Preservation Matters

The Newsletter of the California Office of Historic Preservation

Volume 4 Issue 3 Fall 2011

Inside this issue:

Local Government: Design Review—It's More Than Preparing Design Guidelines 4-6

New Listings on the Registers 7– 15

Registration: Who Writes National Register Nominations? 16-17

Main Street Sustainability Grant Program a Success 18-19

Review and Compliance: Lessons Learned—The Consultation Process and the ARRA of 2009 20

Upcoming Events 21

Section 106: One of the Best Preservation Tools

Milford Wayne Donaldson, FAIA

Section 106 of the National Historic Preservation Act (NHPA) is one of the most important tools in the American historic preservationist toolkit. Since its enactment 45 years ago, it has been ***so*** successful that it is easy to miss its enormous significance.

By no stretch of the imagination is it taken for granted by the federal community, the State Historic Preservation Officers and the Tribal Historic Preservation Officers (SHPOs and THPOs), who provide essential expertise and assistance to federal agencies for Section 106 cases in their jurisdictions. Nor is it taken for granted by the National Trust for Historic Preservation or by those whose expertise is in historic preservation. But the larger public needs to be more aware of the potency of Section 106 in order to avail itself of the opportunity to join the decision-makers in protecting historic resources.

Without Section 106, the tangible evidence of our nation's history would have been compromised, and tens of thousands of important historic properties lost or badly degraded.

Section 106 exists because the NHPA was created both to reduce to law national historic preservation principles and goals as well as to lessen the negative impacts of federal projects on places important to Americans. In the 1950s and 1960s, highway construction and urban renewal were the principal threats. Today, new sets of challenges have arisen, and Section 106 remains key in involving organizations and individuals in identifying and resolving them.

The NHPA created the Advisory Council on Historic Preservation (ACHP) to administer Section 106. The process stipulates that a project carried out by a federal agency or needing federal assistance or approval (an "undertaking") must be examined to ultimately determine if it poses an "adverse effect" to a property listed

Cold Springs Canyon Bridge

on, or eligible for listing on, the National Register of Historic Places (NRHP). Unfortunately, it does not cover properties listed on state and local historic registers. If listed on the NRHP, the responsible federal entity must attempt to negotiate measures that avoid, minimize, or mitigate adverse effects. Of critical importance, Section 106 and the ACHP give the public a seat at the table when such undertakings threaten a historic property. http://www.achp.gov/work106.html

Section 106 has from the outset promoted diversity of both historic properties and participants in the process. It has carved out a major role for SHPOs and THPOs in the development of federal policies. And, the majority of historic properties have been identified as a result of Section 106 cases.

Section 106 generally moves in concert with other required pre-decision planning actions, such as National Environmental Protection Act (NEPA) requirements. Unlike NEPA, Section 106 is based upon consultation with involved and impacted parties. In addition, the California Environmental Quality Act (CEQA) is often reviewed in tandem with Section 106.

The Section 106 process has four steps that the relevant federal agency must carry out in consultation with SHPOs, THPOs and other consulting

(Continued on p.2)

Section 106: One of the Best Preservation Tools

Milford Wayne Donaldson, FAIA

(*Continued from p. 1*)

parties:

- Initiate Section 106 process to determine whether it applies to an undertaking.
- Identify potentially affected historic properties.
- Assess impacts on those properties.
- Resolve adverse effects.

Even when no other regulatory process is involved, Section 106 still applies when historic properties may be affected by an undertaking. The federal agency must complete the process before making a final decision to carry out, assist, or approve the undertaking. The Section 106 process thus influences federal decision-makers to include historic preservation as an essential early step in project planning and gives a legal basis to grassroots efforts to preserve historic properties.

The Section 106 process may quickly conclude that the undertaking poses no adverse effect on any historic property. Consultations among affected organizations, groups, or individuals are often convened to help arrive at that "no adverse effect" conclusion. Failure to consult, or to consult early enough in the fact-gathering process, is a major concern and is stressed in Section 106 regulations, comments, training, public information and outreach.

Hangar One at Moffett Field

The federal agency responsible for making a decision about an undertaking is likewise charged with conducting Section 106. The ACHP's role is advisory.

The ACHP's membership is made up of the heads of 10 federal departments or agencies and many key preservation partners among its 23 members, including the National Trust, the National Conference of Historic Preservation Officers (NCSHPO), an Indian tribal or Native Hawaiian organization member, presidentially-appointed citizen/expert members, and observers, including the National Association of Tribal Historic Preservation Officers (NATHPO).

Approximately 100,000 Section 106 cases are initiated annually across the nation; 6,000 in California alone. These numbers attest to the expertise that federal agencies have developed and the involvement of SHPOs and THPOs in resolving Section 106 matters ***before*** they become issues.

Today, there are clearly emerging major issues that offer Section 106 challenges that can only be the better for informed, positive public participation from the earliest stages. It is encouraging that the same foresight that created the NHPA and Section 106 to meet challenges posed by urban renewal and interstate highway development is still at work. These major issues prominently include, not in isolation but in combination and building on past precedents:

- Sustainability (including downsizing or rightsizing of cities and military bases)
- Disaster management (emergency preparedness, response to natural and man-made disasters)
- Large-scale and traditional cultural landscape issues
- Emergence of new historic places including the issue of mid-20th century architecture
- Emerging energy generation technologies, especially renewables, and transmission corridors

Sustainability has always been an important dimension of the historic preservation movement. The greenest structure is almost invariably the one already built. This is also true of transportation and physical infrastructures that support existing structures. Tremendous efforts are made in Section 106 cases to find an alternative or new use for a historic structure that will result in renovation and utilization. In the case of downsizing governments, closing of large military bases like Mare Island near the City of Vallejo, or shrinking cities, and in an era of reduced budgets, this becomes an enormously important consideration and a tremendous challenge for the preservation community.

A Section 106 case that continues to attract enormous public interest and participation involves Hangar One at Moffett Field, near San Francisco. This unique structure, an enormous dirigible hangar, is an important survivor of an earlier age. The need for environmental cleanup, the expense of maintaining and restoring what remains, and the difficulty of finding a contem-

(*Continued on p. 3*)

Section 106: One of the Best Preservation Tools

(Continued from page 2)

Old Custom House at the Border Southbound Pedestrian Processing and Inspection Center

porary sustainable use pose continuing challenges for the historic preservation community. Without Section 106, however, the opportunity for widespread public participation in seeking solutions would make the preservation outcome more problematical. http://www.achp.gov/docs/CaseDigestWinter2008.pdf

In terms of natural and man-made disasters, a tremendous lesson in the aftermath of the 2003 Cedar Fire in southern California was the need for the best and most complete, technologically advanced listing of historic properties possible to assist what are essentially triage preservation efforts in their earliest stages. Funds from FEMA Section 106 consultation help initiate surveys throughout the southern counties, such as on the La Jolla Band of Luiseño Indians tribal lands located on Palomar Mountain.

The world famous surf breaks at San Onofre Beach, threatened by the construction of a major freeway, the South Foothill Toll Road, were saved through the Section 106 process and raising the awareness to a high public level. http://www.achp.gov/docs/case_spring_07small.pdf and http://ohp.parks.ca.gov/pages/1054/files/spring%20newsletter_2008.pdf .

Several California Section 106 cases of which the public is probably unaware have led to saving historical resources once destined to be demolished. The few cases out of thousands that rise to the level of ACHP involvement are published in the quarterly *Case Digest*. Here are a few California 106 cases for your reading interest: Old Custom House at the Border Southbound Pedestrian Processing and Inspection Center http://www.achp.gov/docs/CaseDigestFall2011.pdf ; The California High-Speed Train Project Statewide Programmatic Agreement includes nine individual rail service segments from San Diego to San Francisco http://www.achp.gov/docs/CaseDigestFall2011.pdf; Retirement of the Remaining Space Shuttles, an interesting and highly contested effort to save and distribute the orbiters *Atlantis*, *Endeavour* and *Discovery* involving NASA and four SHPOs. *Endeavour* will be displayed at the California Science Center in Los Angeles http://www.achp.gov/docs/CaseDigestSummer2011.pdf ; Presidio Trust Management Plan Amendment for Main Post Planning District involving several federal agencies, the National Trust for Historic Preservation and numerous neighborhood groups http://www.achp.gov/docs/CaseDigestFall2010.pdf Rehabilitation of 50 United Nations Plaza in San Francisco, designed by Architect Arthur Brown Jr. and threatened by modernization and reuse by the General Service Administration's Pacific Rim Regional Office Headquarters. http://www.achp.gov/docs/CaseDigestAug2010.pdf ; Suicide Barriers for Golden Gate and

Trestles—Surf Breaks at San Onofre Beach

Cold Spring Canyon Bridges. Since the Cold Spring Canyon Bridge in Santa Barbara County was built in 1963, at least 44 people have committed suicide there. More than 1,300 people have committed suicide by jumping from the Golden Gate Bridge in San Francisco since its 1937 construction. The bridges' historical and aesthetic importance creates significant challenges for balancing public safety and historic preservation concerns. http://www.achp.gov/CaseDigestwinter2009small.pdf and update: http://www.achp.gov/docs/CaseDigestSummer2009.pdf

Other Section 106 cases involving tremendous public interest have been the renewable energy development activities in the great southwest deserts of California that have the potential to

(Continued on p. 6)

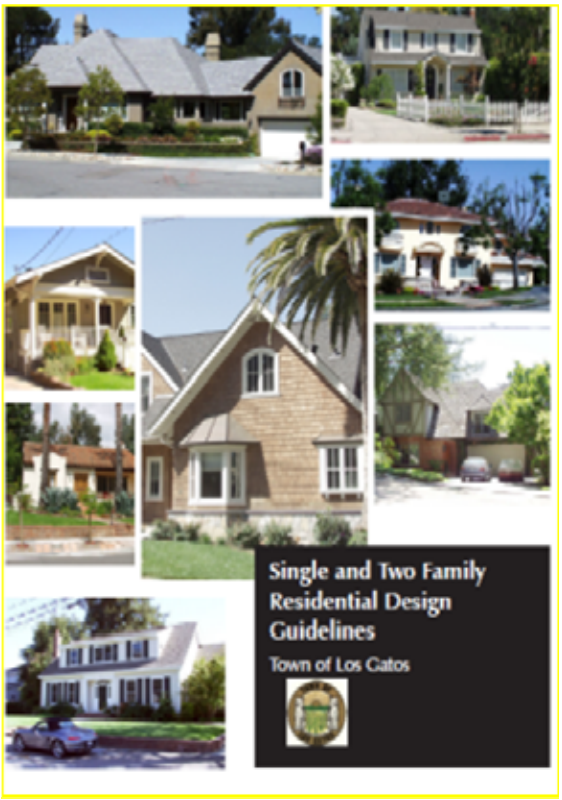
Local Government: Design Review—It's More Than Preparing Design Guidelines

Lucinda Woodward

Most of us have had the experience of suddenly noticing one day that the late 19th century Queen Anne one-story cottage we had long admired has been remodeled into a stucco-clad, two-story 21st century Tuscan. Or that the glamorous Spanish/Moorish movie palace has been replaced by a chain grocery store with a standard corporate design.

It is "wake up" moments like these that make believers in design review out of many of us. Our initial response is usually: "How could this happen? We need design guidelines!" True though that may be, there is much more to design review than design guidelines. And, to be most effective, design review needs to begin long before the production of design guidelines.

What, you wonder, is the difference between design review and design guidelines? Design review is a discretionary approval process that should be integrated into every step of historic preservation planning beginning with the General Plan and the Historic Preservation Ordinance. Design guidelines are the actual design solutions or recommendations that are developed specifically for buildings, sites, and settings that share a common history, appearance, and special meaning in the community.



Design Review in the General Plan

It is desirable to address design review in the General Plan because this document is the "constitution" that guides future development and resource conservation in the community. It sets the tone for addressing future design issues, design objectives, principles and policies, and actions and programs. These topics usually appear in the Historic Preservation Element, Land Use Element, Community Development Element, or a similar element.

The City of Alameda General Plan provides the following directive:

> Develop detailed design guidelines to ensure protection of Alameda's historic, neighborhood, and small-town character. . . . Include special guidelines for older buildings of existing or potential architectural historical or aesthetic merit which encourage retention of original architectural elements and restoration of any missing elements.

Design Review in the Historic Preservation Ordinance

While the General Plan provides general direction, the Historic Preservation Ordinance is the community's historic preservation law and is part of the municipal code or zoning code. The ordinance generally provides the authority for a historic preservation commission to carry out design review, the goal being to issue a Certificate of Appropriateness for the proposed changes. It spells out objectives for design review along with what will be reviewed, by whom, what review standards or criteria will be used, and the general procedures. The ordinance language should reference *The Secretary of the Interior's Standards for the Treatment of Historic Properties*. Some ordinances reference the Standards as the required basis for the development of local design guidelines while others use the Standards as a standalone document, without preparing local guidelines.

Eureka's historic preservation ordinance gives clear direction to the commission:

> The Historic Preservation Commission may adopt guidelines for alterations and review of alteration applications, appli-

(Continued on p. 5)

Local Government: Design Review—It's More Than Preparing Design Guidelines

Lucinda Woodward

(Continued from page 4)

cable specifically to designated properties and/or district properties. Except to the extent such guidelines provide differently, a proposed alteration shall be considered in light of its effect on the existing character of the affected structure as it relates to the streetscape.

To be most effective, the design review section in the historic preservation ordinance should include:

- Integration with zoning and environmental review
- Clearly stated objectives
- Defined standards for making findings
- Realistic conditions
- Coordination with other review bodies, such as the Planning Commission

Design Review Guidelines

In response to the question, "Why do we need design review guidelines?" historic preservation consultant Noré Winter has explained they:

- Are a basis for making fair decisions
- Provide consistency in design review
- Provide incentives for investment
- Enhance property values
- Are a tool for education

As opposed to the broad, general philosophical concepts about design review that appear in the General Plan or the design review standards and criteria that appear in the Historic Preservation Ordinance, local design guidelines are developed specifically for buildings, sites, and settings that share a common history, appearance and special meaning in the community. They may address the special character of a neighborhood or, perhaps, a particular property type; some are community-wide. They define how a property should look, rather than how the property is used or zoned.

Design guidelines are usually adopted by the preservation commission, but they are not often part of the municipal or zoning code. Requiring a property owner to go through the design review process is usually mandated by the ordinance.

However, the design guidelines themselves are usually just what their name implies: guidelines. The reason they are guidelines, rather than absolute standards, is to give the commission discretion and latitude in their interpretation and application to a particular property.

Successful design guidelines offer a brief illustrated history of the community or the district that identifies significant characteristics and features, along with the use of photographs and drawings throughout to reinforce key points. Information on material maintenance, repair and replacement, as well as guidance on new construction and restoration moves the guidelines from the theoretical to the practical. Effective design guidelines avoid ambiguity, micro-design, and "themes" and contrivances.

There are, however, some limits to what local design guidelines can do.

Can	Cannot
Explain, expand, and interpret general design criteria in the historic preservation ordinance	Serve the same legal purpose as the design review provisions of the ordinance
Help reinforce the character of a historic area and protect its visual aspects	Limit growth, or regulate where growth takes place. Guidelines address only the visual impact of projects on the character of the historic area
Protect the value of public and private investment which might otherwise be threatened by the undesirable consequences of poorly managed growth	Control how space within a building is used
Indicate which approaches to design a community encourages, as well as discourages	Always guarantee that all new construction will be compatible with a historic area and be of good design
Serve as a tool for designers to use in making preliminary design decisions	Guarantee "high quality" construction
Increase public awareness of design issues and options	

(Continued on p. 6)

Local Government Staff Contacts:

Lucinda Woodward
Supervisor
State Historian III
(916) 445-7028
lwoodward@parks.ca.gov

Shannon Lauchner,
State Historian II
(916) 445-7013
slauchner@parks.ca.gov

Marie Nelson,
State Historian II
(916) 445-7042
mnelson@parks.ca.gov

Ronald Parsons,
State Historian I
(916) 445-7016
rparsons@parks.ca.gov

Section 106: One of the Best Preservation Tools

Milford Wayne Donaldson, FAIA

(Continued from page 3)

endanger archaeological sites in culturally sensitive areas of tremendous importance to Indian Country. The continued use of Section 106 helps lead to decisions on how to proceed in a manner that safeguards the area's cultural resources and result
ed in the Native American Traditional Cultural Landscapes Action Plan http://www.achp.gov/pdfs/native-american-traditional-cultural-landscapes-action-plan-11-23-2011.pdf. While many Californians may know that renewable energy projects are happening in the desert, the public at large does not realize that Section 106 was the impetus behind positive decisional outcomes; http://www.achp.gov/docs/CaseDigestFall2010.pdf. In addition, several other sensitive site issues such as the Topock Maze Remediation Project involved the participation of several tribes http://www.achp.gov/docs/CaseDigestAug2010.pdf The Hay Ranch Water Extraction and Delivery System Programmatic Agreement involving the Coso Hot Springs, a property listed in the National Register of Historic Places for its traditional cultural and religious significance http://www.achp.gov/Case%20Digest%20Fall%2008.pdf, and Medicine Lake Highlands produced a Historic Properties Management Program that provides direction for the management of the Traditional Cultural Properties' resources, including specific goals for reducing or eliminating existing negative impacts to tribes. http://www.achp.gov/docs/CaseDigestWinter2008.pdf

Every year, Section 106 spares thousands of historic places. Its very existence has caused a cultural shift in the way the federal government does business. Perhaps the most significant feature of Section 106 is that it gives voice to local groups and individuals who would otherwise not have a say in the way agencies decide the fate of historic properties. For that fact alone, we in the field of historic preservation are eternally grateful.

Medicine Lake

Design Review: It's More Than Preparing Design Guidelines

(Continued from p. 5)

And finally, because every community is a dynamic, ever-changing organism, it makes sense to review your design guidelines periodically.

- Do they achieve their original goals?
- Are there administrative problems?
- Do they conflict with the historic preservation ordinance or other codes?
- Of the Secretary of the Interior's Standards referenced in your ordinance, do your guidelines agree with the principles of the Standards?
- Are they consistent with the particular needs of the community, the district, or the neighborhood?
- Do they have community support?

While design guidelines are the most visible and well-known part of a community's design review program, they are most successful if design review is integrated into the overall planning process, in particular the General Plan and the Historic Preservation Ordinance. It is these two documents that provide policy direction, authority and legitimacy for the guidelines.

New Listings on the National Register of Historic Places

Doolan Residence and Storefront
San Francisco, San Francisco County
Listed May 11, 2011

The Richard Doolan Residence & Storefronts property is nominated under Criterion A for associations with the development of the Haight-Ashbury neighborhood in the early twentieth century and for associations with the "Hippie Movement" in America, 1965 to 1969. The property is also nominated under Criterion C as a good example of Colonial Revival architecture.

Wilsonia (Amendment)
Tulare County
Listed June 1, 2011

A rural complex of cabins located in Tulare County, this amendment updates an existing nomination to include several buildings now considered significant, remove several buildings no longer considered contributors, and includes additional historic context describing the site and setting of Wilsonia as a cultural landscape.

Olan G. and Aida T. Hafley House
Long Beach, Los Angeles County
Listed July 12, 2011

One of three Richard Neutra-designed residences in Long Beach, this 1953 half of a "double house" successfully integrated with its traditional neighbors without losing its Modernist identity.

(Continued on p. 8)

New Listings on the National Register of Historic Places

(Continued from p. 7)

Republic Cafe
Salinas, Monterey County
Listed July 14, 2011

Built in 1942 in response to the area's growing need for a large restaurant capable of hosting frequent gatherings of up to 150 people, the **Republic Café** reflects the unique and complex past of Salinas' China-town, providing a gathering place for the Chinese, Japanese, and Filipino communities to celebrate their cultural heritage.

Grand Boulevard Historic District
Corona, Riverside County
Listed July14, 2011

A one-mile circular boulevard that has come to define the city of Corona, as "the Circle City," **Grand Boulevard Historic District** includes right-of-way, lamp posts, and pocket parks. It was also the site of automobile races in the early 20th century.

Forest House
Yreka Vicinity, Siskiyou County
Listed July 14, 2011

A modest vernacular design constructed circa 1852 near Yreka, **Forest House** is at the heart of a large 19th century agricultural and tourism-related operation from the earliest settlement period of Siskiyou County. Settlement on the site began as a way station that served the growing mining communities drawn to Siskiyou County by the discovery of gold,. **Forest House** later became a resort destination for dances, weddings, and other social events.

(Continued on p. 9)

New Listings on the National Register of Historic Places

(Continued from p. 8)

Wild Goose
Newport Beach, Orange County
Listed July 19, 2011

A 1943 US Navy minesweeper owned by American film legend John Wayne, the Wild Goose is cited in Wayne's biographies as his sanctuary and proudest possession. The ship is significant as Wayne's floating residence and an expression of his respect for the United States Navy.

San Francisco Public Library, North Beach Branch, San Francisco, San Francisco County
Listed August 8, 2011

The **North Beach Library**, designed by the architecture firm Appleton & Wolfard, represents a keen understanding of the modern library principles developed and distributed by the American Library Association after World War II.

Bristol-Cypress Historic District
Pasadena, Los Angeles County
Listed August 9, 2011

A Pasadena neighborhood containing intact examples of late 19th and early 20th century domestic architecture, the **Bristol-Cypress Historic District** includes Folk Victorian, Queen Anne, Colonial Revival and vernacular cottages built between 1886 and 1904.

(Continued on p. 10)

New Listings on the National Register of Historic Places

(Continued from p. 9)

James Fielding Cosby House
Pasadena , Los Angeles County
Listed August 9, 2011

An exuberant late nineteenth century Queen Anne style of architecture, the **Cosby House** has a richly textured exterior executed in wood. Set high on its foundation it has tall windows with horned stiles.

Mary E. Denham House
Pasadena, Los Angeles County
Listed August 9, 2011

The **Mary E. Denham House** is an American Foursquare house with Richardsonian Romanesque influences, located in the city of Pasadena. The building was designed by noted Pasadena architect Frederick Louis Roehrig, and is still recognizable as part of Pasadena's original "Millionaire's Row."

John S. Hartwell House
Pasadena, Los Angeles County
Listed August 9, 2011

The **John S. Hartwell House**, a one-and-one-half story, 1,578 square-foot Queen Anne style house was built in 1887. Polygonal bays with gable-with-shed roofs extend from the south end of the east (street-facing) elevation and the center of the south elevation.

(Continued on p. 11)

New Listings on the National Register of Historic Places

(Continued from p. 10)

Hillmont
Pasadena, Los Angeles County
Listed August 9, 2011

An exceptional local example of Queen Anne Style architecture, **Hillmont** is distinguished by picturesque massing, verandahs, elaborate carpentry, leaded and stained glass windows and richly carved paneling and ornament on the interior.

Mrs. J. H. Hood House
Pasadena, Los Angeles County
Listed August 9, 2011

The **Mrs. J. H. Hood House** is a Folk Victorian residence constructed in 1886 and moved to its current parcel in 1901.

House at 1360 Lida Street
Pasadena, Los Angeles County
Listed August 9, 2011

This Queen Anne style house was built in 1888 and is one of a small number of late nineteenth-century properties in the hillside area of Pasadena to the west of the Arroyo Seco. **The House at 1360 Lida Street** is notable for the overall preservation of its exterior architectural features and for the mature landscaping.

(Continued on p. 12)

New Listings on the National Register of Historic Places

(Continued from p. 11)

Benjamin Jarvis House
Pasadena, Los Angeles County
Listed August 9, 2011

A two-and-one-half story, 2,400 square-foot Colonial Revival house designed by architect Louis Kwiatkowski, the **Benjamin Jarvis House** was built in 1895.

Friend Lacey House
Pasadena, Los Angeles County
Listed August 9, 2011

The **Friend Lacey House**, a one- story, 1,600 square-foot vernacular hipped cottage with Queen Anne detailing, was built in 1893.

New Fair Oaks Historic District
Pasadena, Los Angeles County
Listed August 9, 2011

The **New Fair Oaks Historic District** is a Pasadena neighborhood containing intact examples of late 19th and early 20th century domestic architecture, including modestly-sized Queen Anne homes and both hipped and gabled vernacular cottages built between 1875 and 1906.

(Continued on p. 13)

New Listings on the National Register of Historic Places

(Continued from p. 12)

George B. Post House
Pasadena, Los Angeles County
Listed August 9, 2011

The **George B. Post House**, a two-and-one-half story 4,648 square-foot Shingle Style house, was designed by architect Joseph J. Blick and built in 1903.

Raymond-Summit Historic District
Pasadena, Los Angeles County
Listed August 9, 2011

Raymond-Summit Historic District is a Pasadena neighborhood containing intact examples of late 19th and early 20th century domestic architecture, including Folk Victorian, Queen Anne, Colonial Revival, American Foursquare and both hipped and gabled vernacular cottages built between 1888 and 1906, including two examples of the early work of architects Charles and Henry Greene.

Chapel of the Transfiguration
Tahoe City, Placer County
Listed August 18, 2011

Constructed in 1903, the Saint Nicholas Episcopal Outdoor Chapel is a prime example of rustic architecture.

(Continued on p. 14)

New Listings on the National Register of Historic Places

(Continued from p. 13)

National Chavez Center at Nuestra Señora Reina de la Paz
Keene, Kern County
Listed August 30, 2011

Nuestra Señora Reina de la Paz is a property encompassing 187 acres located in the Tehachapi Mountains of eastern Kern County and is significant at the National Level for its association with Cesar Chavez, the most important Latino leader in the history of the United States.

Rose Graham and James Allen Freeman House
Pasadena, Los Angeles County
Listed September15, 2011

The **Freeman House** is a two-story residence built at the height of the Arts and Crafts movement in Pasadena by prominent local architects Arthur and Alfred Heineman.

Paul Shoup House
Los Altos, Santa Clara County
Listed September 23, 2011

This 1910 Craftsman residence was built in Los Altos for Paul Shoup, a lifelong railroad man and eventually President of the Southern Pacific Railroad. In his capacity as an executive in charge of rebuilding Southern Pacific's Bay Area interests in the aftermath of the 1906 San Francisco earthquake and fire, he came to be known as the founding father of Los Altos.

Continued on p. 15)

New Listings on the National Register of Historic Places

(*Continued from p. 14*)

John G. Chapman House
Arcata, Humboldt County
Listed September 29, 2011

This 1876 Italianate house in Arcata, Humboldt County, was built for Thomas Bair and the residence of John G. Chapman, whose mining and merchant-packing businesses made him a prominent businessman in 19th century Humboldt County.

Boulevard Park Historic District
Sacramento, Sacramento County
Listed October 3, 2011

This Sacramento neighborhood was created atop the old Union Park Racetrack in 1905. The district includes elements of Progressive-era landscape and neighborhood design and over 200 residences in Craftsman, early 20th century revival, and Prairie styles.

Registration: Who Writes National Register Nominations?

Amy Crain

In California, the three members of the Registration Unit staff review, edit, and prepare nominations for presentation to the State Historical Resources Commission. Almost all of those nominations are researched and written outside of the office, occasionally by members of the public, sometimes by the property owner, and more often by consultants. When interest warrants and workloads permit, a nomination is researched and written by staff.

Homeowners with an interest in their home's history and some experience in research and writing are encouraged to prepare their own nominations. In response to inquiries about the listing process we introduce potential applicants to National Register Bulletins 15 and 16A for step-by-step guidance in completing the paperwork. Those Bulletins can be accessed on line at

How to Apply the National Register Criteria for Evaluation (National Register Bulletin #15)

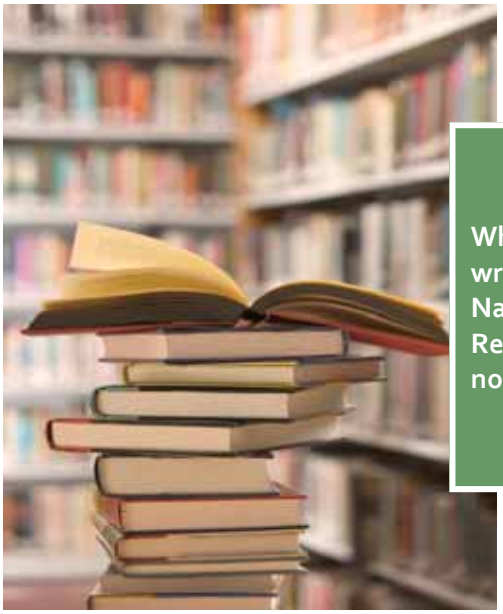
How to Complete the National Register Registration Form (National Register Bulletin #16A)

The NRHP Checklist for Submission may also be helpful.

We advise prospective applicants of several options available for assistance in completing the nomination. The California Historical Resources Information System (CHRIS) Historical Resources Consultants List is online at www.chrisinfo.org and is searchable by county, discipline (archeology, architectural history, architecture, historic architecture, and history), and consultant name. More information is available at http://www.ohp.parks.ca.gov/?page_id=1068.

If cost is an issue, a friend or colleague might be able to help with research and/or completion of the form, a volunteer may be available among the membership of a local history organization, or a local college or university student might be willing to work on the application as a class or community service project. The History Department of that college or university would be a natural point of contact.

No matter who completes the nomination, preparers should be ready to respond to a Request for Information (RFI). Once we review the nomination, the RFI is our opportunity to request clarification and/or more information, and to offer both technical and editorial corrections. This process serves



Who should write our National Register nomination?

to make the resulting nomination as strong as possible, which benefits both the property and those who may use the nomination as a resource in the future. In smaller communities, National Register documentation is often among the most complete of available sources for historical narrative and photographs.

We know the process can be challenging, and our detailed comments are designed to guide the preparer step-by-step toward submitting a revised nomination. We require close adherence to the guidelines provided in National Register Bulletins 15 and 16A because this is the standard required by the National Park Service. The more closely the preparer follows those guidelines at the state level, the greater the likelihood of federal approval if the State Historical Resources Commission (Commission) recommends the nomination be forwarded to the Keeper of the National Register (Keeper) in Washington DC.

Applicants are encouraged to take the time necessary to submit a thorough and well-written nomination. If periodic contact is maintained with Registration Unit staff, and progress is being made with regard to the RFI, the nomination will stay open on the inventory list. Registration Unit staff historians are available via telephone and email to answer questions and provide guidance

Registration Unit Staff Contacts:

Jay Correia, Supervisor, State Historian III
(916) 445-7008
jcorr@parks.ca.gov

William Burg
State Historian I
(916) 445-7004
wburg@parks.ca.gov

Amy Crain
State Historian II
(916) 445-7009
acrain@parks.ca.gov

Continued on p. 17)

Registration: Who Writes National Register Nominations?

(Continued from p. 16)

during the nomination process. Substantive review of the nomination takes place after submittal of a complete application.

For those applicants who choose to hire a professional preparer, make sure that revisions to the nomination are built into the contract or agreement document with the consultant. Be clear that preparing the nomination includes revisions required by the Registration Unit, the Commission, and/or the Keeper's staff. Consider scheduling final payment to the consultant after the property receives its determination from the Keeper.

Before hiring a consultant or consulting firm, review their credentials and ask questions. Make certain their expertise is what you need for your particular project. It may be helpful to review nominations considered by the Commission at hearings in 2009, 2010, and 2011. PDF files of the nominations are posted on the Commission's Actions Taken page http://ohp.parks.ca.gov/?page_id=24479. Clicking on the name of the property will open a draft copy of the nomination—please note that nominations were posted as draft documents prior to the hearings, and minor errors have since been corrected.

The preparer is indicated in **Section 11. Form Prepared By**. Consultants generally list their organization name. To ascertain whether the preparer is the owner, compare this information to the Property Owner section at the end of the nomination form. This way, you can compile a short list of regional consultants who have worked with this office in the past few years.

Periodically Registration Unit staff members speak to National Register coordinators in other states to compare how nominations are being processed. Most states report the majority of their nominations are submitted by property owners or consultants. Almost everyone reported that editorial revisions, and in some cases substantial rewriting, were required, even on professionally-prepared nominations.

Of the thirty-four offices that responded to our inquiries, the regular workload for approximately two-thirds of those offices consists of reviewing nominations prepared outside the office. Among the remaining third, the number of nominations prepared in-house by registration staff ranges from a single nomination per year to almost all listed properties. A few states have experienced a shift from in-house to outside submissions, and some are actively in the midst of that transition, offering more training and guidance to facilitate the external preparation of nominations. According to our informal data collection, those offices that do produce the occasional in-house nomination do so because the property may be publicly owned, the subject of a community request, a matter of personal interest to staff, or actively threatened. Some staff members indicated they would like to research and write more nominations in-house and lacked staff time. One state is actually moving toward more nominations researched and written by staff, and has been able to do so by changing the office structure.

Almost all staff responding on behalf of offices that review externally produced nominations commented on the need for revision, in some cases exchanging six or seven drafts with the preparer. Only rarely does a nomination come in that requires only minimal editing before presentation to the state's review board.

Preparers can streamline the editorial process by closely following the guidance offered by the National Park Service in the aforementioned Bulletins and by asking questions along the way. When you receive an RFI from us, consider it a refining or finishing tool to make the nomination stronger, to better represent the historic property. If the property matters to you enough to undertake the challenge of nominating it to the National Register of Historic Places, "the nation's official list of the Nation's historic places worthy of preservation," it is worth doing well.

"If the property matters to you enough to undertake the challenge of nominating it to the National Register of Historic Places, it is worth doing well."

Main Street Sustainability Grant Program a Success

Mark Huck

In March 2011, OHP offered a challenge grant to California Main Streets to create plans for the integration of sustainable actions, projects or plans into their communities. The successful proposal would describe a final product that demonstrates a practical connection between preservation principles and practices and sustainability strategies, like those leading to reduction of greenhouse gas, water consumption, material and resource reduction, and energy conservation. Any approach would need to be suitable for use as a template by other neighborhoods.

The grant was awarded to North Park Main Street (San Diego). Their final product describes their objectives to:

- Create a demonstration project that is a model for other communities, both in terms of process and results.
- Reduce the carbon footprint of the North Park District, improve water use efficiency, and reduce the contribution to the waste stream.
- Promote social activity in both public and private spaces, increasing community connectivity.
- Increase opportunities for local employment and local production and commerce, and increase the diversity of goods and services available.
- Encourage active, effective, accessible and desirable transportation opportunities.

North Park first organized the community to research their assets and needs. Several workshops and community meetings were held to explore the potential of implementing various sustainable strategies within the District's private and public realms. Stakeholder workshops prioritized interventions to be applied to five selected focus "nodes" and project areas.

The final report is organized to assess existing conditions, propose measures of success, and identify opportunities to enhance the areas of 1) Food and Water, 2) Transportation and Public Places, and 3) Energy and Materials. The report summarizes efforts of the City of San Diego and the North Park community to positively impact each of these areas, and begins to suggest how these efforts can be expanded.

Specific strategies are tested in the section on Application, where individual businesses representing typical neighborhood building types are selected for analysis. A history of the building is reviewed, including its character-defining features and any inherently

Claire de Lune (The Newman) building, 1940's

sustainable features. A building's envelope, property site features, and public rights of way are examined. The current business is assessed for its strengths and weaknesses from an environmental point of view, and suggestions are made to improve its water management, material and resource use, energy conservation and public amenities. The structure of this analysis lends itself to any community, a key point of the grant.

Another useful feature of the report is the Energy Model, found in the Appendix. The Energy Model tries to be universally applicable by using a prescriptive overall energy approach. Three types of construction are identified for each of two building uses, Office/Restaurant and Retail. Energy analyses were prepared for each type and use, and all ordinal orientations considered for maximum relevancy. Energy interventions are then

> "The Energy Model tries to be universally applicable by using a prescriptive overall energy approach… Owners can review this information when deciding the most efficient ways to upgrade their buildings for energy performance…"

Continued on p. 19)

Main Street Sustainability Grant Program a Success

(Continued from p. 18)

considered and the impacts of each can be compared to the base condition. Interventions considered are 1) upgrading from R-11 to R-30 roof insulation, 2) adding a "cool" roof finish, 3) adding R-11 wall insulation, 4) installing a 6' deep canopy over the south facing storefront, 5) installing a high performance window film to existing storefront windows, 6) installing dual pane high performance windows, and 7) planting street trees to shade west and east facing storefront glazing. Owners can review this information when deciding the most efficient ways to upgrade their buildings for energy performance, a very useful tool.

Although this prescriptive energy analysis is fairly applicable in comparison to similar buildings in the San Diego area, it is illustrative at best of different strategies for other areas. Part of the utility of the Study is that it shares the program used for the computer modeling, EnergyPro Version 5.1.6.0, for use by other communities when planning their own studies for sustainable development.

It is expected that the distribution of this Report will generate further research and project initiation for California Main Streets and other communities as well. OHP will be offering this grant again for fiscal year 2013. Exact information on the application process will be available on our website by early January 2012.

Claire de Lune building, 2011

The complete Sustainable North Park Main Street Report can be found online at http://dl.dropbox.com/u/696000/NPMS_Public/FINAL%20REPORT%20-%20PDF%20-%202011-0929.pdf. The North Park Main Street website itself is at http://www.northparkmainstreet.com/

Architectural Review Unit Staff Contacts:

Tim Brandt, AIA
Sr. Restoration Architect
(916) 445-7049
tbrandt@parks.ca.gov

Mark Huck, AIA
Restoration Architect
(916) 445-7011
mhuck@parks.ca.gov

Preservation Tax Incentives ALERT!

The National Park Service (NPS) has launched an expanded and redesigned website with new web addresses (and related links). This includes revised and slightly reformatted the Historic Preservation Certification Application forms and instructional information. Although the instructions and forms remain essentially the same, there is a new look to the instructions layout. The biggest changes to the forms involve the Amendment Sheet which is no longer referred to as a Continuation/Amendment Sheet and includes blocks for which part the Amendment is for (i.e. Part 1, Part 2, or Part 3) and a request block for an advisory determination for a specific phase of a phased project.

The NPS encourages Applicants to begin using the 2011 applications immediately. Note that while the new form blocks are fillable, they are not expandable. Therefore applicants and consultants who have developed their own versions of the narrative pages beyond the cover sheets may continue to use their versions (NPS headers must be on the top of each narrative page).

NEW www.nps.gov/tps/tax-incentives/application.htm

NOTE: Applications on the old form will not be accepted in State Historic Preservation Offices after January 1, 2012.

New Program Regulations

On May 26, 2011, NPS published changes to the program regulations in the Federal Register. The revisions update references to Internal Revenue Code section numbers, delete outdated references to NPS regional offices, extend appeal rights to include all denials of rehabilitation certification, and permit NPS to raise the fees for project review.

NEW **Program regulations updated.**

Lessons Learned: The Consultation Process and the American Recovery and Reinvestment Act of 2009 (ARRA)

Tristan Tozer

In previous editions of *Preservation Matters*, the Review and Compliance Unit has used this space to discuss various aspects of the identification and evaluation process. For this issue, I would like to take a moment to reflect on how the consultation process worked within the context of the American Recovery and Reinvestment Act of 2009 (ARRA). A brief overview of the trials and tribulations of consultation under extraordinary circumstances should prove valuable to any person considering carrying forward a federal undertaking in a relatively brief period of time.

First, a little context is in order. With the passage of ARRA, the consultation process at the center of the Section 106 of the National Historic Preservation Act (NHPA) was tested as never before. Overnight, agencies that might normally consult with the State Historic Preservation Officer (SHPO) once or twice a year were suddenly tasked with granting billions of dollars to scores of applicants. The resulting flood of stimulus-funded undertakings requiring input from the SHPO rose dramatically.

A number of agencies proved ill-equipped to handle the increased demands. Their staffs were unprepared. This meant that, in many cases, responsibility fell to bewildered facilities managers, administrative assistants, or others employed in the day-to-day operations of the myriad schools and clinics seeking federal aid. It's not hard to imagine that problems arose. But these, for the most part, were handled in an expeditious manner to the satisfaction of all involved: SHPO staff did its fair share of public outreach, going beyond its usual consulting role to offer ad-hoc training sessions and guidance. Ultimately, the Agency responsibilities were met.

Not every agency, however, was new to the consultation process. Two in particular were charged with bringing broadband access to rural areas of California. Both had seasoned Section 106 veterans at the helm and were under considerable political pressure to deliver within the strict ARRA time frame. One of these agencies, however, under the guisee of expediency, proved to be a less than willing partner, while the other, working under the same political pressures and strict time frames, successfully consulted under the established protocol. To spare blushes and to protect the innocent, the agencies in the spotlight will be referred to as "Agency #1" and "Agency #2," respectively.

Again a brief digression: Projects such as these typically require hundreds of miles of trenching and encompass both Native American-owned land and areas administered by federal agencies. As it is assumed that historic properties cannot reasonably be avoided in the course of such large undertakings, projects such as these are almost always governed by a Programmatic Agreement, under which the various aspects of the undertaking are spelled out and agreed to by all consulting parties.

Agency #1 sidestepped the agreement document route under the pretext that drafting and implementing such an agreement could not be done in an expeditious manner; instead, the person overseeing the project on the agency end decided to roll steps 800.2 through 800.4 into one submittal. This resulted in a Finding of No Historic Properties Affected. When asked for additional information, including evidence of Native American consultation and a valid justification as to why the agency ignored the recommendations of its own consultants to perform even minimal identification efforts, the agency chose to terminate consultation rather than work through the issues, as other agencies had. The long-term effects to the relationship between the agency, the SHPO, and the Native American community remain unclear; while these parties will undoubtedly work together on future undertakings, trust will need to be rebuilt. Certainly the credibility of the Federal Preservation Officer has been called into question.

Agency #2 took a different approach, committing early to an open consultation process. Existing program comments were used to exempt above-ground segments of the line from consultation. Tribes and agencies were brought to the table early and the resulting comments were incorporated into the resulting Programmatic Agreement. While the narrow windows for project implementation will prove challenging, all the participants have a clear sense of the Area of Potential Effects, the various aspects of the project, and the extent of participation required from each partner.

What did we learn from the ARRA experience? I believe the SHPO and our consulting partners learned that the established Section 106 process, even under difficult circumstances, works for small and large scale projects alike. Compressed timelines and political pressure tested even the most solid of partnerships, but with committed individuals at the helm, even these challenges were overcome. Some participated willingly, others grudgingly, but virtually all were able to complete the Section 106 process within the letter and spirit of the law. Ironically, Agency #1, in choosing termination over consultation, did not appear to save time and will face a lack of trust in future dealings that may prove both more time-consuming and more troublesome than anticipated..

JOHN LAIRD
SECRETARY FOR NATURAL RESOURCES

RUTH COLEMAN,
DIRECTOR,
CALIFORNIA STATE PARKS

MILFORD WAYNE DONALDSON, FAIA,
STATE HISTORIC PRESERVATION OFFICER

DIANE THOMPSON, EDITOR

State Historical Resources Commission

Bryan K. Brandes, Chairperson
Rick Moss, Vice-Chairperson
Alberto Bertoli
Donn Grenda, Ph.D
Fernando Guerra, Ph.D
Julianne Polanco
David Phoenix
Richard Shek

Preservation Matters is the quarterly newsletter of the California Office of Historic Preservation, California State Parks.
If you have questions or comments about this newsletter, email preservationmatters@parks.ca.gov.

This publication is available in alternate format upon request.

The mission of the **Office of Historic Preservation** and the **State Historical Resources Commission** is to provide leadership and promote the preservation of California's irreplaceable and diverse cultural heritage.

To fulfill our mission we:

* Partner with local, state, federal, and tribal agencies, non-profit organizations, and the general public to help ensure cultural resources are appreciated and maintained as a matter of public interest and community pride;
* Carry out mandated responsibilities and administer programs under federal and state historic preservation laws.
* Promote a comprehensive preservation planning approach and urge the integration of historic preservation with broader land use planning efforts and decisions;
* Offer technical assistance and preservation training in order to create a better understanding of the programs OHP administers;
* Support sustainability and adaptive reuse of historic resources in ways that preserve historic character and provide economic benefits;
* Maintain the statewide Historical Resources Inventory and make available information about the state's historical and archaeological resources; and,
* Encourage recognition of the vital legacy of cultural, educational, recreational, aesthetic, economic, social and environmental benefits of historic preservation for the enrichment of present and future generations.

Upcoming Events in Historic Preservation

San Francisco Heritage will hold its **Semi-Annual Meeting Tuesday, January 17, 2012** at 6:00 p.m. at the **Swedenborgian Church,** 2107 Lyon Street in San Francisco. Members will be able to explore this one-of-a-kind building designed in 1895 by legendary architect Bernard Maybeck and others. Heritage Director Mike Buhler will provide an overview of Heritage's recent work and important milestones during the organization's 40th anniversary and the 135th birthday of the Haas-Lilienthal House. The event will include a special presentation and book signing with Mark Anthony Wilson, author of the recently-published *Bernard Maybeck: Architect of Elegance*. The event is free and reservations are encouraged. RSVP to the website at: http://www.sfheritage.org/upcoming_events/

The regular quarterly meeting of the **State Historical Resources Commission** will be held in **Chico on Friday, January 20, 2012**. For more information, check information posted on the OHP website at http://www.ohp.parks.ca.gov or contact the Registration Unit.

The **California Preservation Foundation** has scheduled workshops worthy of note for the first quarter of 2012. First comes **Historic Register Designation & Documentation** in February in Los Angeles. Then, in March and April come workshops exploring **The Secretary of the Interior's Standards for the Treatment of Historic Properties,** the one in March held in San Francisco, April's in Los Angeles. Find details as plans evolve on the Foundation website: http://www.californiapreservation.org

The **Los Angeles Conservancy** and its volunteer Modern Committee are excited to present a special tour showcasing the art and architecture of **Millard Sheets** in the Claremont and Pomona area. The tour is part of **Pacific Standard Time: Art in L.A.1945-1980,** an unprecedented collaboration of more than sixty cultural institutions across Southern California coming together to tell the story of the birth of the L.A. art scene. The date **is Sunday, March 18, 2012**; more information is available on the Conservancy's Upcoming Events page: http://www.laconservancy.org/events/events_main.php4

Registration for the **46th Annual Meeting of the Society for California Archaeology** is now open. It is set for **March 29 to April 1, 2012** and will be held at the Town and Country Inn in **San Diego**. Room reservations must be made by March 5, 2012. For more information, check the Society's Meetings and Events page on their website, http://www.scahome.org/meetings_events/index.html