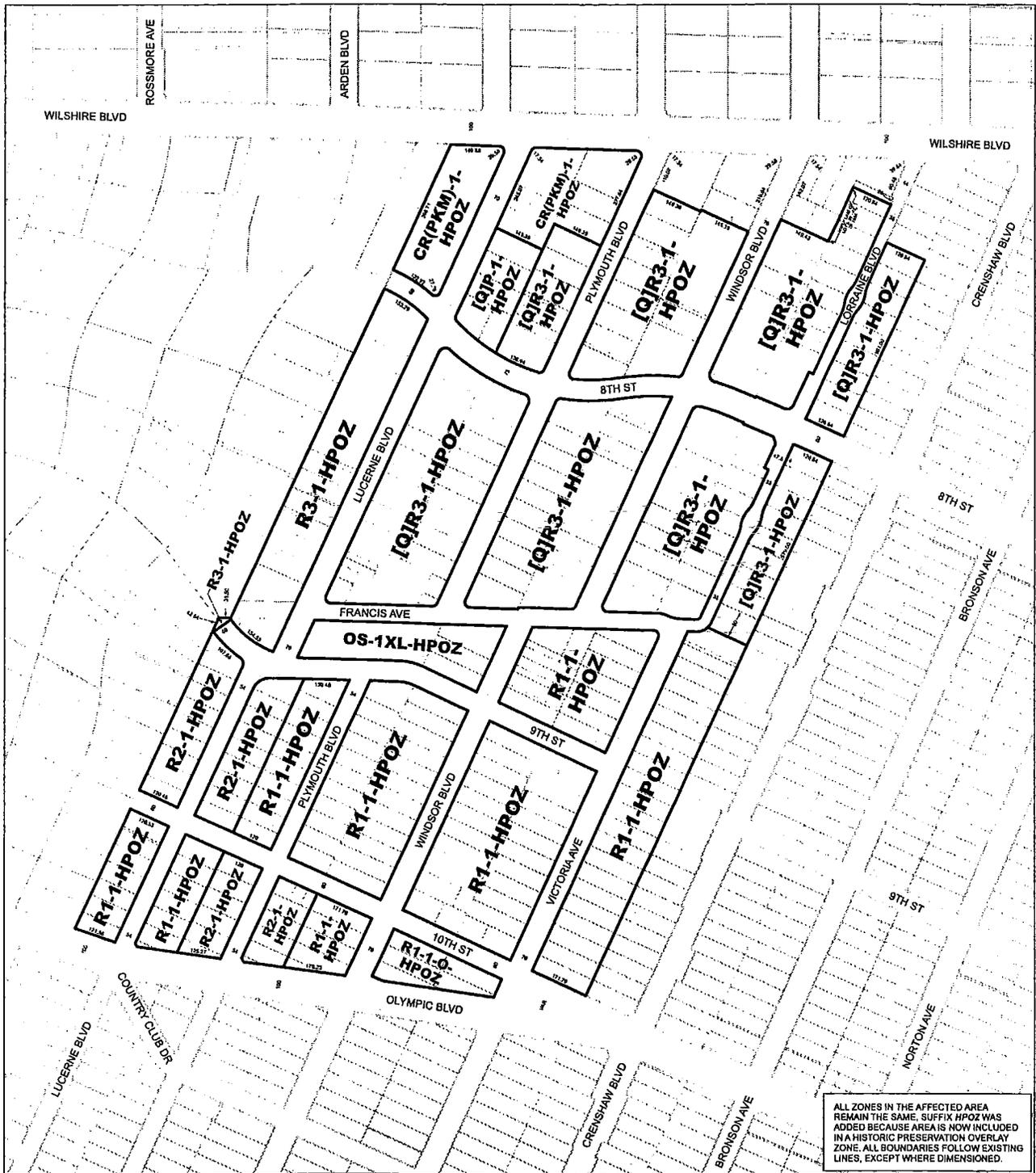
The establishment of the Windsor Village Historic Preservation Overlay Zone and Preservation Plan is exempt from the California Environmental Quality Act of 1970 (CEQA), pursuant to Article 19, Section 15308, Class 8 of the State's Guidelines in that the project consists of "actions taken by regulatory agencies, as authorized by state or local ordinance, to assure the maintenance, restoration, enhancement, or protection of the environment where the regulatory process involves procedures for protection of the environment" and Article 19, Section 15331, Class 31 is "limited to maintenance, repair, stabilization, rehabilitation, restoration, preservation, or reconstruction of historical resources in a manner consistent with the Secretary of Interior's Standards for the Treatment of Historic Buildings (1995), Weeks and Grimmer", and was issued Categorical Exemption ENV-2010-997-CE on April 20, 2010.

**ORDINANCE NO.** \_\_\_\_\_

An ordinance amending Section 12.04 of the Los Angeles Municipal Code by amending the zoning map,

**THE PEOPLE OF THE CITY OF LOS ANGELES DO ORDAIN AS FOLLOWS:**

**Section 1.** Section 12.04 of the Los Angeles Municipal Code is hereby amended by changing the zones within the boundaries shown upon a portion of the zone map attached thereto and made a part of Article 2 Chapter 1 of the Los Angeles Municipal Code, so that such portion of the zoning map shall be as follows:



ALL ZONES IN THE AFFECTED AREA REMAIN THE SAME. SUFFIX HPOZ WAS ADDED BECAUSE AREA IS NOW INCLUDED IN A HISTORIC PRESERVATION OVERLAY ZONE. ALL BOUNDARIES FOLLOW EXISTING LINES, EXCEPT WHERE DIMENSIONED.

### WINDSOR VILLAGE HPOZ



NOT TO SCALE

C.M. 132 B 185, 132 B 189	CPC 2010-0996 HPOZ MSC
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AAV

002210



Area Mapped

**Section 2.** With the adoption of the Preservation plan, and pursuant to Section 12.20.3 D1, the Windsor Village Historic Preservation Overlay Zone (HPOZ) shall establish a Historic Preservation Board to be shared by joint name and administration with the Country Club Park HPOZ and Wilshire Park HPOZ. The Board shall consist of seven voting members. Five members shall be appointed in accordance with the provisions of LAMC Section 12.20.3.D.3. Two additional members shall be appointed and shall be renters or owners of property within the HPOZ. One of these additional members shall be appointed by the Cultural Heritage Commission. The other additional member shall be appointed by the councilmember of the district in which the Preservation Zone is located. In cases where the various HPOZ areas governed by the HPOZ Board include more than one council district, the first council appointment shall be made by the councilmember representing the greatest land area, and the second council appointment shall be made by the councilmember representing the second greatest land area in the various HPOZ areas.

To the maximum extent practicable, both additional members shall have experience in architecture, construction, real estate, planning, urban design, or landscape architecture. To the maximum extent practicable, at least one renter or property owner from each of the three HPOZs shall be present on the Board.

**Section 3. URGENCY CLAUSE.** The City Council finds and declares that this Ordinance is required for the immediate protection of the public health, safety, and welfare for the following reasons.

The Windsor Village community has been experiencing a high level of development activity in recent years as evidenced by the number of proposed projects that have been stopped by an Interim Control Ordinance. This Interim Control Ordinance, No. 180,913 is set to expire on October 22, 2010. If the HPOZ is not quickly adopted, Windsor Village will be left unprotected and likely encourage some applicants to pursue the type of projects that an HPOZ would prevent, resulting in adverse impacts to the neighborhood's historic resources. With the recent downturn in the housing market, worried sellers are ever more anxious to cheaply "modernize" older homes in hopes of attracting buyers. During the last year, many of these sellers have contacted the Department of City Planning wanting to make incompatible alterations and asking about the expiration of the ICO. The HPOZ is urgently needed to prevent the loss of irreplaceable historic buildings and to ensure that new construction will not create an unsightly patchwork of design and scale, jeopardizing the overall character of the neighborhood. This is particularly true in Windsor Village, one of the most well preserved neighborhoods in the City, where approximately 73% of the structures are historically intact. For all of these reasons, the ordinance shall become effective upon publication pursuant to City Charter Section 253.