Willmore City Heritage Association

WILLMORE

DISTRICT

IMPLEMENTATION

PLAN

Redevelopment Agency of the City of Long Beach

JANUARY 2005



FIELD PAOLI

FIELD PAOLI ARCHITECTS
with ROBERT BRUCE ANDERSON

WILLMORE DISTRICT IMPLEMENTATION PLAN
Redevelopment Agency of the City of Long Beach

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TABLE OF CONTENTS

	Exec	cutive Summary	хi
	Prior	rities	xii
Α	Intro	oduction	#
В	Anal	ysis	#
	1	Historical Context	#
		B-1-1: Willmore City Limits Plan, 1882	
		B-1-2 : Historic Landmark District Bound 1982, 1990	daries
		B-1-3 : Drake Park / Willmore City Histo Landmark District Boundary, 199	
		B-1-4 : Willmore City Planned Develop Plan (PD-10) Boundary Overlay, 1990 Revised	
		B-1-5 : Willmore District, Aerial Photo, 19	999
	2	Land Use and Transportation	#
		B-2-1 : Land Use, 2001	

3 Existing Programs

Willmore District Neighborhood # Α Improvement Strategy (NIS) В Willmore District Code Enforcement # and Demolition of Existing Properties C Mills Act # D National Register of Historic Places # Ε State Historical Building Code # F # Cooper Hewitt Museum

Neighborhood Program

4 Urban Design

- A Vacant Land #

 B-4a-1: Vacant Land, 2001

 B Buildings #
 - **B-4b-1**: Building Footprints, 2001
 - **B-4b-2**: Residential Building Types
- C Courts and Ways #
 - **B-4c-C1**: Courts & Ways, 2004
 - B-4c-C2: Courts & Ways
 - **B-4c-C3**: Courts & Ways

TABLE OF CONTENTS

_		
D.	Anal	VICIO
В	Anal	12515
_	,	.,

4 **Urban Design**

- D Open Space
 - **District Open Space** 1.

#

- B-4d-1-1: Existing Open а Space 2004
- B-4d-1-2: ProposedOpen b Space, 2004
- 2. Drake Park Area

#

- Exhibit B-4d-2-1: а Knoll Park Subdivision Plan, 1903
- b Exhibit B-4d-2-2: Existing Drake Park Area, 2004
- Exhibit B-4d-2-3: С Drake Park Area, 2004 & Proposed Drake Chavez Greenbelt - Option A
- d Exhibit B-4d-2-4: Drake Park Area, 2004 & Relocated Historic Houses - Option B

4 Urban Design

E Traffic Calming

#

B-4e-1: Streets & Vehicles

B-4e-2: Streets & Pedestrians

C Recommended Implementation Ideas and Strategies

1 District Identity #

C-1-1: Willmore District Boundary, 2004

2 Programs and Administration

- A Willmore City Planned Development # Plan (PD-10)
- B Willmore Urban Conservation District #

C-2-B1: Willmore Urban Conservation District

- C Willmore District Code Enforcement #
- D Willmore City Heritage Association #

TABLE OF CONTENTS

С **Recommended Implementation Ideas and Strategies**

3	Building Rehabilitation and Relocation			
	Α	A Historic House Relocation Program		
	В	Rehabilitation/Improvement of Existing Houses	#	
	С	Relocation of Houses onto Vacant Land	#	
4	New Construction			
	Α	Neighborhood Serving Retail Sales and Service	#	
	В	Setbacks, Driveways, and Landscape	#	
5	Streetscape			
	Α	Traffic Calming	#	
		C-5-A1: Streets & Vehicles C-5-A2: Streets & Pedestrians		
	В	Streetscape Improvements to 6 th and 7 th Streets	#	
		C-5-B1: Street Improvements		
	С	Courts and Ways Demonstration Project	#	
		C-5-C1 : Courts & Ways Demonstration	on	
	D	Historic District Markers	#	
		C-5-D1: Historic District Markers		

C Recommended Implementation Ideas and Strategies

6	Public Art		#
7	Open Space		
	Α	Proposed Park Expansion	#
	В	Proposed Drake Park Area Urban Design	#
8	3 School District		
	Α	Recreation and Open Space	#
	В	Pedestrian Street Crossings	#
	С	Bus Stops and Routes	#

D Recommended Implementation Actions

1 Top Priorities

	Α	Revise PD-10	#
	В	Additional inventory and survey of Willmore District historic properties	#
2	Near-term Priorities		
	Α	Adaptive Use of Vacant Lots	#
	В	Rehabilitation of Existing Houses	#
	С	Formation of Willmore Urban Conservation District	#
	D	Historic District Markers	#

TABLE OF CONTENTS

D **Recommended Implementation Actions**

	E	Courts and Ways Demonstration Project	#
	F	Historic House Paint Demonstration Project	#
	G	Streetscape Improvements	#
	Н	Planning of Drake Park Area	#
3	3 Long-term Priorities		
	Α	Continuation of purchase and adaptive use of vacant lots	#
	В	Continuation of rehabilitation of existing houses	#
	С	Continuation of improvement of courts and ways	#
	D	Continuation of streetscape improvements	#
	E	Implementation of Drake Park Area projects	#
4	Phasir Action	ng of Recommended Implementation is	#

Appendices

1	Mills Act	į	Ħ
	IVIIIIO AGI	7	T

- 2 The Secretary of the Interior's #
 Standards for the Treatment of
 Historic Properties #
- 3 List of Exhibits

Sources

Credits and Acknowledgements

EXECUTIVE SUMMARY

Executive Summary

The Willmore District Implementation Plan was created for the Redevelopment Agency of the City of Long Beach in partnership with the Willmore City Heritage Association. The consultant team, Field Paoli Architects with Robert Bruce Anderson, helped formulate the Willmore District Implementation Plan through a series of public meetings with residents of the Drake Park/Willmore City Historic Landmark District.

The aim of the Willmore District Implementation Plan is to identify priority issues in the district, establish long-term goals, and recommend near-term actions. The purpose of the working document is to enable the Long Beach Redevelopment Agency to recognize a community vision and focus on implementation strategies dedicated to the improvement of the Willmore District. The Redevelopment Agency in partnership with the Willmore District neighborhood will use the Willmore District Implementation Plan as a guide to make policy, complete future planning, establish phasing, implement specific projects, and outlay funds.







Presentation to Willmore residents and business owners at the Community Police Center in the Willmore District.

PRIORITIES

Priorities

The recommended implementation actions have been identified in public meetings by resident members of the Willmore District. The recommendations are prioritized into two categories: near-term, a time period of three to six years; and long-term, a time period of six to ten years. A discussion of the following list of priorities can be found in Section D of this document, under the heading: Recommended Implementation Actions.

1 **Top Priorities**

- Α Revise PD-10
- В Additional inventory and survey of Willmore District historic properties

2 Near-term Priorities

- Α Establish Willmore Urban **Conservation District**
- В Vacant Lots
- С Historic House Paint **Demonstration Project**
- D Rehabilitation of Existing Houses
- Е Courts and Ways Demonstration **Project**
- F Streetscape Improvements
- G **District Markers**
- Η Planning of Knoll/Drake Park

Meeting with Steering Committee members at the Community Police Center in the Willmore District.

3 Long-term Priorities

- A Additional inventory and survey of Willmore District historic properties
- B Continuation of purchase and rehabilitation of vacant lots
- C Continuation of rehabilitation of existing houses
- D Continuation of improvement of courts and ways
- E Continuation of streetscape improvements
- F Implementation of Knoll/Drake Park projects



A Introduction

The Willmore District Implementation Plan serves as the action guide for revitalization activities planned for the Willmore District. This document contains recommendations concerning strategies for planning and development in the community, as well as recommendations concerning top priorities for implementation in the near-term and long-term future. The Plan attempts to act as a guide and to outline general policies and specific actions that consist of administrative, regulatory, and physical changes.

B. ANALYSIS

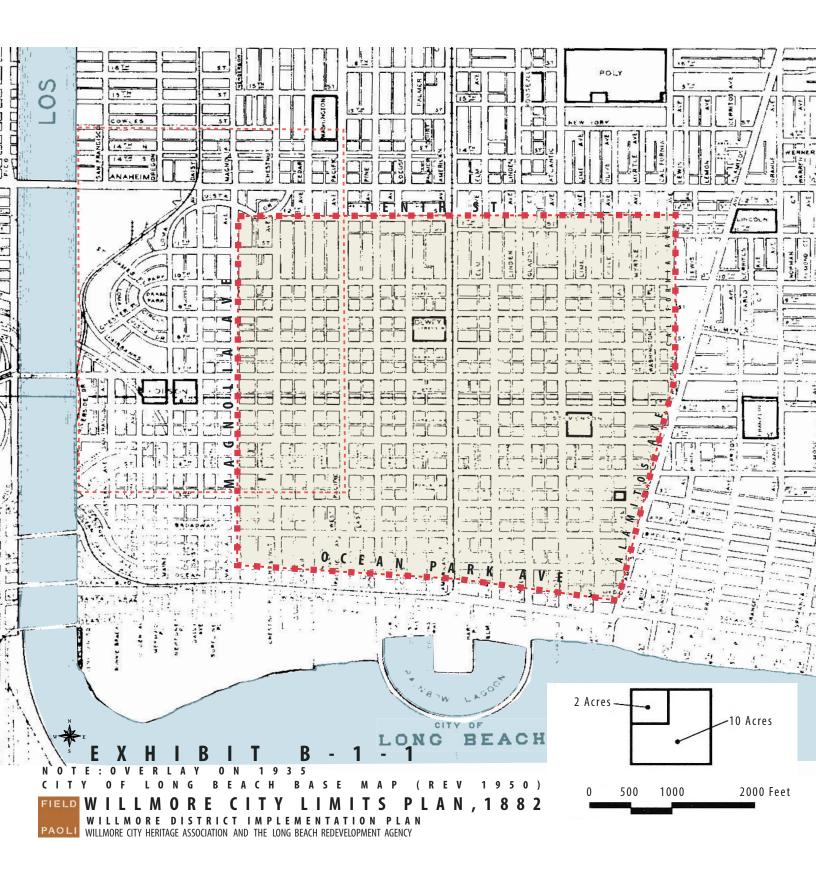
The Analysis serves as a tool in understanding the existing conditions of the District and recognizing the potential for change. This section describes the unique historical and current context of the Drake Park/Willmore City Historic Landmark District and surrounding area.

1 Historical Context

Exhibit B-1-1: Willmore City Limits Plan, 1882

1882 Willmore City limits overlay on 1935 City of Long Beach base map (Rev. 1950)

Willmore City was the creation of William Erwin Willmore, who, with his father, had emigrated to America in 1855. Willmore retained Captain C.T. Healey of San Francisco, the first licensed surveyor in California, to establish boundaries and plat the streets, parks, blocks, and lots for the townsite that became Willmore City in 1882. Magnolia was the limit of the townsite to the west. California to the east. Tenth Street to the north and Ocean Park to the south. Streets running east/west were to be 80 feet wide. whereas avenues running north/south (Magnolia, Pacific, Atlantic and California) were to be 100 feet wide. By May of 1884, however, sales of homesites in Willmore City had failed to reach expectations, and Willmore was obliged to abandon all of his interest in a contract held jointly with investors Jotham Bixby, Llewellyn Bixby and Thomas Flint. Thereupon Willmore moved to Arizona. When he returned years later, he learned that the settlement he had established was now thriving and had been renamed Long Beach.



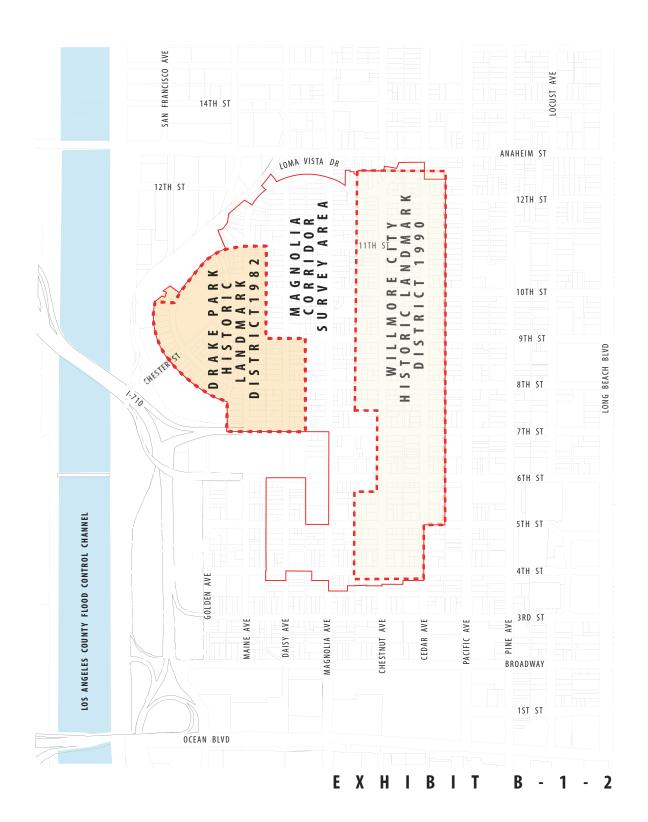
1 Historical Context

Exhibit B-1-2: **Historic Landmark District Boundaries 1982, 1990**

Historic landmark district boundaries per City of Long Beach ordinances

Designation of the Willmore District's first historic landmark district occurred in 1979. Pursuant to *Ordinance C-5566*, the City Council designated the Drake Park area as a Historic Landmark District. This ordinance provides descriptions of the district's boundaries, reasons for its designation, and guidelines and standards for review of proposals to change historic structures and to construct new buildings. *Ordinance C-5928*, adopted in 1982, expanded the boundaries of the Drake Park Historic Landmark District.

In 1990, designation of the Willmore District's second historic landmark district occurred. With *Ordinance C-6774*, the City Council established the Drake Park/Willmore City Historic Landmark District. By comparison with the two Drake Park ordinances, the Willmore City ordinance provides more extensive and detailed guidelines and standards for addressing any changes within the district, particularly regarding new construction.







DISTRICT BOUNDARIES

В **Analysis**

Historical Context

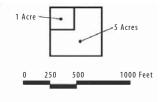
Exhibit B-1-3: Drake Park / Willmore City Historic Landmark District Boundary, 1998

Historic landmark district boundary per City ordinance

In 1998, City Council adopted *Ordinance C-7538*, amending Section 16.52.030 of the Long Beach Municipal Code in order to designate the presentday Drake Park/Willmore City Historic Landmark District. Adoption of this ordinance served to combine the existing Drake Park and the Drake Park/Willmore City Historic Landmark Districts, and, at the same time, include the interconnecting Magnolia Corridor Survey Area. This ordinance provides a redefinition or refinement of district boundaries; of the rationale for historic landmark district designation; and of guidelines and standards applicable to any change that requires issuance of a Certificate of Appropriateness from the Cultural Heritage Commission.









В **Analysis**

Historical Context

Exhibit B-1-4:

Willmore City Planned Development Plan (PD-10) Boundary Overlay, 1982, 1990 Revised

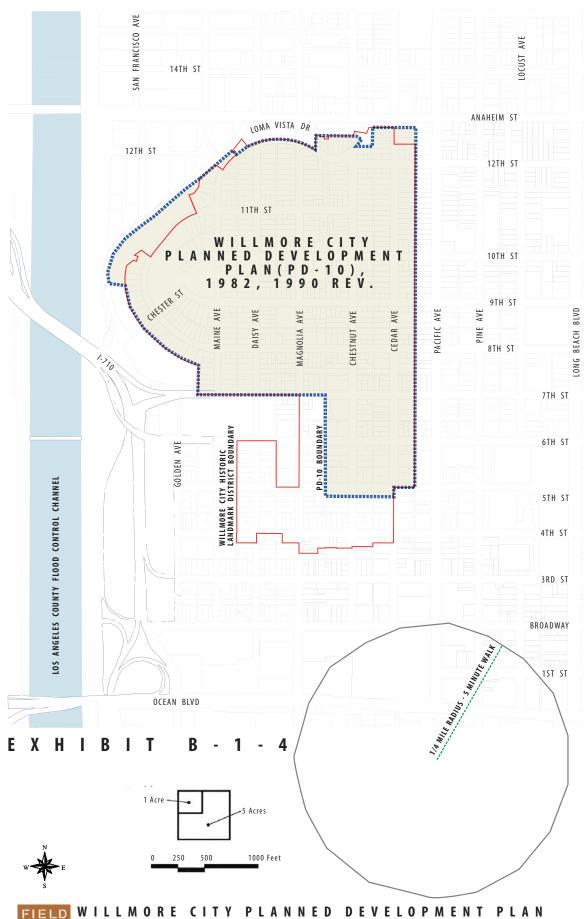
Zoning overlay district boundary per Willmore City Planned Development Plan

The intent of this Planned Development Plan is to provide special zoning regulations for an area of unique historical and cultural interest to the City of Long Beach.

...The preservation and rehabilitation of historic structures remains the intent of this revised plan, however because the area suffers from overcrowding and an overburdened infrastructure, greater restrictions are placed on new multi-family development. The area is still intended to serve as a housing resource for the downtown, containing a mixture of housing densities and limited commercial uses which are compatible with a primarily residential neighborhood.

- Effective December 26, 1990

Findings and observations regarding the Willmore City Planned Development Plan can be found in Section C-2 of this document, under the heading Programs and Administration.

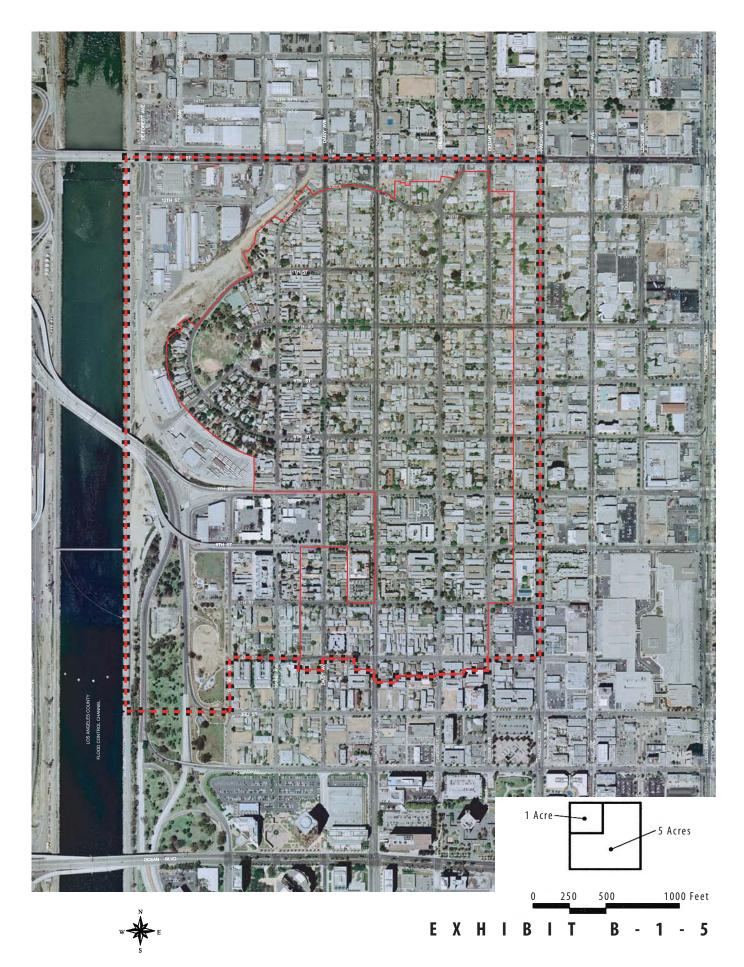


WILLMORE CITY PLANNED DEVELOPMENT PLAN (PD-10) BOUNDARY, 1982, 1990 REVISED WILLMORE DISTRICT IMPLEMENTATION PLAN WILLMORE CITY HERITAGE ASSOCIATION AND THE LONG BEACH REDEVELOPMENT AGENCY

1 Historical Context

Exhibit B-1-5: Willmore District, Aerial Photo, 1999

Aerial photo of Willmore City Historic Landmark District with PD-10 Boundary Overlay





В **Analysis**

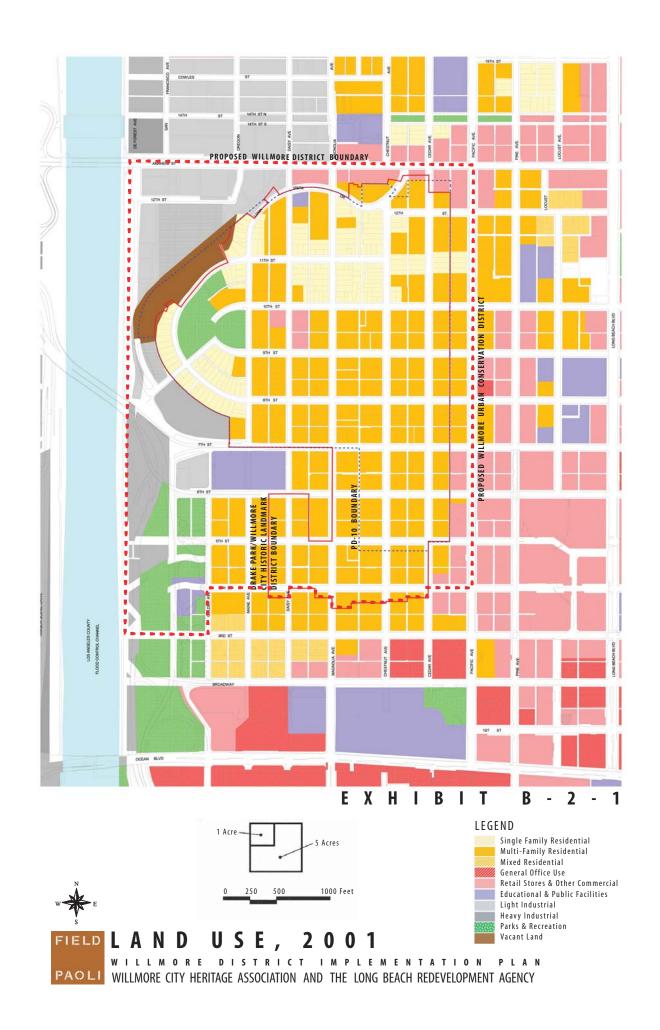
- 2 Land Use and Transportation
 - Α Land Use

Exhibit B-2-1: Land Use, 2001

Existing Land Use in 2001 per Southern California Association of Governments (SCAG)

The Willmore District is proposed to encompass the area bounded by Anaheim Street to the North, 3rd Street to the South, Pacific Avenue to the East, and the Los Angeles County Flood Control Channel to the West. Residential use is the predominant land use type in the Willmore District. There is a greater concentration of commercial uses along Anaheim Street, the northern edge of the district. Light industrial buildings flank Anaheim Street in the northwest corner of the district. Two parks, Drake Park and Cesar Chavez Park, are situated to the west and southwest. Currently there are two public elementary schools in the Willmore District: Edison Elementary and Cesar Chavez Elementary School.

Interstate highway 710 bridges across the Los Angeles River. Highway on-ramps are located at the one-way couplets: 6th and 7th Streets. Both 6th and 7th Streets carry a high volume of vehicular traffic at rush hour. Anaheim Street to the north and Pacific Avenue to the east function as main commercial corridors for the district. They both carry heavy vehicular traffic and the public transportation routes. Magnolia Street, in the middle of the district, serves as a primary north-south connector for vehicular traffic and a local bus line.



В **Analysis**

3 **Existing Programs**

Α Willmore District Neighborhood Improvement Strategy (NIS)

The Neighborhood Improvement Strategy (NIS) program has been in operation since February of 1990. The program is designed to address social, economic and physical problems in Long Beach neighborhoods through the collaboration of City agencies and active participation of community groups and residents.

There neighborhood improvement strategy area that targets the Willmore District is the Willmore City Area. The Willmore City Area is bounded by Anaheim Street to the north, 7th Street to the south, Pacific Avenue to the east, and Loma Vista Drive to the west.

Neighborhood Action Plan

A neighborhood Action Plan is developed for each neighborhood through a cooperative effort between the City, residents, neighborhood associations, businesses and other agencies. City services and support are prioritized in the Neighborhood Action Plan. It outlines the problems to be targeted and the improvements to be made in the neighborhood. Roles are established for each participant involved in implementing the Neighborhood Action Plan.

NIS Community Police Centers

The Community Police Department in the Willmore District provides part-time staffing. The neighborhood is responsible for providing full-time volunteer hours, and the Neighborhood Services Bureau funds the building lease and provides bilingual workers. The centers promote crime prevention activities and serve as community information and resource centers

Neighborhood Cleanup Assistance Program

The City provides paint, tools, plants, trees, materials and related supplies to organized community volunteer efforts designed to physically improve neighborhood structures, streets, alleys and other blighted neighborhood conditions. NIS teams regularly hold monthly cleanups, and, citywide, the Neighborhood Services Bureau now assists over 200 cleanups annually.

Code Enforcement Strike Force

A committee of the NIS Task Force, representing Police, Fire, Environmental Health, Building and Safety, Public Service, Business Licensing, and the City Attorney and City Prosecutor offices regularly meet to carry out coordinated enforcement actions on problem properties of recalcitrant owners. Actions taken are in response to citizen complaints and only after every effort is made to work with the property owner.

- City of Long Beach Willmore District Neighborhood Improvement Strategy

3 Existing Programs

Commercial Improvement Rebate Program

The Commercial Improvement Rebate Program provides a reimbursement of up to \$2000 per business to commercial property owners and business owners located on Anaheim Street between the Los Angeles River to Redondo Avenue. These funds are dedicated to the improvement of the exterior of their businesses. Eligible improvements must be visible from the street, with the exception of roofs. The correction of City Health, Building, and Safety Code violations that involve the exterior of the structure are especially encouraged.

- City of Long Beach, Department of Community Development, Neighborhood Services Bureau

B Willmore District Code Enforcement

The Community Code Enforcement (CCE) program is designed to maintain Long Beach neighborhoods via the involvement of representatives in the community in Code Enforcement, Zoning Enforcement, Health Code Enforcement, and Community Policing. Neighborhood volunteers actively participate in identifying code enforcement issues and the priorities for the issues they would like the City departments to address. Recurring issues of concern in the Willmore District include: property maintenance, landscape conditions, and illegal dumping and vehicle parking in the courts and ways.

Demolition of Landmark Properties

Demolition of landmarks prohibited without building permit and funding for replacement structure.

A. No permit to demolish a landmark designated pursuant to Chapter 2.63 of this code may be issued by the Department of Planning and Building unless (1) a building permit has been issued for a replacement structure or project for the property involved and (2) the applicant has submitted evidence to the satisfaction of the planning commission that a financial commitment has been obtained by the applicant to assure the completion of the structure or project.

B. Whenever, following action by the planning commission pursuant to subsection A of this section, a permit to demolish a landmark is either issued or denied by the department of planning and building, the director of planning and building shall immediately notify the applicant and the cultural heritage association of such issuance. (Ordinance C-6794)

 Long Beach Municipal Code, Section 18.80.010

3 Existing Programs

C Mills Act

The *Mills Act* authorizes use of an alternative method for determining assessed value for certain qualified historic properties. The law allows use of an income-based tax formula, rather than market value, to determine the qualifying property's assessed valuation.

For owners of historic properties, *Mills* Act contracts can offer several distinct advantages. Unlike some other preservation tools, participation on the part of the property owner is completely voluntary. In addition, a Mills Act historic property contract is one of the few incentives available to homeowners, and in California's expensive residential real estate market, the lower assessed valuation can represent significant tax relief. Another important benefit of this incentive is that the historic property contract runs with the property, that is, sale of the property does not trigger a Proposition 13 reassessment. Accordingly, the existence of a *Mills Act* contract can be a very valuable selling point if and when the property is put on the market.

In return for the benefit of tax relief, the property owner is obligated to prevent deterioration of the historic property and, in some cases, may be required to restore or rehabilitate certain character-defining features of the property. Other conditions also may apply, as determined and defined by the participating local government.

At present, some four or five residential properties located within the Willmore District are protected by *Mills Act* historic property contracts. For the entire City of Long Beach, some 30 properties are protected by *Mills Act* contracts.

D National Register of Historic Places

The National Register of Historic Places is a list of buildings, structures, objects, sites and districts that have been determined to possess historic, cultural, architectural, archeological or engineering significance at the national, state or local level. This list is maintained by the National Park Service, Department of the Interior. The primary purpose served by listing a property in the National Register is official recognition of the property's historical significance; such listing does not, as is commonly believed, offer that property some form of protection, nor does it impose some type of restriction on rights of the property owner.

Listing of a property in the National Register, whether it is an individual building or a district, very often increases or enhances the value of that property. If nothing else, it tends to increase pride of ownership, both for the inhabitants of the listed property and for others located nearby.

At present, two historic properties located within the Willmore District are being given formal consideration for listing in the National Register: the Bembridge House, 953 Park Circle; and the Second Samoan Church, 302 West 7th Street.

3 **Existing Programs**

F State Historical Building Code

It is the purpose of this part [of the Health and Safety Codel to provide alternative building regulations and building standards for the rehabilitation, preservation, restoration (including related reconstruction), or relocation of buildings or structures designated as historic buildings. Such alternative building standards and building regulations are intended to facilitate the restoration or change of occupancy so as to preserve their original or restored architectural elements and features, to encourage energy conservation and a cost effective approach to preservation, and to provide for the safety of the building occupants.

- California Health and Safety Code, Section 18951
- . . . a qualified historical building or structure is any structure, collection of structures, and their associated sites deemed of importance to the history, architecture, or culture of an area by an appropriate local or state governmental jurisdiction. This shall include structures on existing or future national, state or local historical registers or official inventories, such as the National Register of Historic Places, State Historical Landmarks, State Points of Historical Interest, and city or county registers or inventories of historical or architecturally significant sites, places, historic districts, or landmarks,
- California Health and Safety Code, Section 18955

B Analysis

- 3 Existing Programs
 - F Cooper Hewitt Museum Neighborhood Program

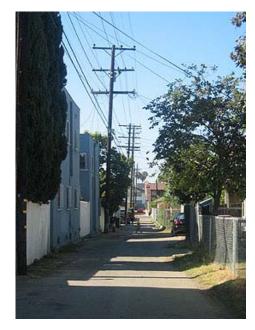
A City of Neighborhoods is an educational program conceived by the Cooper-Hewitt Museum's awardwinning education department and has been offered in cities across the nation. The Cooper-Hewitt, the only museum in the U.S. dedicated to design, is a branch of the S mithsonian Institution, the world's largest museum complex and research organization. The program is a community-centered endeavor that brings together teachers, architects, planners, civic leaders, and local arts and cultural organizations with the goal of educating young people about design and involving them in their neighborhoods. In Long Beach, the pilot program will focus on the neighborhood of Willmore City and will be administered by the Public Corporation of the Arts, an affiliate of the Smithsonian that is based in Long Beach, and developed in close partnership with Long Beach Heritage and the Bembridge Heritage Homesite.

- Public Corporation of the Arts

The City of Neighborhoods is a design education program for third graders at Edison Elementary School. An artist/ instructor in-residence at the school will present the students with an interdisciplinary environmental design program during the 2005-2006 school year. The program, which is designed to teach students about their immediate neighborhood, will include community walks and workshops in the Willmore District. The students will participate in a public art program in the following year. The planning and creation of the public art for the Willmore District will involve local artists, educators, librarians, and architectural and landscape designers.









B Analysis

4 Urban Design

The urban form of the Willmore District may be best described by its fine grain character and scale of the blocks, streets, courts and ways, and buildings. The public realm, which is made up of streets, sidewalks, courts and ways, and the open space network of parks and trails, provides the setting for community daily interaction. The sizes and configurations of the blocks and building forms have a major impact on the character and quality of the everyday environment of the Willmore District.

The Willmore District's Character-Defining Features:

- 1 Historic platting, as expressed in a strongly rectangular grid; block size and parcel dimensions; and occasional offsets and curvilinear alignments of streets and alleyways
- 2 Characteristic residential building types and materials
- 3 Neighborhood corner markets and resident-serving goods and services
- 4 Intimate scale of alleyway environments
- 5 Characteristic plant materials and landscaping
- 6 Tree lawns, curb cuts, access drives, screening (walls, fences)

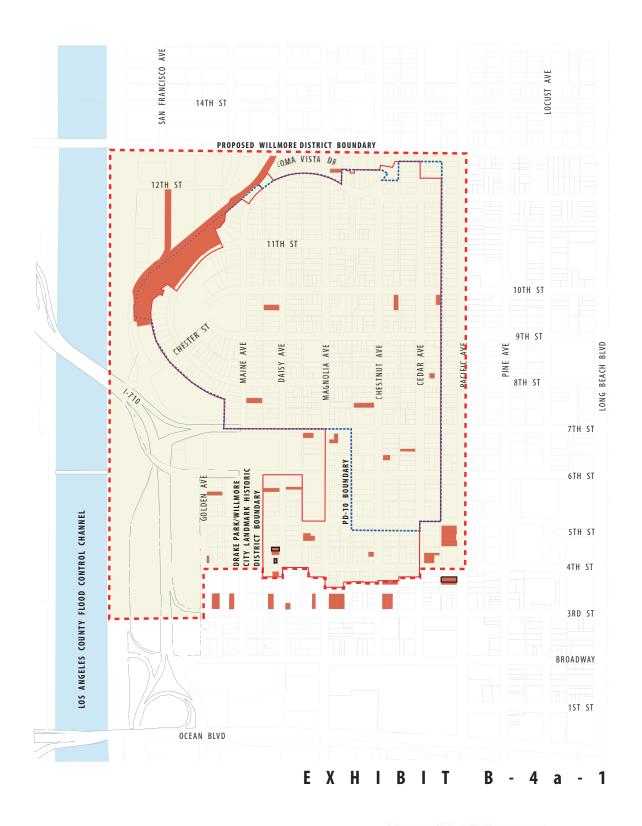
4 Urban Design

Vacant Land Α

Exhibit B-4a-1: Vacant Land, 2001

There are currently over thirty vacant parcels in the Willmore District. There is an opportunity for new development to take place at these locations. The underutilized parcels may also be potential sites for the re-location of historic houses.

Periodically the County releases a list of properties that have defaulted on property taxes. The Long Beach Redevelopment Agency has first right to purchase such properties before they are made available for public auction. In the past, the Agency has been successful in purchasing these properties for various projects. If there are vacant lots or substandard properties that become available in the Willmore District, the Agency may examine the possibility of purchasing them as properties to be used for public benefit, i.e, public parking, open space, etc.







- 4 **Urban Design**
 - В Buildings

Exhibit B-4b-1:

Building Footprints, 2001

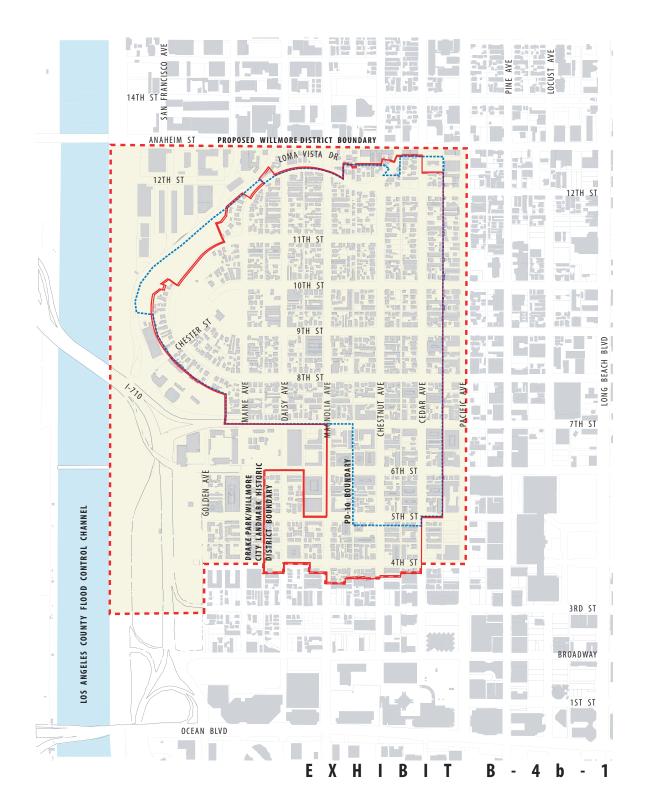
Exhibit B-4b-2:

Residential Building Types

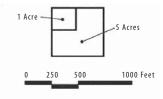
A variety of housing types can be found in the Willmore District. Many of the single family houses are historic, constructed in the 1920's. There are istoric housing types such as dog-trot courts and L-shaped single story units with pedimented shed entries. Apartment houses and garden apartments tend to be mostly modern or contemporary. There are some condominiums built in the 1980's. There is also a range of historic and newer duplexes, three-, and four-plexes.

Neighborhood Commercial and Mixed-Use Buildings

The existing neighborhood commercial and mixed-use buildings are primarily located on street corners at ground level within the Willmore District. These small-scale establishments include markets, beauty salons, and laundromats that serve local residents.









BUILDING FOOTPRINTS, 2001

WILLMORE CITY HERITAGE ASSOCIATION AND THE LONG BEACH REDEVELOPMENT AGENCY















RESIDENTIAL BUILDING TYPES

EXHIBIT B-4B-2

WILLMORE DISTRICT IMPLEMENTATION PLAN WILLMORE CITY HERITAGE ASSOCIATION AND THE LONG BEACH REDEVELOPMENT AGENCY

B Analysis

4 Urban Design

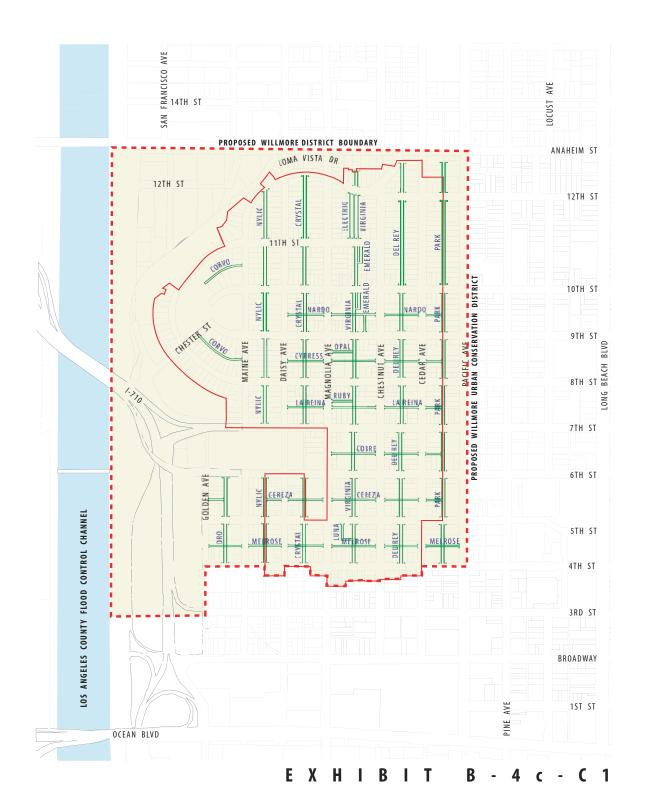
C Courts and Ways

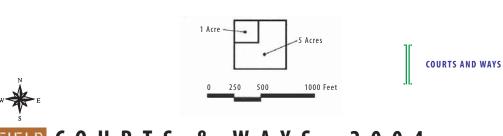
Exhibit B-4c-C1: **Courts & Ways, 2004**Exhibit B-4c-C2: **Courts & Ways**Exhibit B-4c-C3: **Courts & Ways**

Photo examples of courts and ways in the district

The courts and ways of the Willmore District are an essential character-defining feature of the district's historic urban grid. Any reference to them as mere service alleyways, let alone any attempt to dismiss or remove them altogether, ignores both their historical significance and the vital, connective "tissue" they provide for the daily existence of most Willmore District residents.

The courts and ways serve a variety of functions. They provide access to garages, storage sheds and rear yards (and some front yards, too, for those residences that front on the courts and ways). They also provide additional or alternative access for fire safety, police, service, utility and refuse collection vehicles. Many courts and ways serve as play space for children, and as a meeting place for neighbors, away from the hustle and bustle of street life. And perhaps more than anything else, the courts and ways are integral to the particular combination of scale, feeling and character that make the Willmore District the distinctive place that it is.











COURTS & WAYS EXHIBIT B-4c-C2

Many of the Willmore District's courts and ways have suffered from neglect and abuse; paving surfaces are worn out or have failed, drainage is poor, piles of litter and refuse go uncollected. Often a major contributing factor in such instances is the absence of "eyes on the alley", which most probably reflects the absence of any proprietary interest in the care and well-being of the court or way. And yet, in other courts and ways, one observes paving surfaces that seem to be in good condition, few if any discards or piles of uncollected trash, building facades that appear to be well maintained, and rear (and front) yards consisting of healthy plant materials.













COURTS & WAYS

EXHIBIT B-4c-C3

WILLMORE DISTRICT IMPLEMENTATION PLAN
WILLMORE CITY HERITAGE ASSOCIATION AND THE LONG BEACH REDEVELOPMENT AGENCY

B Analysis

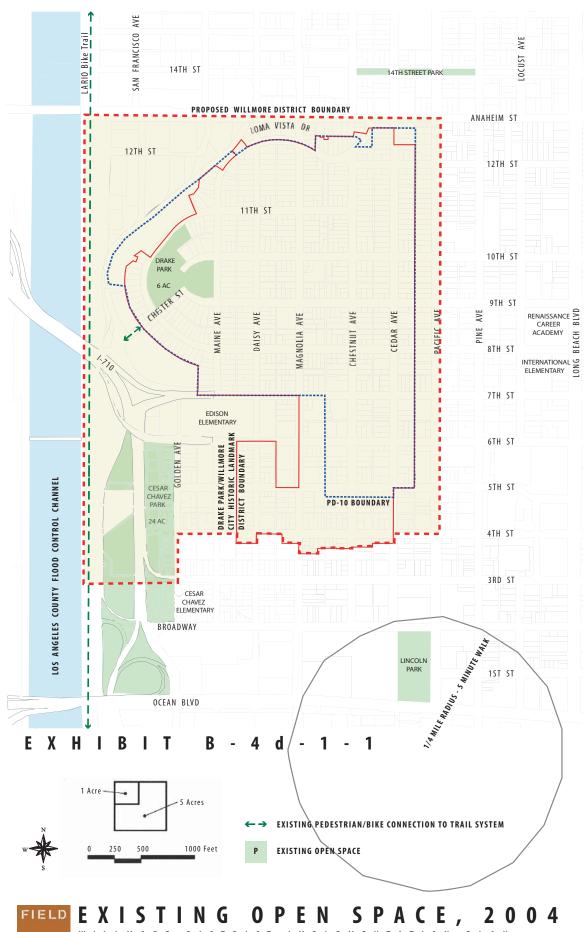
- 4 Urban Design
 - D Open Space

The two main open spaces in the Willmore District are Drake Park (6.3 acres) and Cesar Chavez Park (23 acres). The City of Long Beach is currently investigating opportunities to expand the open space adjacent to the Los Angeles River to the west of Drake Park and northwest of Cesar Chavez Park. This parkland expansion is known as the *Drake/Chavez Greenbelt*.

- 4 **Urban Design**
 - D **Open Space**
 - 1. **District Open Space**
 - Exhibit B-4d-1-1: 2004 а Existing Open Space

Currently, the proposed Drake/Chavez Greenbelt site is a series of postindustrial sites adjacent to the Los Angeles River and between Drake Park to the north and Cesar E. Chavez Park to the south. The site is approximately 20 acres, consisting of former Union Pacific Railroad properties and rights-of-way, a ceramic warehouse, Metropolitan Transportation Authority yards, and vacant City streets right-of-way.

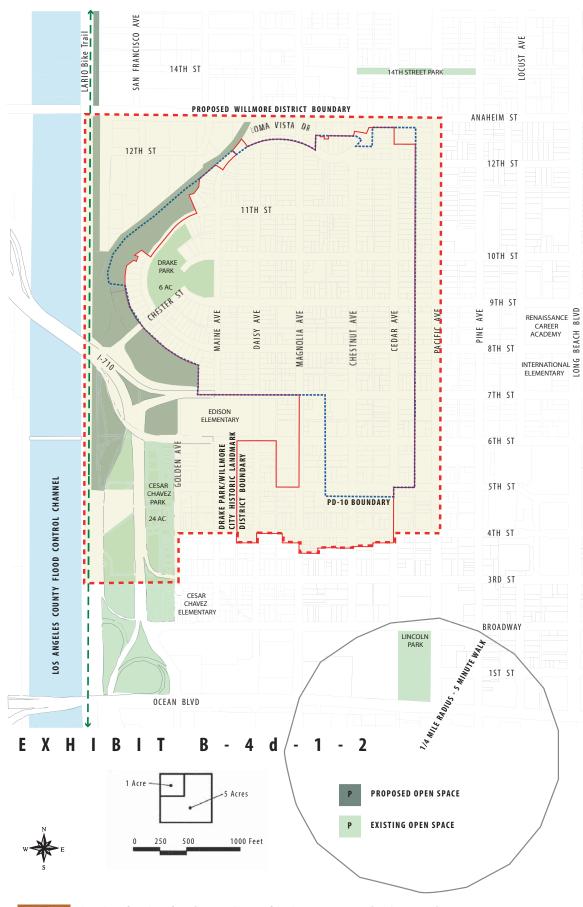
 City of Long Beach, Department of Parks, Recreation and Marine, Drake /Chavez Greenbelt, January 15, 2001



- 4 **Urban Design**
 - D **Open Space**
 - 1. **District Open Space**
 - b Exhibit B-4d-1-2: 2004 **Proposed Open Space**

The Drake/Chavez Greenbelt is both a community and regional park project in the downtown area of the City of Long Beach, which will begin to link existing Drake Park and Cesar E. Chavez Park, along with acquired property to form a 50-acre greenbelt park along the lower Los Angeles River. The project is also part of the regional Riverlink project, which proposes to create a network of gateways, pathways, connections and destinations to connect the City of Long Beach to the Los Angeles River.

- City of Long Beach, Department of Parks, Recreation and Marine, Drake /Chavez Greenbelt. January 15, 2001



4 **Urban Design**

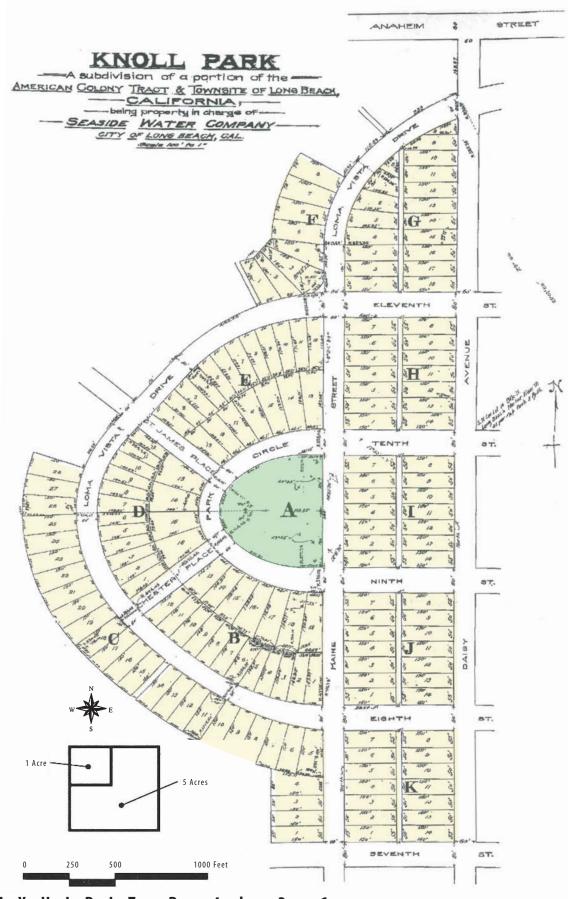
D **Open Space**

The Drake Park Area is located to the northwest of the Willmore District. The configuration of the streets and residential and open space parcels in this area is unique for its crescent shape. Since 1903, the urban form of the open space, neighboring street network, and residential parcels has evolved over time. Options A and B represent alternate configurations of the Drake Park Area in consideration of the proposed Drake/ Chavez Greenbelt.

2. Knoll Park

Exhibit B-4d-2-1: а Knoll Park Subdivision Plan, 1903

> The configuration of Knoll Park in 1903 was a crescent-shaped green space lined with houses facing onto the open space. The street, Park Circle, provided circulation around the western edge of the park. Maine Street provided vehicular access along the park's edge to the east. Two streets. St. James Place and Chester Place, provided direct access to the park form Loma Vista Drive.

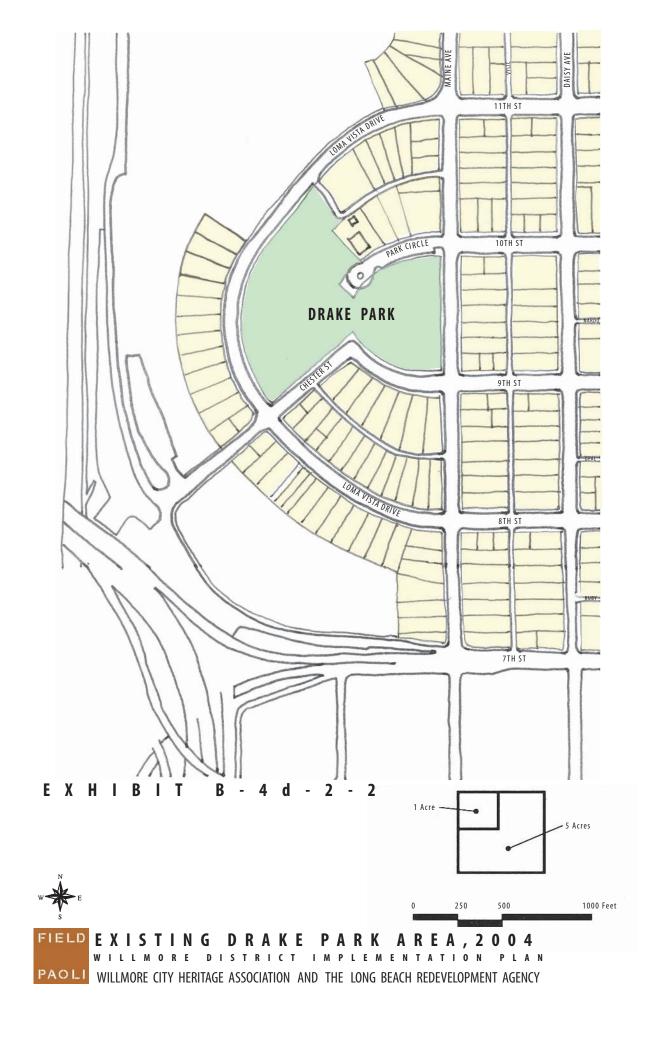


EXHIB I T - 2 - 1

Analysis В

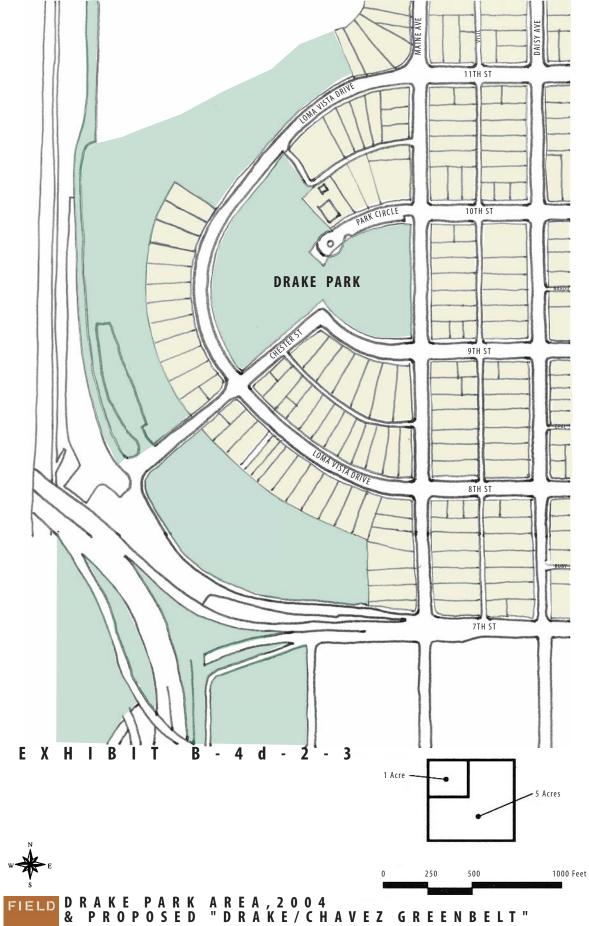
- 4 **Urban Design**
 - D Open Space
 - 2. Drake Park Area
 - b Exhibit B-4d-2-2: Existing Drake Park Area, 2004

Drake Park functions as a community open space for the surrounding neighborhood. Access to Drake Park is provided by Park Circle to the north, Chester Place and 9th Street to the south, Maine Street to the east, and Loma Vista Drive to the west. Park Circle, Chester Place, and 9th Street culminate in Drake Park. Drake Park is approximately 6 acres.



- 4 **Urban Design**
 - D Open Space
 - 2. Drake Park Area
 - **Exhibit B-4d-2-3**: С Drake Park Area, 2004 & **Proposed Drake Chavez** Greenbelt - Option A

In Option A, Drake Park in addition to the proposed Drake/Chavez Greenbelt will function as both a community park and as part of a regional open space. The combined existing Drake Park and proposed Drake/Chavez Greenbelt total approximately 20 acres.



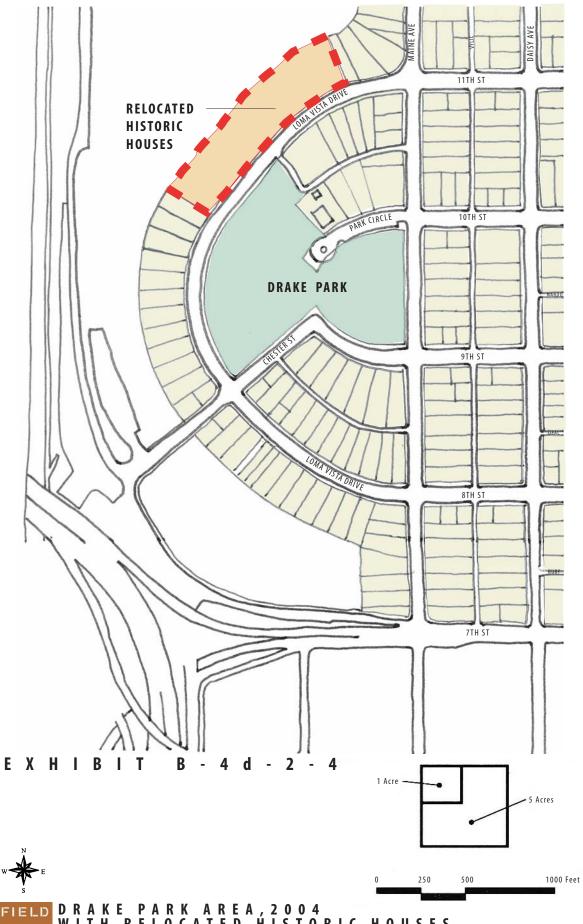
PAOLI

WILLMORE CITY HERITAGE ASSOCIATION AND THE LONG BEACH REDEVELOPMENT AGENCY

WILLMORE CITY HERITAGE ASSOCIATION AND THE LONG BEACH REDEVELOPMENT AGENCY

- **Urban Design** 4
 - D Open Space
 - Drake Park Area 2.
 - d Exhibit B-4d-2-4: Drake Park Area, 2004 & Relocated Historic Houses - Option B

Option B proposes that potential new residential parcels be located along the bluff north of existing Drake Park. This alternate shows the possibility of relocating historic houses to this undeveloped area.



4 **Urban Design**

F Traffic Calming

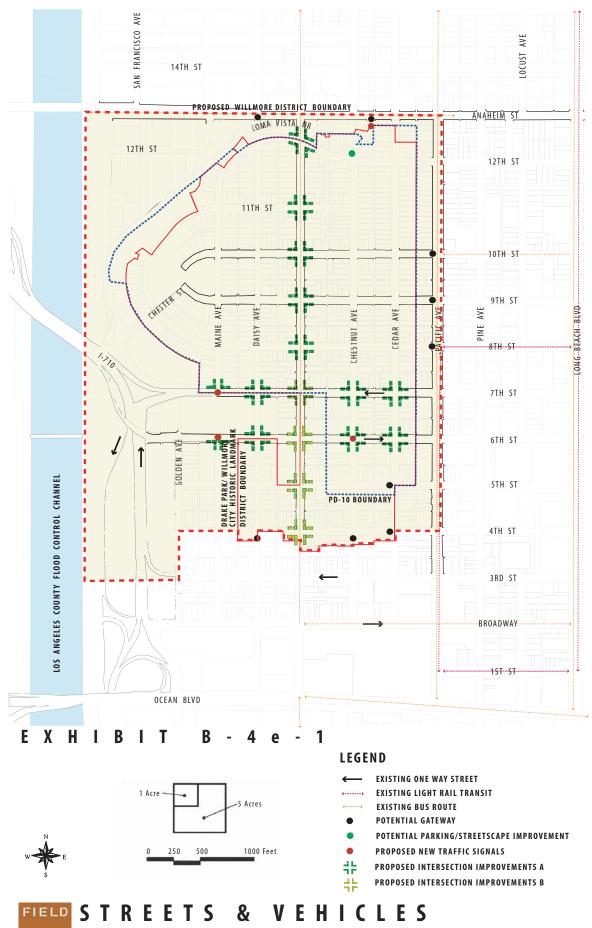
Exhibit B-4e-1: Streets & Vehicles Existing vehicular traffic highlighting current one-way streets, public transit routes, potential gatewaysand improvements

Vehicular network

Major vehicular routes in the Willmore District include 6th Street, 7th Street. Anaheim Street and Magnolia Street. The one-way couplets of 6th and 7th Streets carry busy traffic from the on-ramp and off-ramp to Interstate Highway 710. Anaheim Street functions as a major commercial corridor in the district and surrounding neighborhoods. Magnolia Street serves as the primary north-south corridor and bus route for the Willmore District.

There appears to be heavy traffic volume on Magnolia Street, particularly during rush hours. Residents voiced a desire for traffic calming measures to be implemented on busy Magnolia Street. In addition, the triangular intersection at Chestnut Avenue, 12th Street, and Loma Vista Drive is particularly confusing to drive and therefore requires better definition for safer and slower vehicular and pedestrian traffic.

The consultant team also learned from t he Willmore community that there currently exists a lack of sufficient parking in the district. The disproportion of parking demand to actual street parking spaces appears to be a primary concern of Willmore District residents.



FIELD STREETS & VEHICLES WILLMORE CITY HERITAGE ASSOCIATION AND THE LONG BEACH REDEVELOPMENT AGENCY

4 **Urban Design**

F Traffic Calming

Exhibit B-4e-2: Streets & Pedestrians

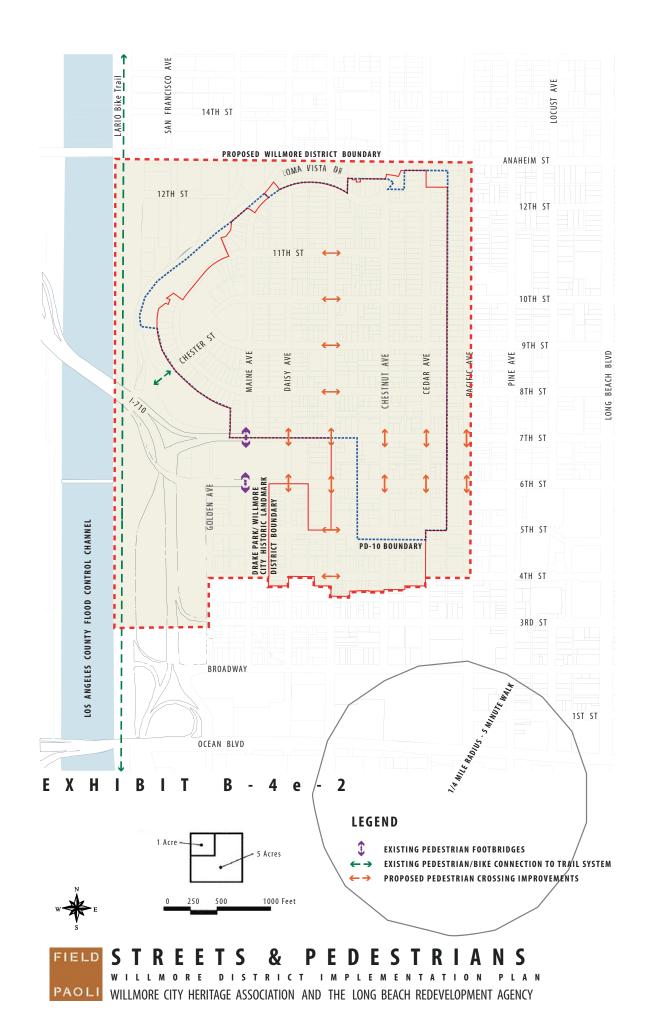
Existing pedestrian movement highlighting footbridges, connections to trail system and key pedestrian street crossings

Pedestrian network

The consultant team analyzed the pedestrian network in the Willmore District, including the existing street configurations, public transit, streetscape conditions, bike connections, pedestrian ways, footbridges, and crosswalks.

Key pedestrian street crossings in the Willmore District occur at the east-west pedestrian crosswalks at Magnolia Street and the north-south footbridges at Maine Street and 6th and 7th Streets in front of Edison Elementary School. Community residents desire streetscape improvements such as lighting and crosswalk safety measures for pedestrians and bicycle riders.

There is currently a historic street name sign program in place in the Willmore District. In addition, new trash receptacles were recently completed and installed in the neighborhood. These identifiable signs and street furnishings improve the legibility of the Willmore District.



C. RECOMMENDED IMPLEMENTATION IDEAS AND STRATEGIES

C Recommended Implementation Ideas and Strategies

The strategies identified herein are suggested approaches for policy-level measures, programs, and development principles. This section consists of diagrams, illustrations, and broad descriptions of assets and goals.

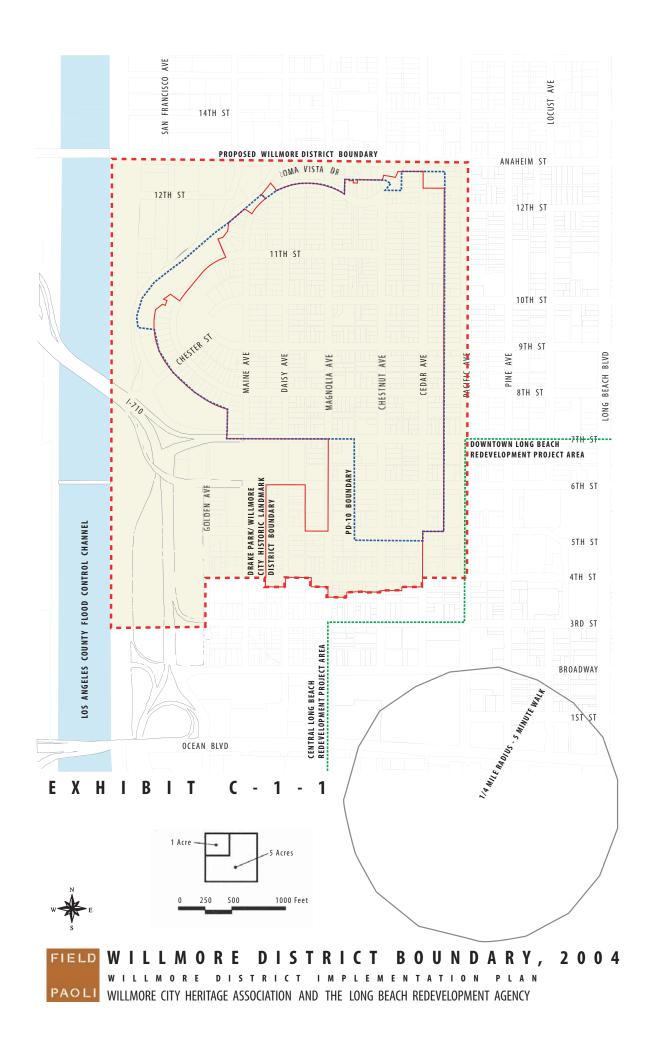
1 District Identity

Exhibit C-1-1: Willmore District Boundary 2004

Recommended revised district boundary for the Willmore District should be inclusive of PD-10 and Drake Park/ Willmore Historic Landmark District boundaries, and the proposed park and open space improvements at Interstate Highway 710 and the Los Angeles River.

The recommended boundary should be: Anaheim Street to the north, 4th Street to the south, Pacific Avenue to the east, and the Los Angeles River to the west.

This proposed Willmore District Boundary is also recommended to be the boundary of the Willmore Urban Conservation District.



C **Recommended Implementation Ideas** and Strategies

- 2 **Programs and Administration**
 - Α Willmore City Planned Development Plan (PD-10)

The Willmore City Planned Development Plan (PD-10) was first adopted in 1982. A second version, which is the subject of this review and comment, was adopted and became effective in late 1990.

PD-10 essentially is a zoning overlay district, that is, it contains numerous specific provisions tailor-made to retain and revitalize the significant historic resources and distinctive characterdefining features of the Willmore City area. Accordingly, such special provisions supersede provisions of underlying zoning classifications that normally would apply. For example, these special provisions deal with characterdefining features of the Willmore City area such as building heights and setbacks, on-site parking, and landscaping.

Since adoption of the present version of PD-10 in 1990, many changes have occurred in the Willmore City area and in the fields of historic preservation and urban revitalization. Such changes, therefore, suggest that review and comment on PD-10 at the present time is both timely and appropriate.

Conclusion

PD-10, as presently constituted in text and supporting graphics, is in need of and should have comprehensive revision.

C Recommended Implementation Ideas and Strategies

Findings and Observations

- The text refers to two historic districts, the "Drake Park Historic District and the Willmore City Historic District." In 1998, City Council adopted the Drake Park/Willmore City Historic Landmark District.
- The boundaries of the Drake Park/ Willmore City Historic Landmark District are different than those indicated in a current PD-10 supporting graphic.
- Appendix A and Appendix B in the current PD-10 document are misleading. For example, numerous properties are listed twice (once in Appendix A, and then again in Appendix B); other historic properties are not listed at all; and still others are located outside either the Drake Park or Willmore City Historic Landmark District.
- 4. Several statements in section G., <u>Design Guidelines</u>, are contrary to current values and practice in historic preservation. For example, the text in item 2.a., <u>New Construction</u>, states that "All additions shall match the existing architecture in design, materials and color." This guideline is in direct conflict with text in the **New Additions** chapter of **The Secretary of THE INTERIOR'S GUIDELINES FO REHABILITATING HISTORIC BUILDINGS**: "Duplicating the exact form, material, style, and detailing of the historic building in the new addition so that the

- 2 Programs and Administration
 - Α Willmore City Planned Development Plan (PD-10)

Findings and Observations

new work appears to be part of the historic building" is Not Recommended.

- 5. PD-10 presently is divided into four Sub-areas, within which specific uses and conditions for guest parking are called out. In particular, the text in Sub-area 4 gets very specific regarding relocation of historic structures and reuse of the Second Church of Christ Scientist/Pan American Center at 655 Cedar Avenue, a landmark structure now referred to as the Second Samoan Church, 302 West 7th Street. In short, language of PD-10's Sub-areas needs review and refinement to reflect current realities in the Willmore District.
- 6. At the very least, boundaries of PD-10 need to be inclusive of the Drake Park/Willmore City Historic Landmark District as well as any designated historic landmark structure that is not located within the boundaries of the Drake Park/Willmore City Historic Landmark District, but is located within the proposed Willmore District.

- 7. The current version of PD-10, as noted above, was adopted in 1990. The City ordinance which formally established the Drake Park/Willmore City Historic Landmark District was adopted in 1998. This latter document contains text with standards and guidelines applicable to demolition, alteration, additions and new construction of structures located within this historic district. At the very least, PD-10 should reference this particular ordinance and applicability of its contents to designated historic structures located within the boundaries of PD-10.
- 8 Apparently, the relocation of historic houses to locations within PD-10 faces numerous procedural obstacles, especially in comparison with those faced by other types of changes, such as demolition and new construction. PD-10, as a zoning overlay district, can and should include provisions that subject all changes to similar, if not identical, noticing and review procedures.

Many historic properties tend to exhibit unusual, if not unique, character-defining features. As such, it is oftentimes difficult to apply a uniform or standardized set of guidelines without the need to grant adjustments or exceptions to municipal codes and development regulations. An alternative approach or tool for granting adjustments or exceptions relies upon use of performance standards. When

- 2 Programs and Administration
 - A Willmore City Planned Development Plan (PD-10)

Findings and Observations

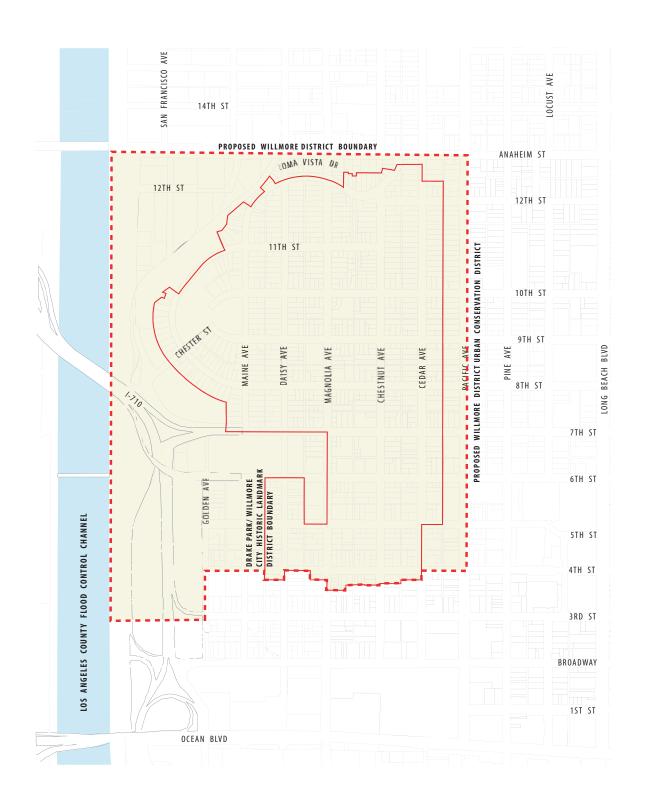
making revisions to PD-10, it is recommended that language be added regarding the use of performance standards. Examples of performance standards as they might apply to designated properties located in the Drake Park/Willmore City Historic Landmark District can be found in section C-3-B of this document, under the heading Adjustments and Exceptions to Development Regulations.

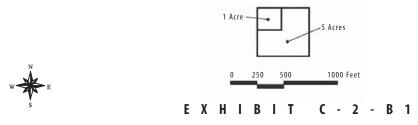
- 2 **Programs and Administration**
 - В Willmore Urban Conservation District

Exhibit C-2-B1: Willmore Urban Conservation District

Urban Conservation

What is urban conservation? It is continuous activity, involving interests and stakeholders in both private and public sectors that recognizes both the value and the importance of retaining, maintaining and revitalizing characterdefining features of historic urban fabric. Historic urban fabric consists of numerous kinds of character-defining features typically associated with the built environment: buildings, structures, objects, places, parks, streets, plant materials, street furniture, signs, etc. Due to aging and other factors, historic urban fabric can wear thin and experience failures, stemming from lack of repair and routine maintenance, the presence of obsolete land uses, and new construction that is inappropriate or misguided. In sum, urban conservation measures represent a concerted effort to repair, reweave and renew historic urban fabric in a manner that is economical, timely and appropriate.







- 2 **Programs and Administration**
 - В Willmore Urban Conservation District

Urban Conservation District

What is an urban conservation district? It is a defined geographical area, within which public agency policies and programs deliberately complement investments and contributions of the private and non-profit sectors, in order to realize, coordinate and sustain certain desired improvements to an area's historic urban fabric. An urban conservation district generally is inclusive of administrative and regulatory measures as well as projects and developments intended to retain and revitalize an area's historic urban fabric.

Note: Revitalization of historic urban fabric within an urban conservation district often includes new construction. appearing as an addition to an existing historic building or as an entirely new development. Such new construction needs to demonstrate its respect for character-defining features of the existing historic urban fabric, and yet, at the same time, make a genuine contribution on its own terms. By contrast, new construction that attempts to emulate other periods or styles, or that creates false historicism, is insincere and wasteful of an opportunity to further enrich the distinctive quality and character of the Willmore District.

Recommendation

This implementation plan recommends establishment of an urban conservation district for the Willmore District.

Findings and Observations

- Urban conservation districts are designed to function as "tailor made" instruments or tools for the administration and management of revitalization programs and projects in older urban areas of historical significance. Each urban conservation district is a unique creation, based upon the particular character-defining features, needs, policies, programs and regulations that belong to and affect a defined district, zone or geographical area.
- 2. The legislative action that is used to formally establish an urban conservation district depends upon specific program objectives, needs and requirements. If, for example, an urban conservation district consists of new standards and regulations of an enforceable nature, then most likely its formal establishment will be adoption by ordinance. On the other hand, if an urban conservation district only references inter alia existing ordinances or codes previously adopted by ordinance, then its formal establishment most likely will be adoption by resolution.

- 2 Programs and Administration
 - B Willmore Urban Conservation District

Findings and Observations

3. The Willmore District already is "home" to several programs and regulatory provisions that are specifically geared to protection and enhancement of the district's historically-significant resources and urban setting. Two existing ordinances provide the legislative intent and substantive content necessary for review and approval of alterations, including new construction, to the district's historic urban fabric: the Drake Park/Willmore City Historic Landmark District and the Willmore City Planned Development Plan (PD-10). In addition, there are several existing programs that provide services and benefits to residents and homeowners of the Willmore District, as described in this document in section B

Moreover, this implementation plan also recommends numerous actions, both near and long term, which would involve both the construction of certain physical improvements and an updating of regulatory provisions and procedures.

- 4. Several City commissions and departments presently are charged with administration and staffing of the ordinances, programs and projects that are currently applicable to specific resources, activities and areas within the Willmore District. In addition, there are many other organizations, entities and stakeholders with programs and interests that directly affect the Willmore District's historic resources and setting: governmental entities, such the local school district and the regional rapid transit district; non-profit organizations, such as the Willmore City Heritage Association: and state and federal programs, such as the Mills Act and the National Register of Historic Places.
- 5. Establishment of an urban conservation district for the Willmore District provides an opportunity to effect improved communication and coordination among the numerous agencies and entities responsible for current and future programs and projects in, of and for the Willmore District. An urban conservation district of this type functions as an "umbrella" organization, and therefore, as a central source of information and means for effecting necessary and more cost-effective coordination of programs and projects. Its precise design and appropriate chartering is

- 2 **Programs and Administration**
 - В Willmore Urban Conservation District

Findings and Observations

dependent upon preparation of a detailed delineation and review of existing agency purviews, responsibilities, programs, detailed delineation and review of existing agency purviews, responsibilities, programs, staffing and interfacing with other agencies, entities and organizations.

C Willmore District Code Enforcement

Affirmative Maintenance and Code Enforcement:

Just as people and cars get older and clearly benefit from regular maintenance and occasional repair, so do buildings. Materials and systems of a building wear out and require repair or replacement. If not looked after and maintained, a building over time will deteriorate to a point that it becomes dilapidated, a condition that often warrants demolition. It is in everyone's best interest—the building's owner, the neighborhood, and the municipality—if a building is maintained and repaired, just as people are advised to see their doctor for routine check-ups and to take their car to a mechanic for routine maintenance.

The Willmore District possesses an extensive, very valuable inventory of older, historically-significant residential buildings. Unfortunately, many of these buildings have been altered or "upgraded" inappropriately, that is, the alterations fail to respect or enhance the character-defining features of the building. Even though well intentioned and oftentimes carried out at considerable expense, such "improvements" are counter productive, resulting in devaluation of the property. In many cases such work is done without proper permit(s) and without benefit of professional assistance.

- 2 Programs and Administration
 - С Willmore District Code Enforcement

Affirmative Maintenance and Code **Enforcement:**

Homeowners and residential property owners in the Willmore District could benefit from a tailor-made, focused affirmative maintenance and code enforcement program. This type of program could offer outreach that provides homeowners with practical advice and useful information regarding energy-saving measures, systems upgrades and door and window replacement; a statement by the County Assessor that indicates those improvements subject to increased assessment and those not subject to increased assessment; rehab fairs and seminars that put homeowners in direct touch with contractors, building suppliers, city inspectors, architects and others actively committed to preservation and enhancement of the Willmore District's historically-significant buildings.

D Willmore City Heritage Association

The Willmore City Heritage Association is a 501(c)3 non-profit corporation whose programs and activities promote and support retention, rehabilitation and revitalization of the Willmore District's historically- and architecturally-significant buildings and historic townscape. It has been active for some 26 years, and its membership of 200 consists mainly of district residents.

The association supports the Willmore Community Police Center and its many programs, publishes a monthly newsletter, sponsors neighborhood clean-ups, tree plantings, home tours, and other events. Additionally, WCHA has been active in the relocation and rehabilitation of historic homes that have been threatened with demolition. In 2003 they qualified for a Community Housing Development Organization (CHDO) certification under the HUD Home Program from the Housing Services Bureau. They have been recipients of awards from the Cultural Heritage Commission, Community Development, and Neighborhoods USA for various projects.



- 3 Building Rehabilitation and Relocation
 - Α Historic House Relocation Program

The Redevelopment Agency of the City of Long Beach has the opportunity to relocate seven historic homes in the \West Gateway area of Long Beach to new locations in the City of Long Beach. The Agency is currently soliciting individual developers or firms to relocate and rehabilitate these homes which are currently in the West Gateway area. There may exist vacant opportunity sites within the Willmore District which may be candidates for relocation of historic homes.

Chapter 18.52 of the Long Beach Municipal Code governs the moving of structures from one location to another. In addition to obtaining permits and otherwise following City regulations for moving the structure, City building codes will need to be followed in order to rehabilitate the residences. The applicable zoning requirements will vary by the location of the relocation site... To be approved for the move, the recipient site will need to be residentially zoned and of sufficient size to accommodate the relocated structure, including required yards, setbacks, garages and related structures. A garage will probably be required to be constructed on the recipient site. In addition, the relocated structure will be required to be rehabilitated to meet the current City building codes that are applicable to the proposed recipient site. This may well require upgrading electrical, plumbing, and heating systems in addition to more cosmetic requirements.

- Request for Proposals: Relocation and Rehabilitation of Historic Homes -West Gateway, June 16, 2004 Redevelopment Agency of the City of Long Beach

- 3 Building Rehabilitation and Relocation
 - В Rehabilitation/Improvement of Existing Houses

Reimbursement for Permit Work. In order to offset or reduce the additional costs and burdens of retaining. maintaining and rehabilitating designated historic properties (aka "contributors" to designated historic districts), the owners of such properties possibly could be offered reimbursement for fees as related to city-required project review and permit work. Beyond the financial savings or benefit afforded to the property owner. it is worth noting that this particular quid pro quo normally results in much more work being done with, rather than without, required permit(s), which in turn means that many more historic properties of a community are properly maintained and rehabilitated than is the case when such work is done without benefit of permit(s), agency review and professional assistance.

Adjustments and Exceptions to Development Regulations.

Many historic properties tend to exhibit unusual, if not unique, character-defining features. As such, it is oftentimes difficult to apply a standardized set of design guidelines without the need to grant adjustments or exceptions to municipal codes and development regulations. An alternative approach or tool for granting reasonable adjustments or exceptions relies upon use of **performance standards**. The following list provides some examples of performance standards applicable to alteration of historic properties:

- The proposed alteration would not adversely impact either the historic property or neighboring properties, consistent with recommended actions of The Secretary of the Interior's Standards for Treatment of Historic Properties;
- 2 The proposed second-story addition is allowed only if character-defining features of the existing blockface or townscape would not be adversely impacted;
- The required number of on-site parking spaces is satisfied by other enforceable measures, e.g., a contractual agreement for use of other off-street parking spaces that meet code requirements;

3 Building Rehabilitation and Relocation

Adjustments and Exceptions to Development Regulations (continued)

- The code requirements that normally govern the design and minimum dimensions of on-site parking spaces are waived or adjusted when character-defining features would not be adversely impacted;
- The proposed encroachment into a required setback would be offset by exceeding other applicable minimum requirements;
- The proposed subdivision or lot line adjustment would not disrupt or intrude upon visual character of neighboring properties and existing townscape; and
- 7 The degree of significance of the historic property would have some bearing on both the number and the types of adjustments and/or exceptions that would be given consideration.
- C Relocation of Houses onto Vacant Land

It is recommended that a survey of vacant parcels be conducted so that the relocation of historic homes may occur on these pre-determined lots.

4 New Construction

A Neighborhood-Serving Retail Sales and Service

The neighborhood corner markets and resident-serving goods and services in the Willmore District are characterdefining places in the neighborhood. These important small-scale establishments provide residents a place for daily encounters and the distribution of convenient services. New building construction at the street corners and urban infill projects should consider the scale, size, proportion, style, and materials of surrounding buildings. It is recommended that routes of access, vehicular and pedestrian circulation, and parking be compatible with and complement the configuration of existing properties

B Setbacks, Driveways, and Landscape

It is recommended that site design of new construction projects in the district be compatible with site designs of neighboring properties, especially features such as setbacks, access drives, and landscaping materials. In addition, careful attention should be given to the craft and choice of materials for screening, walls, and fences, as well as characteristic plants and landscaping in the district.

5 Streetscape

A Traffic Calming

Exhibit C-5-A1: **Streets & Vehicles**Photo examples of vehicular traffic lanes and parallel and diagonal parking

Exhibit C-5-A2: **Streets & Pedestrians** Photo examples of pedestrian-oriented streetscape.

Magnolia Avenue, north of 7th Street, functions as the main north-south local vehicular corridor and bus route for the Willmore District. This main corridor requires further study of traffic calming solutions. Bulb-outs or neck-downs in conjunction with parallel parking may reduce the traffic lane width from curb to curb at the street intersection. Thus the bulb-outs would reduce the width of the crossings and make them safer for pedestrians.

Significant regional traffic flows via Magnolia Avenue, south of 7th Street in the direction of the Interstate Highway 710. Further assessment of the existing traffic loads along Magnolia Avenue, south of 7th Street is recommended to allow for the formulation of traffic calming strategies. The City of Long Beach is developing a traffic controls strategy to fill in the traffic signal grid. Construction of new traffic signals will take place in the near future at the intersections of 6th Street and Chestnut Street and Anaheim Street and Chestnut Street.

The geometry of the intersection at Chestnut Avenue, 12th Street, and Loma

Vista Drive is irregular and requires better definition for vehicular and pedestrian traffic. At this time Traffic and Transportation Bureau of the City of Long Beach is studying the possibilities of angled parking and a narrowing of Chestnut Street at Anaheim Street.

There is potential for the creation of new gateways or entry points at the northern, southern, and eastern edges of the district. These gateways would give a specific identity to the Willmore district so that visitors and residents, alike would know that they were entering the Willmore District. In addition, there is a need for clear overhead street signage at















FIELD PAOLI

STREETS & VEHICLES

EXHIBIT C-5-A1

WILLMORE DISTRICT IMPLEMENTATION PLAN
WILLMORE CITY HERITAGE ASSOCIATION AND THE LONG BEACH REDEVELOPMENT AGENCY



















STREETS & PEDESTRIANS EXHIBIT C-5-A2

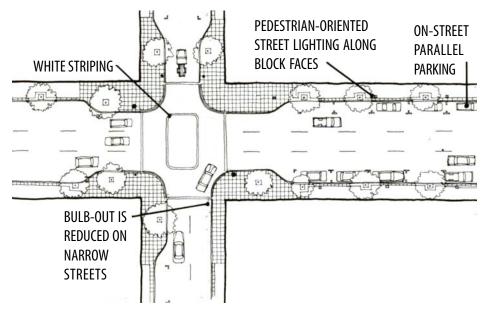
WILLMORE DISTRICT IMPLEMENTATION PLAN WILLMORE CITY HERITAGE ASSOCIATION AND THE LONG BEACH REDEVELOPMENT AGENCY

- 5 Streetscape
 - B Streetscape Improvements to 6th and 7th Streets

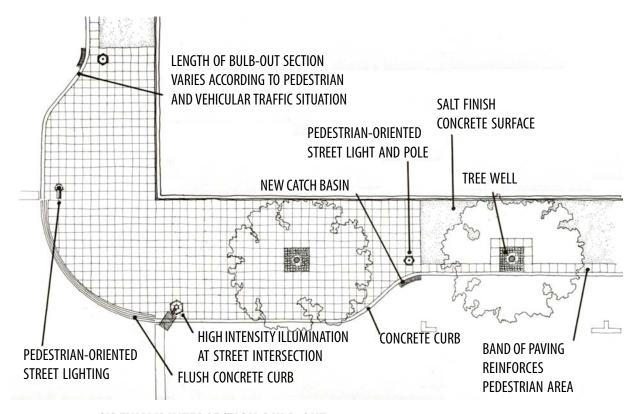
Exhibit C-5-B1: Street Improvements

The pedestrian street crossings at the street intersections along 6th Street, 7th Street, Anaheim Street, and Magnolia Street, require further study and improvement. Vehicular traffic at higher speeds flows from the direction of the Interstate Highway 710 on-ramp and off-ramp in close proximity to the intersections of Maine Street at 6th and 7th Streets. Recently the construction of new traffic signals has been completed at these intersections. It is recommended that further study of these intersections and potential street improvements be undertaken.

Safety for bicycle riders and pedestrians is a high priority in the Willmore District. The City of Long Beach is planning to construct new bicycle lanes on 6th, 7th, and Chestnut Streets. In addition, the public safety of pedestrians such as Edison Elementary school students and their parents who are crossing the street, is of primary concern. The introduction of new sidewalk configurations, bulb-outs, and/or lighting fixtures may present a way to address this issue.



STREET INTERSECTION, SIDEWALK, AND PEDESTRIAN CROSSINGS



SIDEWALK INTERSECTION BULB-OUT

NOTE: DIAGRAMS NOT TO SCALE



STREETSCAPE IMPROVEMENTS EXHIBIT C-5-B1

WILLMORE DISTRICT IMPLEMENTATION PLAN WILLMORE CITY HERITAGE ASSOCIATION AND THE LONG BEACH REDEVELOPMENT AGENCY

- 5 Streetscape
 - C Courts and Ways Demonstration Project

Exhibit C-5-C1:

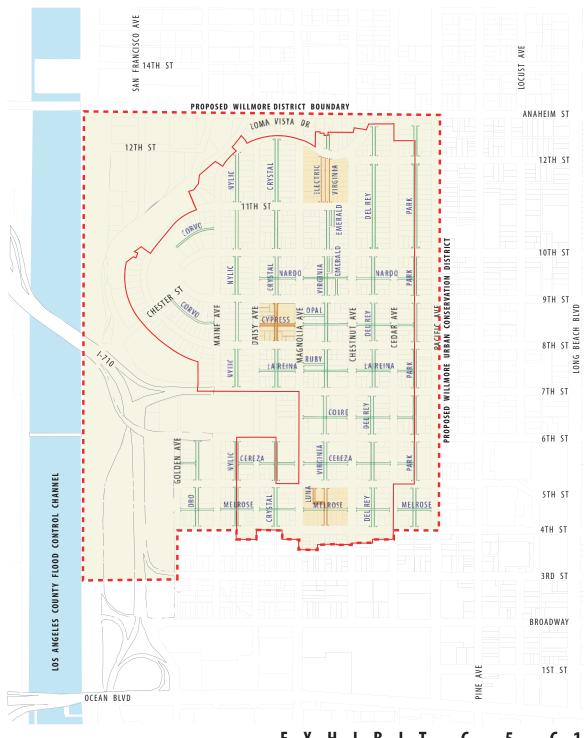
Courts & Ways Demonstration Project

Implementation of a Courts and Ways Demonstration Project is intended to achieve a twofold objective: first, to make specific kinds of improvements to courts and ways in several locations that exhibit a variety of existing conditions; and second, to monitor the effects and results of the physical improvements in terms of levels of interest, participation and the apparent costs/benefits to users, residents, property owners and City agencies.

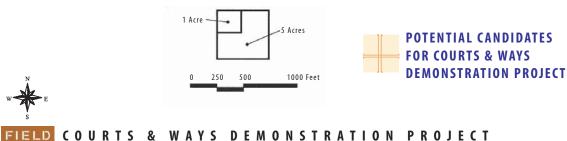
Potential candidates for inclusion in the Courts and Ways Demonstration Project are as follows:

- The Electric/Virginia couplet, between 11th and Loma Vista
- Melrose, Virginia and Luna, in block bounded by Magnolia, Chestnut, 4th and 5th
- Crystal/Cypress, between 8th and 9th

For each location, a survey and recordation of existing conditions will be required, followed by preparation of a detailed listing of proposed improvements. A public information and outreach program also will be necessary, especially with respect to those residents, users, utility personnel and service providers who will be directly affected.









- 5 Streetscape
 - D **Historic District Markers**

Exhibit C-5-D1: Historic District Markers Photo examples of sidewalk district markers

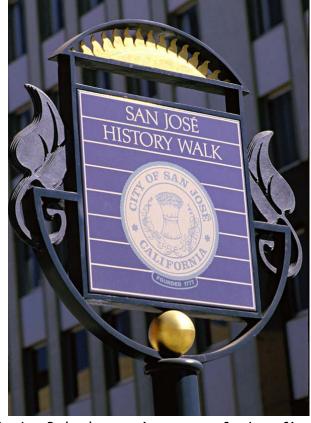
District markers in the form of vertical signage with text, images, and lighting can help to increase awareness and visibility of the district. These sidewalk furnishings are informative of the character and historical significance of the Willmore District. These pedestrianoriented markers may take on various forms, styles, and sizes.

The artist Michael Manwaring designed district markers for the San Jose History Walk located in San Jose. California in 1985. The client for the project was the San Jose Redevelopment Agency. The system of freestanding markers allows pedestrians to take selfguided tours of the downtown historical area. The markers are made of cast aluminum and porcelain enamel on steel.





San Jose History Walk

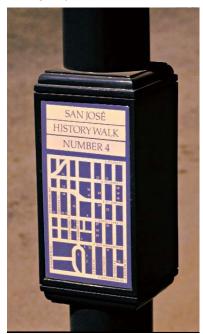


San Jose Redevelopment Agency

San Jose, CA







FIELD PAOLI

HISTORIC DISTRICT MARKERS EXHIBIT C-5-D1

WILLMORE DISTRICT IMPLEMENTATION PLAN
WILLMORE CITY HERITAGE ASSOCIATION AND THE LONG BEACH REDEVELOPMENT AGENCY

6 Public Art

New construction projects in the Willmore District should contribute to the creation of public art for the community. It is recommended that a steering committee be formed to guide the process of identifying potential sites within the district, selecting an artist, and managing the process of installation and dedication of the art piece.

Public art should be visible from the public streets and ways. There may be an opportunity to include a public art component in specific new construction projects such as those that provide for the improvement of streetscapes, parks, and public right-of-ways.

7 Open Space

A Proposed Park Expansion

The proposal for the expansion of open space in the Willmore District should be evaluated and considered in relation to the need for recreation and open space at two scales: the immediate neighborhood and the region.

B Proposed Drake Park Area Urban Design

The urban design options for Knoll/Drake parks presented in Section B-4-D, under the heading, *Knoll and Drake Parks*, explore the possibilities of introducing and restoring new housing, park land, streets, and courts and ways to the area currently known as Drake Park. It is recommended that further study be devoted to this area of Willmore District in consideration of other proposed plans such as the Drake Park/Chavez Greenbelt.

8 School District

A Recreation and Open Space

Given the proposals for park expansion and urban design options for Drake/Knoll Park, it is recommended that the total areas and distribution of recreation and open space in the Willmore District be evaluated. The study should include an understanding of projected needs of the immediate Willmore neighborhood and surrounding region and the current and projected availability of land dedicated to recreation and open space. The recreational facilities of both Edison Elementary and Cesar Chavez Elementary schools should be considered in the overall plan for open space in the Willmore District.

B Pedestrian Street Crossings

It is recommended that further study be undertaken of key pedestrian intersections such as 6th Street and 7th Street at Maine Avenue, where students and parents are crossing the street to and from Edison Elementary school. In addition, streetscape improvements at local street intersections along Magnolia Avenue, north of 7th Street should undergo further analysis.

C Bus Stops and Routes

In the interest of public safety for bus riders, vehicle drivers, bike riders, and pedestrians, further study is recommended of the streetscape conditions of the pick-up and drop-off areas for public buses and elementary and junior high school buses in the Willmore District.

D. RECOMMENDED IMPLEMENTATION ACTIONS

D Recommended Implementation Actions

The recommendations are specific actions for implementation in accordance with the overall vision for the Willmore District. These actions are prioritized in terms of long-term or near-term achievement of strategic change.

1 Top Priorities: a time period of one to three years

A Revise PD-10

The existing PD-10, as presently constituted in text and supporting graphics, should undergo comprehensive revision. First and foremost, it is recommended that the boundaries of PD-10 be inclusive of the Drake Park/Willmore City Historic Landmark District as well as any designated historic landmark structure that is not located within the boundaries of the Drake Park/Willmore City Historic Landmark District, but is located within the proposed Willmore District.

D Recommended Implementation Actions

- 1 Top Priorities: a time period of one to three years
 - B Additional inventory and survey of Willmore District historic properties

The present-day Drake Park/Willmore City Historic Landmark District consists of several hundred designated historic properties, a reflection of survey and inventory activity in the Willmore District that dates back to the 1970s. Tangible results of this survey activity are most evident in the Willmore City Planned Development Plan (PD-10) document, whose Appendices A and B list hundreds of contributing structures to the Drake Park and Willmore City Historic Landmark Districts.

At the present time, no data base exists that can provide an accurate and complete record or base map of the Willmore District's significant historic properties. There is a definite need among many users for the existence of such a data base—staff and members of the Cultural Resources Commission. persons and offices charged with conducting environmental assessments and impact reports, persons and offices that review and approve permit applications, real estate personnel, and members of the general public who wish to understand and promote the Willmore District's historic resources.

The City of Long Beach is a Certified Local Government under terms administered by the State Office of

Historic Preservation. One standard condition that applies to each of California's Certified Local Governments is a requirement to continuously maintain and periodically update, as warranted, existing survey data and findings regarding a community's significant historic resources. In the case of Long Beach, this admittedly is no small order, as Long Beach is an urban area with some 15 historic landmark districts.

This implementation plan document recommends creation of an up-to-date, accurate data base of the Willmore District's historic resources. This task will likely entail compilation of a hard copy list of all designated historic properties currently on file in the City's Planning Department; field-checking the hard copy list to reaffirm the existence of such resources, and to correct existing data such as street addresses and Assessor's Parcel Numbers; and additional survey and inventory activity to identify and record significant historic resources not currently on file.

Recommended Implementation Actions

2 Near-term Priorities: a time period of three to six years

A Adaptive Use of Vacant Lots

It is recommended that a detailed survey of vacant parcels be conducted so that the relocation of historic homes or new development may occur on these predetermined lots.

B Rehabilitation of Existing Houses

The strategy for the rehabilitation of existing houses in the district should include the prioritization of specific lots and a plan for the ongoing education of residents regarding the parameters for rehabilitation of their properties.

C Formation of Willmore Urban Conservation District

The Willmore Urban Conservation District is intended to exist as an "umbrella" organization whose primary purpose is management of projects and programs designed for the benefit of residents, property and business owners of the Willmore District. The district should function as a dedicated instrument or vehicle to facilitate the timely sharing of information and costeffective implementation and monitoring of projects and programs. The precise design and appropriate chartering of this task force-type body are dependent upon preparation of a detailed delineation and review of existing purviews, responsibilities, staffing and programs among all agencies, entities and organizations with projects and programs in the district.

D Historic District Markers

The installation of these site furnishings as gateways and along sidewalks will increase awareness and understanding of the unique character and historical significance of the Willmore District.

E Courts and Ways Demonstration Project

Implementation of this demonstration project at the initial three locations will require a survey and recordation of existing conditions, followed by preparation of a detailed listing of proposed improvements. In order to specify the proposed improvements for each location, it will be necessary to solicit suggestions and obtain information and cooperation from several stakeholders: affected residents and property owners, utility and service providers, city departments (e.g., public works, police, fire). A public information and outreach program also will be necessary, to inform the residents of each neighborhood and the community regarding the purpose, scheduled improvements, and possible future applications of this project.

F Historic House Paint Demonstration Project

The Willmore District possesses an extraordinary inventory of late 19th and early 20th century architecturally-significant historic houses, many of which are designated as contributing structures to the Drake Park/Willmore City Historic Landmark District. And, to date, many of these structures have been rehabilitated with appropriate care and respect. Still others, however, unfortunately exhibit inappropriate and misguided actions, even though executed with the best of intentions.

D **Recommended Implementation Actions**

2 Near-term Priorities: a time period of three to six years

> major paint companies have generated sample palettes and color books with illustrative schemes for historic architectural styles and periods.

This implementation plan recommends use of a demonstration project intended to inform homeowners of the Willmore District as to the use and kinds of paint, paint colors and paint schemes appropriate for historic houses. It is further recommended that the Willmore City Heritage Association assist the Redevelopment Agency with selection of four or five residential structures for participation in this demonstration project, employing criteria such as owner i nterest, style and period of construction, location, and potential for informing interested parties and the general public.

G Streetscape Improvements

It is recommended that a streetscape improvement strategy be developed that prioritizes key streets and intersections that will enhance the public realm of the Willmore District.

Н Planning of Drake Park Area projects

Further study should be devoted the planning of Knoll/Drake Park in consideration of other proposed plans such as the Drake Park/Chavez Greenbelt.

- 3 Long-term Priorities: a time period of six to ten years.
 - A Continuation of purchase and adaptive use of vacant lots

It is recommended that further study of all existing vacant lots in the district be undertaken so that these lots may be prioritized for their rehabilitation, the relocation of historic homes, or purchase for new construction.

B Continuation of rehabilitation of existing houses

There should be an effort to provide outreach education regarding building performance standards within the district in order to ensure the continuation of the rehabilitation of existing houses by property owners.

C Continuation of improvement of courts and ways

Once the initial Courts and Ways Demonstration Project is underway and completed, it is recommended that a phasing strategy be developed to improve other potential courts and ways in the district in order of priority.

D **Recommended Implementation Actions**

- 3 Long-term Priorities: a time period of six to ten years.
 - D Continuation of streetscape improvements

The occurrence of relocation of historic properties, new construction, rehabilitation of existing properties within the district and new development in the neighboring districts will have an impact on the Willmore District. It is recommended that traffic and pedestrian circulation and need for streetscape improvements in the district be assessed accordingly. New streetscape improvements within the district should be prioritized in terms of overall impact on vehicular and pedestrian safety and comfort.

Ε Implementation of Drake Park Area projects

It is recommended that the implementation of the Knoll/Drake Park Area projects be phased over the years in consideration of the concurrent implementation of the proposed plans for Drake Park/Chavez Greenbelt. The implementation of the Knoll/Drake Park Area projects will require the partnership of the City of Long Beach Redevelopment Agency and the Department of Parks, Recreation & Marine.

4 Phasing of Recommended Implementation Actions

Both the Near-Term and the Long-Term
Recommended Implementation Actions listed in
this section involve phasing. What this means is
that not every Near-Term and every Long-Term
Priority item can or should be attempted or
initiated all at once. Reweaving the historic
urban fabric of the Willmore District needs to be
done carefully and incrementally, with
assessment and evaluation all along the way.
Mistakes and unforeseen problems or issues
are bound to occur, which, upon examination and
reflection, will warrant corrective measures.

Regardless of priority, the phasing of items can occur in several formats and time frames, for example, with the use of demonstration or pilot projects, or with seed money. Phasing also will be determined by the limited availability of resources, be it capital funds, project managers, or support staff.

The Recommended Implementation Actions of this plan most likely will require some 20 or more years to bring to fruition. Some of the items are certain to fare better than others; some may not even materialize, or will be dropped from the list after initial results or consequences are evaluated. In any case, implementation of each item deserves planning, funding, project management and monitoring that are responsive to, and compatible with, the Willmore District's truly distinctive and significant historic urban fabric. Accordingly, and for the reasons given earlier in this document, this Implementation Plan recommends the early chartering and formation of a Willmore Urban Conservation District.

APPENDICES

1 Mills Act

MILLS ACT HISTORIC PROPERTY CONTRACTS
- City of Long Beach, Cultural Heritage Association

The Mills Act was adopted by the state (1976, amended 1985; California Government Code, Article 12, Sections 50280-50290) to allow a contractual agreement to be executed between a local government and an owner of a historic property, permitting a reduction of property tax in return for preserving, rehabilitating, and restoring the historic building.

This voluntary historic property contract is mutually beneficial for owners needing financial resources to preserve, maintain, and rehabilitate their building, and cities seeking incentives for historic preservation.

To be eligible, properties must be designated "historic" by City, State, or National registers.

The contract obligates the owner to specified standards of preservation, maintenance, and restoration, as stipulated in the agreement. This will consist of rehabilitation/restoration schedule of work on the building, and the adherence to the Secretary of Interior's Standards for the Treatment of Historic Buildings.

Mills Act property evaluation is based on a formula for capitalizing income from the property. In the case of owner-occupied property, the income figure is an estimate based upon comparable market-rate assumptions. This hypothetical income figure is based upon what the property could reasonably be expected to yield in today's market. A net income figure is calculated by deducting certain expenses, mainly insurance, utilities, maintenance, and repair, and management fees. Debt service, property taxes, depreciation and interest income are not eligible to be included as deductible expenses in calculating net income. The capitalization rate is calculated by adding up four different variables: the interest rate on

1 Mills Act

conventional mortgages as determined by the Federal Home Loan Bank Board (currently 6.5%); a historic property risk component (4% for owner-occupied dwellings; 2% for all others); an amortization component based upon the expected life of the building, ranging form 2%-5%; and the 1% tax rate. The Mills Act assessed valuation is recalculated each year to reflect changes in market rate income or imputed income.

The property must be inspected regularly to monitor compliance, but public access is not required. The contract runs for ten years, and is automatically renewed each year on the contract date unless either party, after the required noticing, chooses not to renew. Non-renewal terminates the contract at the end of the current year term. Mills Act contracts run with the title and are binding on future owners. Sale of a property does not affect the contract.

Recordation must take place within twenty days of the contract execution. The contract must be recorded by December 31 in order for new valuations to take effect in the next tax year.

The government has cause for cancellation if an owner has violated in terms of the contract, or has failed to restore or rehabilitate in the manner specified in the contract, or has allowed the property to deteriorate to the point that it no longer meets the standards for a qualified historical property.

To enforce the contract, the City can bring legal action or cancel the contract for breach of its terms. Breach of contract carries a penalty of 12-1/2% of the property value.

CITY OF LONG BEACH CRITERIA FOR MILLS ACT HISTORIC PROPERTY CONTRACTS

Because the City of Long Beach has numerous historic districts and many thousands of potentially eligible historic buildings in the districts, the Cultural Heritage Commission has established he following criteria for recommending consideration of Mills Act Historic Property Contracts:

- Property shall be individually designated as a City of Long Beach Historic Landmark or on the National Register of Historic Places. Properties in Historic districts may be eligible if they have a high level of individual significance that would potentially meet the criteria for individual designation on their own.
- 2 There is a demonstrable public benefit to the preservation and maintenance of the property.
- There is a demonstrated commitment by the property owner to preserve the landmark and maintain it for the future to a high level of historic integrity.
- There is a demonstrated understanding of, and commitment to, the Secretary of Interior's Standards for Rehabilitation of Historic Buildings, by the property owner.
- The financial incentive will enable an owner to preserve and restore a property which might otherwise not be preserved or well maintained.

1 Mills Act

MILLS ACT VALUATIONS

Priorities subject to Mills Act valuations are valued according to the capitalization of income method, as described below. Income, or projected income, is divided by a capitalization rate to determine the assessed value of the property.

Income

When a property is owner-occupied, the determination of income is based upon what a property could reasonably be expected to yield under current market conditions. This figure can be obtained from comparable rents for similar property in the area. For income-producing properties, the income is based upon the actual rent received.

Expenses

The expenses to be deducted from income include insurance, utilities, repairs, and management fees. Expenses that are excluded are debt service, property taxes, depletion and interest on funds invested. The L.A. County tax assessor uses, as a rule of thumb to estimate these expenses, 25% of gross income for single family homes, 30% for all others, plus a 3% vacancy factor. Depending on the building, use either 28% or 33% of gross income.

Capitalization Rate

This rate depends on a number of variables. For an owner-occupied single family wood framed house, use 16.5%.

For an owner-occupied single family house of masonry construction, use 13.5%.

For an owner-occupied unit in a high-rise historic condominium with masonry construction, use 13.5%. For a rental unit in a high-rise historic condominium with masonry construction, use 11.5%.

The property valuation under the Mills Act is obtained by dividing the net income figure by the capitalization rate. The applicant information form provides a step-by-step process for estimating this valuation for each individual property owner.

Please note: this is an estimate only, for your use and for the City's information. The actual Mills Act valuation will be determined by the County Tax Assessor after the contract is executed and recorded.

2 The Secretary of the Interior's Standards for the Treatment of Historic Properties

Rooted in over 120 years of preservation ethics in both Europe and America, the Secretary of the Interior's Standards for the Treatment of Historic Properties are common sense principles in non-technical language. They were developed to help protect our nation's irreplaceable cultural resources by promoting consistent preservation practices.

It should be understood that the Standards are a series of concepts about maintaining, repairing and replacing historical materials, as well as designing new additions or making new alterations; as such, they cannot, in and of themselves, be used to make essential decisions about which features of a historic property should be saved and which might be changed. But once an appropriate treatment is selected, the Standards provide philosophical consistency to the work.

Four Treatment Approaches

There are Standards for four distinct, but interrelated approaches to the treatment of historic properties preservation, rehabilitation, restoration, and reconstruction.

Preservation focuses on the maintenance and the repair of existing historic materials and retention of a property's form as it evolves over time. (Protection and Stabilization have now been consolidated under this treatment).

Rehabilitation acknowledges the need to alter or add to a historic property to meet continuing or changing uses while retaining the historic property's historic character.

Restoration depicts a property at a particular period of time in its history, while removing evidence of other periods.

<u>Reconstruction</u> recreates vanished or non-surviving portions of a property for interpretive purposes.

Choosing an Appropriate Treatment

Choosing an appropriate treatment for a historic building or landscape, whether preservation, rehabilitation, restoration, and reconstruction, is critical. This choice always depends on a variety of factors, including its historical significance, physical condition, proposed use, and intended interpretation.

The questions that follow pertain specifically to historic buildings, but the process of decision making would be similar for other property types:

Relative importance in history

Is the building a nationally significant resource – a rare survivor or the work of a master architect or craftsman? Did an important event take place in it? National Historic Landmarks, designated for their "exceptional significance in American History", or many buildings individually listed in the National Register often warrant Preservation or Restoration. Buildings that contribute to the significance of a historic district but are not listed in the National Register more frequently undergo Rehabilitation for a compatible new use.

Physical condition

What is the existing condition – or degree of material integrity – of the building prior-to-work? Has the original form survived largely intact or has it been altered over time? Are the alterations an important part of the building's history? Preservation may be appropriate if distinctive materials, features, and spaces are essentially intact and convey the building's historical significance. If the building requires

2 The Secretary of the Interior's Standards for the Treatment of Historic Properties

Physical condition

more extensive repair and replacement, or if alterations or additions are necessary for a new use, then Rehabilitation is probably the most appropriate treatment. These key questions play major roles in determining what treatment is selected.

Proposed use

An essential, practical question to ask is: Will the building be used as it was historically or will it be given a new use? Many new buildings can be adapted for new uses without seriously damaging their historical character; special-use properties such as grain silos, forts, ice houses, or windmills may be extremely difficult to adapt to new uses without major intervention and a resulting loss of historic character and even integrity.

Mandated code requirements

Regardless of the treatment, code requirements will need to be taken into consideration. But if hastily or poorly designed, code-required work may jeopardize a building's materials as well as its historic character. Thus, if a building needs to be seismically upgraded, modifications to the historic appearance should be minimal. Abatement of lead paint and asbestos within historic buildings requires particular care if important historic finishes are not to be adversely affected. Finally, alterations and new construction needed to meet accessibility requirements under the Americans with Disabilities Act of 1990 should be designed to minimize material loss and visual change to a historic building.

Appendix

3 List of Exhibits

Exhibit B-1-1: Willmore City Limits Plan, 1882

Exhibit B-1-2: Historic Landmark District Boundaries 1982, 1990

Exhibit B-1-3: Drake Park / Willmore City Historic Landmark District Boundary, 1998

Exhibit B-1-4: Willmore City Planned Development Plan (PD-10) Boundary Overlay, 1982, 1990 Revised

Exhibit B-1-5: Willmore District, Aerial Photo, 1999

Exhibit B-2-1: Land Use, 2001

Exhibit B-4a-1: Vacant Land, 2001

Exhibit B-4b-1: Building Footprints, 2001

Exhibit B-4b-2: Residential Building Types

Exhibit B-4c-C1: Courts & Ways, 2004

Exhibit B-4c-C2: Courts & Ways

Exhibit B-4c-C3: Courts & Ways

Exhibit B-4d-1-1: Existing Open Space 2004

Exhibit B-4d-1-2: Proposed Open Space, 2004

Exhibit B-4d-2-1: Knoll Park Subdivision Plan, 1903

Exhibit B-4d-2-2: Existing Drake Park Area, 2004

Exhibit B-4d-2-3: Drake Park Area, 2004 & Proposed Drake Chavez Greenbelt - Option A

Exhibit B-4d-2-4: Drake Park Area, 2004 & Relocated Historic Houses- Option B

Exhibit B-4e-1: Streets & Vehicles

Exhibit B-4e-2: Streets & Pedestrians

Exhibit C-1-1: Willmore District Boundary, 2004

Exhibit C-2-B1: Willmore Urban Conservation District

Exhibit C-5-A1: Streets & Vehicles

Exhibit C-5-A2: Streets & Pedestrians

Exhibit C-5-B1: Street Improvements

Exhibit C-5-C1: Courts & Ways Demonstration

Project

Exhibit C-5-D1: Historic District Markers

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