

***FORGING A FUTURE WITH A PAST***  
***A COMPREHENSIVE STATEWIDE***  
***HISTORIC PRESERVATION PLAN***  
***FOR CALIFORNIA***



***Office of Historic Preservation***  
***Department of Parks and Recreation***  
***Resources Agency***  
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## **EXECUTIVE SUMMARY**

California is characterized by a rich historical past and a bright, promising future. The State's historic resources represent the contributions and collective human experiences of a diversified population spanning 10,000-12,000 years of occupancy in California. This heritage is embodied in the cultural and historical landscapes of California as evidenced by the archaeological remains, historic buildings, traditional customs, tangible artifacts, historical documents, and public records extant in California. All these evidences of the past contribute to the sum total of California's history. Such historical resources provide continuity with our past and enhance our quality of life.

The Comprehensive Statewide Historic Preservation Plan (State Plan) is a concise, strategic document that describes the vision for historic preservation in California and outlines future direction for the Office of Historic Preservation (OHP). The State Plan identifies the critical preservation issues, needs, challenges, and opportunities for historic preservation in California. The goals and objectives statements further clarify preservation priorities with recommendations on improving historic preservation needs for technical assistance, education, economic incentives, preservation partnership, and local government participation.

The State Plan represents a collaborative planning process expressing a shared vision and active contribution of a wide range of public and private organizations and individuals with vested interests in historic preservation programs, issues, and concerns. The State Plan also incorporates specific archaeological issues and recommendations presented in the 1995 Preservation Task Force Sub-Committee on Archaeology Report of Findings. The Report of Findings on California archaeology is an integral component of the State Plan.

The implementation of the State Plan goals and objectives requires the dedication and personal commitment of many individuals and organizations interested in a society respectful of the state's fragile cultural environment. The shared vision for historic preservation includes the principles of working with current and new preservation partners, considering all cultural resources, and adopting sound, mutual preservation goals and objectives leading into the 21st century.

### **Statewide Preservation Goals**

- Increase the number of private and public historical resources that are protected and preserved in all geographical regions of the State.
- Increase the number of individuals and organizations who understand the value of historic preservation through education and community outreach programs.
- Improve California's economy by using historic preservation tools and incentives to promote jobs and stimulate investment in local communities.
- Expand and diversify the existing funding base for historic preservation programs while seeking dependable, long-term sources of economic support.
- Encourage and implement historic preservation as a regular component of public policy planning at all levels of government.
- Ensure that the identification of, and information about, historical and cultural resources in California is comprehensive, available in a consistent and complete format, and continually acquired.
- Promote the preservation and the stewardship of cultural resources among a diversified state population representing all levels of the socio-economic spectrum.

## **INTRODUCTION**

As California approaches the year 2000 and the new millennium, the next three years promise to be a momentous and exciting period of history for California as the state shall commemorate the Sesquicentennial of the discovery of gold at Coloma in 1998 and California's admission to statehood in 2000.

The Sesquicentennial commemoration recognizing 150 years of California history shall serve as a catalyst for increasing public awareness and appreciation of California's history in general and of historic preservation in particular.

The development and implementation of a comprehensive state historic preservation plan shall further stimulate opportunities for achieving sound historic preservation goals and objectives in the next three years to coincide with the start of the new millennium.

The concept of adopting a comprehensive history plan designed to provide guidance in the preservation of historic resources in California is not a new or recent phenomenon dictated by federal statutes or regulations. As early as 1927 the State of California established a State Park Commission with the responsibility of coordinating and administering a statewide preservation program for conserving the scenic and recreational qualities of California. Preparatory to implementing a statewide preservation program, a statewide survey to identify the most significant scenic, recreational, and historic resources was conducted by Frederick Law Olmsted Jr. in 1928. Olmsted's report recommended that the State of California prepare a comprehensive plan for the preservation and enhancement of scenic and recreational resources. The plan would also serve as the basis of a broad program of conservation education and for the development of measures needed to protect important resources of the state.

Furthermore, the Olmsted report recommended that the state take direct steps to prevent "unwarranted destructive exploitation of important scenic and recreational resources." This would be accomplished by the intelligent use of planning regulations, zoning requirements, proprietary control, and conservation easement opportunities. In addition, Aubrey Drury completed a 60-page "Survey of Historic Sites and Landscapes in California" which identified a diverse range of historic properties from buildings, ships, mining towns, and mountain passes to Native American village sites.

Forty years later the State of California published a multi-volume history plan for California in 1969. Volume I of the California History Plan described the state's comprehensive preservation program with recommendations to develop an organized preservation system. Volume II of the California History Plan identified approximately 3,000 historic properties based on a statewide inventory of historic features in California.

Section 101 (b)(3)(c) of the National Historic Preservation Act of 1966, as amended, instructs the State Historic Preservation Officer (SHPO) to "prepare and implement a comprehensive statewide historic preservation plan." The California Office of Historic Preservation (OHP) is the primary state agency responsible for the preparation and implementation of a Comprehensive

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Statewide Historic Preservation Plan (State Plan) designed to ensure that historic properties are taken into consideration at all levels of planning and development. The State Plan is a product of an overall preservation planning process directed and guided principally by the OHP, along with the full cooperation and participation of preservation partners.

Nevertheless, despite the increased public appreciation of our cultural environment, historic structures are demolished, historic public records are lost, archaeological sites are destroyed, and cultural traditions are forgotten. The preservation of our cultural environment is the collective responsibility of all Californians. To be successful, citizens of California should participate and contribute to the preservation planning process and to the implementation of the State Plan. The State Plan identifies the desired preservation goals and objectives for the next three years. The primary purpose of California's historic preservation State Plan is to provide guidance and implementation of a sound planning procedure for the identification, registration, protection, and preservation of important historical resources.

## **CALIFORNIA'S CULTURAL LANDSCAPE**

The history of California has left its clear mark on the physical environment and character of the state. While Californians have always prided themselves on their enthusiastic embrace of the new, much remains from the past, creating a unique and rich pattern of historic resources.

Representative examples of California's unique and rich cultural landscape include the Native American basket material gathering areas throughout California, the remains of abandoned military forts and settlements in the deserts of Southern California, the sunken Spanish galleons, Yankee merchant vessels, and Chinese Sampan along the California coast, the stone and barbed-wire fences stretching across California's foothills and valleys, the agricultural vineyards and orchards covering the irrigated lands of the Central Valley, and the recreational resort communities adjacent to high altitude lakes in the Sierra Nevada.

California's first inhabitants are the state's most enduring population. The Native American population spans the entire spectrum of California's human experience covering 10,000 to 12,000 years of history. The legacy of California's Native American presence continues to be evident at such places as the Wassama Roundhouse near the Yosemite Valley and the Chaw se Roundhouse at Indian Grinding Rock State Historic Park, where the annual Big Time celebration reinforces traditional customs and practices from generation to generation.

The Native Americans also have left their mark in the many archaeological sites that provide information about native life and the cultural landscapes that convey a sense of the Indians' environment before European settlement. Mus-Yeh-Sait-Neh, a Native economic landscape in Humboldt County, remains as a reminder of how Native Californians enhanced their natural surroundings to make the land more productive. Traditional cultural landscapes such as Kucha'ama Peak in San Diego also retain the integrity to convey the inseparable link of nature, religion, and philosophy for California's Indian population.

The arrival of the Spanish is still clearly visible in a number of places throughout California. While most of the 21 Spanish missions are largely a product of reconstruction, many have achieved a feeling of legitimacy that is strongly evocative of Californians' concepts and visions of the mission era. Similarly, while the adobe buildings of both the Spanish and Mexican eras have been altered and expanded to make them serviceable, many still exist in settings that strongly portray the Californio period. While many such buildings are within major modern population centers, such as Los Angeles, San Diego, and San Luis Obispo, some are in pristine settings that offer a rare glimpse into early nineteenth century California life. Las Flores Adobe on the property of Camp Pendleton Marine Base in San Diego County, Petaluma Adobe in Sonoma County, and La Purisima Mission near Lompoc are, if not fully historic in their fabric, still rare and important for the relationships they convey between buildings and their historic setting.

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The arrival of the Yankees in this environment coincided with a new adaptation of the Hispanic tradition, the two-story Monterey style house. Fortunately, examples of such architectural style still can be found in the Larkin House in Monterey and the Los Cerritos Adobe in Long Beach.

These early buildings of pre-Gold Rush days have had an enduring influence on California architecture, as exemplified in the Mission Revival style, the Spanish Colonial Revival buildings, the ranch houses, and the red-tiled housing developments that have spread over the state's suburban landscape.

With the Gold Rush came new kinds of buildings and new impacts on the land. Again, there are many fine collections of Gothic and Greek Revival buildings from this era, along with pioneer commercial and residential buildings in brick, stone, and wood. The towns of Nevada City, Yreka, Weaverville, Grass Valley, Columbia, Jackson, Sutter Creek, and Downieville all have collections of Gold Rush era buildings that are remarkably able to convey a strong sense of time and place. Mining landscapes, such as those at Bodie State Historic Park, Malakoff Diggings State Historic Park, or the Folsom Ground Sluice Diggings are perhaps not as picturesque, but nonetheless important for what they reveal of mining's impact on the natural environment.

In 1869 California was linked to the Eastern United States with the completion of the transcontinental railroad. This development greatly enhanced the possibilities for creating wealth and practically ensured population growth. The impact of increasing wealth through the growth of agriculture, lumbering, and commerce at the end of the nineteenth century is expressed in a number of extremely valuable city, town, and rural collections throughout the state. Special communities with institutional dependency and a symbiotic relationship between corporate industries and labor are illustrated in the company towns of Soctia, Westwood, Coleman, Spreckles, and Hercules. The Victorians of San Francisco, Eureka, Sacramento, and San Diego give character to large parts of those cities. Towns such as Ferndale, Hanford, Oxnard, and Petaluma are reflective of the productivity and profitability of California's late nineteenth and early twentieth century agriculture. This same period produced rural farming and ranching landscapes with houses, barns, corrals and other features, for example, the dairy and ranching features of the Olema Valley and Lagunitas Canyon in Marin County.

The twentieth century brought increasing urbanization and population growth. Southern California witnessed the immigration of large numbers of Midwesterners who made a strong mark on the new communities of Orange County and the Los Angeles basin. Pasadena has been very successful in maintaining its early twentieth century middle-class identity. There, large neighborhoods of Craftsman style bungalows remain, along with the larger architect-designed examples of the style. Other cities throughout the state, such as Sacramento and Fort Bragg, are fortunate to retain neighborhoods reflective of the state's growth during the pre-World War II era. Craftsman bungalows (evolving into California bungalows) and many varieties of period revival styles fill the zones of early expansion in many cities throughout the state.

California's largest cities, Los Angeles, San Francisco, and San Diego, witnessed the most frequent examples of architectural experimentation in the twentieth century, while maintaining older residential and commercial areas dating to the nineteenth century. Bernard Maybeck, Irving

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Gill, Carleton Winslow, and Bertram Goodhue produced some of the early modern monuments of the state's architecture. While many have been demolished, there are some recent success stories e.g., the rehabilitation of the Los Angeles Central Library, designed by Goodhue and Winslow in the 1920s.

World War II had a tremendous impact on California, causing unprecedented growth. Military bases continued to expand along with other defense-related businesses. These bases have survived in large numbers and are an important part of the state's twentieth century history. However, the policy of the federal government to drastically close military bases in the 1990s has posed a tremendous challenge today in terms of historic preservation and economic development.

California's post World War II population growth is seen most prominently in the large suburban developments and new towns moving ever outward from the older centers of population. Many of these homes still echo older styles, with Spanish/Mediterranean designs and materials very popular.

California is known for its diversity, and that diversity is evident both in the state's many cultures and peoples and in the resources they have created. The state is indeed fortunate to retain such a rich and varied heritage represented by peoples from virtually all quarters of the globe. The Chinese American fishing village in Marin County, Saint Sava Serbian Orthodox Church in Amador County, the Russian occupation of California at Fort Ross, the Vikingsholm at Lake Tahoe, the Jewish Home for the Aged in Los Angeles County, the African American settlement at Allensworth in Tulare County, and the Scandinavian village of Solvang in Santa Barbara County are a few locations in the state associated with California's diversified population.

## PRESERVATION CONCERNS AND CHALLENGES IN CALIFORNIA

The State Plan identifies and discusses the major social, economic, political, educational, and environmental issues and trends facing the state now and during the remainder of this decade. Historic preservation is by and large a domain of public policy and, as such, its directions, goals, challenges, successes, and limitations are often linked to problems and opportunities in other, broader areas of economic, social, and political concerns. The State Plan explores these linkages and the manner in which they influence the direction, development, and priorities of California's historic preservation program.

### Demography

California experienced a 25% population increase during the 1980s. Current estimates place the state's population at about 32 million people. This figure represents a doubling of the state's population since the mid 1960s. Approximately 50 million people are expected to live in California by the year 2020. Post-1990 census analysis places the undercount population at about 2 million. Projections for the 1990s predict that another 6 million people may swell the state's population total during this decade.

One factor moderating the recent high rate of immigration is the uncertainty about the timing, pace, duration, and extent of a true economic recovery in California. The same cause appears to be responsible for a recent upsurge in out-of-state migration.

Nonetheless, the basic direction in population growth is predominantly upwards, and California's comparatively high birthrate and correspondingly low death rate also contribute to this trend. With the exception of San Francisco County, the northwest coast, and the northeast inland regions, all areas of California are expecting to experience net population increases during this decade. Despite the severe attrition in manufacturing and defense sector jobs and its ripple effect on the local service sector, even Los Angeles is expecting a net population gain. Anticipated areas of growth include the Mother Lode counties, the Inland Empire, counties located in the central Sacramento Valley, and those situated in the San Joaquin Valley region. The Federal Census Bureau's latest long-range examination of California population growth predicts the foothill counties of Placer, Calaveras, and El Dorado as the fastest growing counties in the state, behind Imperial and Madera Counties, which gained population increases by the addition of prison inmates at four new prison facilities.

As in the past, California's population will continue to be the most linguistically and culturally diverse in the nation, with the possible exception of Hawaii. The United States population is undergoing a profound demographic shift. The Sacramento Bee of March 14, 1996 cites the U.S. Census Bureau which predicts that by the year 2050 approximately 50 percent of the population will be racially diversified with 25% Latinos, 14% African Americans, and 8% Asian Americans. In California, the 1990 census figures indicated the state had a 43 percent minority population. California is expected to attain a "minority majority" before the start of the new

millennium. Los Angeles, San Francisco, and Imperial Counties already have "minority majorities".

In addition, the other fast rising group is the 50-plus-years-old baby boom generation reaching retirement years. By the year 2030, about 20 percent of Americans will be over 65 years old.

Continued population growth is likely to compound the enormously demanding and challenging impact on the natural environment, on the State's overburdened and under-maintained physical infrastructure, and on the network of governmental and private institutions responsible for providing a broad range of health, housing, educational, and other public services.

Characteristically, the history of California is a collection of local histories influenced by local events and local issues unfamiliar to recent immigrants from other countries or new arrivals from other states in the Union. California is not a community of shared history or values. A recent emigrant from the steel manufacturing center of Pittsburgh, Pennsylvania, may lack an interest in or an understanding of the importance of preserving a fruit packing shed in Fresno, California. The challenge of California's diversified and increasing population is not of numbers but of historic preservation education and awareness.

### **Economy**

The California economy of the late 1980s and the early 1990s suffered the effects of the worst economic downturn since the days of the Great Depression.

Judged by several standards (unemployment, housing, manufacturing, etc.), California's economic problems were comparatively severe. The exodus of enterprises to other states and the resulting loss of jobs contributed to the economic recession. The reasons are various and complicated, but several consistently come to the fore: high real estate costs, congestion, pollution, burdensome regulations and taxes, intense competition from other states, high labor and health care costs, under-funded and overwhelmed public education system, a deteriorating infrastructure unable to meet the demands placed on it, and an expensive worker compensation system in need of reform. These are not new problems. But in a period of economic recovery, their effects are magnified considerably.

The loss of revenues due to the recession was compounded by the additional demands on health, education, law enforcement, penal system, and other public social services which contributed to the unprecedented state and local budget deficits. Natural disasters, such as the Loma Prieta and Northridge Earthquakes, severe statewide flooding, a rash of forest fires, and urban firestorms have put additional strain on the state's treasury. The civil unrest in Los Angeles in April 1992 was the most expensive and destructive of its type in U. S. history.

Jobs in the private sector were lost at about the rate of 2,000 per day, according to a recent study by the Palo Alto based Center for the Continuing Study of the California Economy. Over 500,000 relatively high paying skilled jobs have evaporated since 1989. The aerospace and other defense sector industries, historically important contributors to the vitality of California's

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economy, suffered as a result of recent geopolitical developments. The industry has lost almost 100,000 jobs since 1989.

Nevertheless, the general feeling is that the California economy is experiencing a recovery. The State government has taken the initiative to restore California to a position of leadership in the economic sphere.

The rejuvenation of California's economy is a top priority with the State's chief executive officer. The Governor has campaigned to reform California's business climate and has accelerated the recovery, whereby the State's economy is outpacing the nation's and revenues coming into the state are exceeding expectations. The University of California Los Angeles Forecast (September 1995) proclaimed that "California's recovering economy is currently generating jobs at a faster rate than the nation for the first time since the late 1980s". The UCLA report projects California will continue to outpace the nation in job creation for the next 20 years. Reforms in the State's business climate have helped California move from fiftieth to first place in the nation in job creation. The Hoover Institution recently released a forecast that predicts that a 15 percent across-the-board tax cut would create 50,000 new jobs a year for five consecutive years and would keep California competitive in job creation and retention. More than 14.5 million Californians currently have jobs, the highest number of people employed in the state since June 1990. California gained nearly 18,000 additional jobs between August and September 1995. California's unemployment rate declined to 7.2 percent in September 1995, its lowest level since February 1991. The service industry, which includes the motion picture and entertainment industries, gained nearly 99,000 jobs since 1994.

California's emergence from recession gained respectability by reducing the state's borrowing costs on its outstanding general obligation debt when Standard and Poor's raised California's evaluation rating from "A" to "A plus" in August 1996. Improvement in the state's credit worthiness will save millions in tax dollars.

In the first quarter of 1995, California's exports surged nearly 19 percent over 1994 levels. Exports of California products to international markets of Asia and Europe have increased 18.9 percent to \$96.6 billion in 1995. Foreign exports support approximately 290,000 jobs in California and highlight the importance of international trade to the California economy.

The Sacramento Bee of February 28, 1996 cites the latest study by the Center for the New West, a non-partisan think tank, entitled California: A 21st Century Prospectus, which credits the recovery of California's economy based on a transformed economy without reliance upon traditional industries such as defense and aerospace spending, heavy manufacturing, and surging real estate values. International trade, entertainment, high technology, biotechnology, and communications are the new growth industries expected to carry California into the 21st century.

Jobs in the Hollywood-based entertainment industry have surpassed those in aerospace. More Californians hold computer services jobs - 160,000 - than in metal products; computer service technicians earn \$55,000 a year compared to \$31,000 for metal workers.

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The Center for New West study further states that the recovery has regained the 500,000 jobs lost in the severe recession. The picture of "the emerging face of California is that of ethnically diverse, technically advanced, entrepreneurial, globally minded, and highly innovative".

### **Growth Management**

The problems surrounding the management of growth in California are still as compelling as ever. They will again undoubtedly command broad attention as population pressure and a more laissez-faire oriented approach to stimulating the economy have their effect. The need for regional and statewide planning to address growth and its consequences is clearly evident. Many of the problems of relatively unmanaged growth (high real estate values, decaying infrastructure, environmental degradation) are still with us. These issues must be reasonably addressed in order for the climate for investment in California to be truly healthy.

The 1995 report Beyond Sprawl by the Bank of America and the State of California Resources Agency questions whether California can afford to support the pattern of urban and suburban development that has characterized the State's growth since World War II. The impact of suburban sprawl has encouraged the abandonment of older communities and neighborhoods in favor of new development areas.

In the report Making Land Use Work, the Little Hoover Commission identified growth management as an important responsibility in meeting the needs of California during the 1990's in which 1.2 million owner-occupied homes and 680,000 rental units must be built to satisfy the demands of a growing population in the State. The Little Hoover Commission predicted that of California's 58 counties, 22 are expected to double in population by the year 2040 and another 14 counties are expected to triple in population by 2040. Furthermore, the report Strategic Growth: Taking Charge of the Future by Governor Wilson's Management Council states that "California cannot support a population growth past 30 million people based on existing housing and transportation patterns without unacceptable economic, social, and environmental costs."

The conservation of historic properties, whether focused on entire neighborhoods or on individual properties, is typically enhanced by reasonable growth management policies. Such policies usually provide for historic preservation elements in the general plan or for historic preservation and design ordinances.

### **The Environment and Conservation**

Coupled with its interest in growth management issues, the State of California has likewise moved assertively to explore new ideas, policies, and opportunities in the area of resources conservation.

In partnership with other stewards of the state's public lands, the State of California Resources Agency is continuing to promote the bioregional/biodiversity approach to natural resource management. This approach has captured the attention of the U.S. Department of the Interior

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Secretary, who has discussed the California approach as a possible model for a similar nationwide federal effort.

Recognizing that alternatives to a case-by-case approach must be found and that the issue of jobs versus the environment can be approached in a balanced way, the Resources Agency is spearheading continuing efforts to manage species and environments in a way that transcends geopolitical boundaries and instead focuses on the broad biological and physical environments that constitute the habitat of critical species. This approach may have great promise as an alternative management strategy and could help to reduce the often bitter conflicts that pit the interests of endangered and threatened species against other legitimate social and economic needs. The Natural Communities Conservation Program is a leading example of this new approach.

Finally, the Resources Agency and other organizations concerned about the ongoing environmental degradation of the Sierra Nevada are continuing their two year study and efforts to stem this decline by advancing the implementation of a bioregional management plan for the Sierra Nevada range as a whole. This regional protection model for natural resources may be a useful design for the identification and management of cultural resources as well.

### **Education and Public Awareness**

The preservation of California's cultural heritage depends upon the general public's awareness of existing historic resources and an understanding of historic preservation programs which foster the conservation of the cultural environment. Developing an awareness and understanding of California's heritage resources requires a long-term commitment of a public educational system supportive of historic preservation curricula and programs in the K-12 schools and the universities.

The State Historical Resources Commission Subcommittee on Education has been established to study the issue of heritage education in California. A California heritage education program requires the participation of classroom teachers, local school boards, district superintendents, State Department of Education, and parents. Community resource individuals and groups may include local historical and archaeological organizations, museums, libraries, local and state historic parks, professional organizations, community leaders, elected officials, and ethnic minority representatives. Heritage education curriculum may include lesson plans and resource guides involving on-site interpretation, museum exhibits, environmental living history programs, History Day events, Archaeology and Historic Preservation Week, student internship programs, Teaching With Historic Places, vocational skills training, and oral history interviews.

In addition, computer access on the information superhighway provides increased opportunities for computer based research, resource interpretation, preservation project case studies, and networking with educational programs nationwide on the Internet and World Wide Web.

### Heritage Tourism

The travel industry is a substantial component of California's economy and is considered a primary industry in many local communities. Travel spending provides jobs and income for California residents as well as tax revenues for the state and for many local jurisdictions. Nearly one out of every eight dollars in travel spending nationwide is spent in California. Were California a nation, California would rank eighteenth in terms of international tourism. California is first in the numbers of overseas visitors with 9.5 million international visitors in 1995.

In its publication California Travel, the Division of Tourism, California Trade and Commerce Agency, estimated that travel spending in California reached \$55.2 billion in 1995. Spending by travelers in California increased 38% from 1985 to 1995.

The travel and tourism industry is a significant source of jobs. The travel industry is the third highest source of employment in California behind the health care industry and business services. Travel expenditures provided jobs for 658,000 Californians and produced \$11.8 billion in payroll income in 1995.

Travel-generated tax revenues are an important source of income for local governments. Approximately \$590 million came from transient occupancy taxes and \$350 million derived from local sales taxes levied on travel-related spending at restaurants and retail stores. Tourism helps to diversify and stabilize rural economies. Every county in California gains economic benefits from travel and tourism. Each county benefits from direct travel expenditures by visitors, ranging from \$26.4 million in Modoc County to \$11.8 billion in Los Angeles County.

In response to the 1984 California Heritage Task Force's recommendation to study the relationship between heritage resources and tourism, a report was prepared to examine heritage tourism in California. The publication Heritage and Tourism in California identified nine specific recommendations designed to promote heritage tourism in California. The report acknowledges that "California tourism is also an industry that depends for much of its strength and vitality on the existence of heritage resources".

The 1996 Official State Guide to California's 12 tourism regions includes special features on the chronology of the state's major historical events. Concentrating on the chronological listing of historical events in California effectively serves to promote places of historical interest to national and international visitors.

The California Division of Tourism's publication California Tourism Talking Points acknowledges that "every California county derives economic benefits from travel and tourism". Because not every county in California has a Disneyland, a Yosemite, or coastal beaches, heritage tourism represents an important attraction for many rural counties dependent upon the tourism industry.

## MAJOR PRESERVATION ISSUES IN CALIFORNIA

Historic preservation functions within the arena of public policy, attitudes, and values. In January 1996, the OHP conducted a statewide survey of public opinion to gauge the fundamental concerns and needs of historic preservation in a questionnaire to the general public and in a series of interviews of community leaders. Almost 300 individuals, organizations, and governmental agencies responded to the OHP questionnaire. Almost 30 community leaders participated in the leadership interviews. An overwhelming majority of respondents demonstrated strong support for the preservation of California's significant cultural heritage. Predictably, historic preservation is viewed as an important function deserving governmental attention and support; the preservation of historic resources contributes to the understanding and appreciation of the past; historic properties are important assets contributing to the special identity and worth of communities; proper preservation planning will make historic preservation compatible with growth and economic development; and the demolition of buildings simply because they have become old or in poor condition is wasteful.

Based on public opinion, interviews of community leaders, and governmental studies, the SHPO has identified the following as the principal preservation concerns and priorities in California:

### **Integrated Preservation Planning**

California's historic preservation program currently fails to integrate preservation issues with broader public policy decisions and land-use planning.

Historic preservation has yet to achieve full recognition as a legitimate land-use planning tool. The relationship between historic preservation and land-use planning is still in its infancy. Historic preservation must be linked to sound land-use planning as part of a mandated or optional preservation element within a comprehensive local land-use planning process. A close connection between preservation, planning, zoning, and growth management does not currently exist.

Historic preservation programs cannot continue to rely solely upon narrowly focused preservation laws or function in isolation and still succeed in protecting historic resources. Historic preservation faces the real possibility of being undercut by broader land-use planning, zoning, or growth management policies.

### **Economic Decline and Fiscal Crisis**

The recession of the late 1980s and the early 1990s in California together with the continuing and expanding gap between revenues and expenditures will generate enormous pressure to expand and intensify growth and development. Competitiveness will be emphasized, and initiatives to improve the business and fiscal climate in California will be forthcoming.

Streamlining of the regulatory and permitting process will be proposed. Preservation will be challenged to contribute constructively to this effort. Affirmative steps will be required to ensure that historical resources are given proper and reasonable consideration in any economic recovery program. It will be important to demonstrate that these resources are an asset in the recovery process. Affected most immediately are historic resources located on defense installations subject to closure or realignment.

### **Historic Preservation Incentives**

Constant development pressures place historic properties and open space lands at risk. In addition, the cost of preservation is perceived as a serious threat to historic resources. Although, historic preservation has been shown to promote community revitalization and economic development, the cost of preservation projects often becomes an obstacle.

Federal, state, and local laws lack sufficient economic incentive provisions to encourage private property owners to preserve open space lands with archaeological sites or to rehabilitate older historic building stock. Unwittingly, compliance with historic preservation ordinances or meeting specific design standards may, in some cases, impose additional economic hardships. Absentee landlords, deferred maintenance, and property owner apathy all contribute to the deterioration and condemnation of historic buildings.

California has four specific preservation incentive programs (state property tax relief, state historic building code, tax-exempt bond financing, and heritage preservation fund) but lacks a state rehabilitation tax credit program, mortgage guarantees, property tax exemption for income producing historic properties, parking requirement exemptions, disincentives for surface parking lots, disincentives for demolition of historic structures, and state gambling revenues dedicated to historic preservation projects.

### **Population Growth and Growth Management**

In the study Making Land Use Work: Rules to Reach Our Goals, the Little Hoover Commission reports that "the problems associated with growth are becoming more complex as cities expand and age, as society diversifies, as technology redefines lifestyles, as the economy revolves globally, and as the long term consequences of development on natural and cultural resources become evident". Small towns and neighborhood business districts, already struggling to compete with shopping malls, now face competition from superstores as well.

The ability of local governments to solve these problems is undermined by the inability to finance construction or maintenance of infrastructures and by state fiscal policies that encourage communities to attract jobs and employment and to compete for large retail projects and discourage the construction of affordable housing facilities.

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The Growth Management Council was created by Governor Wilson in 1991 to formulate recommendations on how the State will manage growth in California. The Council recommended the establishment of an Integrated State Plan for the integration and coordination of state planning. The Integrated State Plan would bring together existing state standards and specific elements, including resource conservation and environmental protection. The Council further recommended the development of a State Resources Protection and Conservation Plan to be incorporated into the Integrated State Plan.

### **Historic Preservation and Housing Preservation**

A partnership between these two spheres of public policy can help to expand the supply of low income, transitional and emergency housing by using suitable historic properties. The current crisis in the housing sector, together with the legally required implementation of community affordable housing plans, makes the problem of providing low income persons with affordable housing that much more challenging. The adoption of the Federal Historic Preservation Tax Credits program can drastically stimulate affordable housing projects. However, additional incentives, including continuation of the federal low income housing credit, comparable state-administered initiatives, higher level of inclusionary housing development, and a low income housing credit bonus for using qualified multiple-occupancy historic properties, are urgently needed.

### **Historic Unreinforced Masonry Buildings (URMS)**

The Loma Prieta and Northridge Earthquakes underscore the critical need to establish and implement fiscal and technical strategies for retrofitting and conserving URMS, tilt-up, and non-ductile concrete frame structures for various purposes that include affordable housing. The current 20 percent federal tax credit for retrofitting historic buildings could be boosted when low income housing is involved.

Historic buildings are frequently lost or altered through inappropriate or insensitive enforcement of SB 547. SB 547 is a state legislation which mandates city and county governments to ensure that unreinforced masonry buildings meet current seismic building codes or be removed.

### **Construction and Development Pressures**

Historic and archaeological resources are at risk by ever-increasing construction and development projects in California. The state's anticipated annual construction volume, measured by building permits and contract awards, was \$31.53 billion in 1996, up 6.0% from 1995's total of \$29.74 billion. In 1997 the forecast total is \$35.76 billion, up 13.4% from 1996. In addition, the forecast for California's employment in the construction trade industry is

anticipated at 534,000 in 1997, up 26,000 from 1996.

Increased construction volume and employment opportunities represent additional development pressures on existing historic and archaeological resources. The desire to stimulate the economy with construction opportunities must be tempered by the option of adaptive reuse and rehabilitation construction projects.

Preservation planning encourages the adaptive reuse and recycling of vacant, abandoned, or underused buildings in the inner cities or neighborhoods to provide affordable housing. Utilization of existing resources counters suburban sprawl and facilitates a fast-track development by avoiding bureaucratic delays inherent in new construction approval process.

### **Technology and Historic Preservation**

The expansion of computer based telecommunications holds the potential to dramatically affect historic preservation programs. The information superhighway will allow practitioners and the general public to access up-to-date databases containing technical publications, funding sources, educational references, resource interpretation, and preservation project case studies. Information may be accessed statewide in planning offices, colleges, community centers, job sites, and individual homes.

Rapid advances in computer technology can be detrimental to public and private organizations' ability to keep current with the information superhighway. The latest technology is not likely to be available to all citizens or for all locations in California. However, telecommunications will facilitate preservation networking, lobbying, and public education. Geographic Information Systems technology will also improve planning by demonstrating relationships between heritage sites and other variables.

### **Ethnic Diversity and Historic Preservation**

California has a significant number of sites, buildings, objects, and places that have special meaning for Native Americans and other cultural groups. In addition, California has archaeological sites that pertain to the history and beliefs of many cultural groups. Existing statutes and regulations provide little or no guidance as to how to incorporate the interests of these groups into archaeological plans. Cultural values, however, are not always adequately addressed, especially in the case of the general public's failure to fully understand the connection between prehistoric and present day Native Americans and other cultural groups.

Native Americans and other cultural descendants of archaeological resources are often not adequately consulted or involved during archaeological resources inventories, evaluations, and management. This results in disenfranchisement of those descendants from their ancestral heritage, poor and sometimes hostile relations with these potential advocates for archaeological

preservation, and diminished capacity for ethnographic and archaeological research.

California, as the premiere example of a multicultural society on the mainland, must encourage greater involvement of the state's diverse ethnic and other marginalized groups in historic preservation activities. Outreach programs and activities such as the National Trust's Cultural Diversity Committee reports, special surveys identifying ethnic minority properties, and publications making the information available to the general public should serve to highlight and promote the rich social and cultural diversity of the state's historical resources. The National Trust's Diversity Committee and a new Committee on Marginalized Communities presented sessions at the Annual National Trust Conference in Chicago in October 1996 and in Santa Fe in October 1997.

### **Rural Preservation**

In the report Beyond Sprawl sponsored by the State of California Resources Agency and the Bank of America, the impact of suburban sprawl upon rural California has been well documented. Between 1982 and 1987 California's leading agricultural region of the Central Valley lost one-half million acres of productive farmland. This effect on farm communities has been devastating with the transformation of rural agricultural land into bedroom suburbs.

Growth will continue to deplete rural open space and intensify the use of remaining public spaces. Archaeological sites and rural landscapes will be affected. It will be necessary to bring this problem to the attention of planners and elected officials engaged in the land use planning process.

Rural preservation, when coupled with the urban limit line concept, can become a major component of an effective growth management strategy. Conversely, promoting infill and thus intensifying land use in developed areas with existing infrastructure can pose a threat to historic resources in established urban centers.

### **The Repatriation Issue**

Repatriation of Native American burials and related artifacts possessed by museums, public agencies, and other institutions continues to be a major issue. Draft regulations for the Native American Graves Protection and Repatriation Act were published in the December 4, 1995 issue of the Federal Register.

### **Vandalism of Archaeological Sites**

The looting of archaeological sites in California is a persistent problem and one that is difficult to

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monitor and prevent. Federal agencies in particular are taking a more aggressive approach to dealing with this problem by seeking both civil and criminal penalties for violations of the Archaeological Resources Protection Act. Recent successful prosecutions in northern California and elsewhere demonstrate that applicable laws can work to good effect. However, more effective programs for deterrence must be developed.

Over 60 percent of the State is privately owned. California Penal Code 622 1/2, written in 1939 to protect archaeological sites on private property, is outdated and should be revised. The current law does not specifically prohibit unauthorized excavation or relic hunting. Since many archaeological sites are located on private, not public lands, such archaeological resources are not protected in law.

Laws protecting archaeological sites recognize the need to protect significant archaeological resources but often fail to provide a mechanism for protection. In addition to looting and vandalism, much destruction is occurring because developers violate their permits; there is little or no follow-up by the permitting agency; and penalties are not severe enough to deter permit violations.

### **Guidelines for the Consideration of Historical Resources Pursuant to the California Environmental Quality Act (CEQA)**

CEQA establishes statutory requirements for consideration of environmental impacts, including impacts to historical and archaeological resources, during the environmental review process. Appendix K of the CEQA Guidelines constitutes the main guidance for consideration of cultural resources under CEQA. However, the CEQA Guidelines, Appendix K are generally outdated and inconsistent with current statutes, regulations, and guidance.

The development and issuance for public review of guidelines that will help all entities subject to CEQA to appropriately consider historical and archaeological resources in the CEQA process is a high priority not only for the State Historic Preservation Officer and the State Historical Resources Commission but for the full spectrum of agencies whose activities may fall within the ambit of CEQA.

There is a lack of consistency among lead agencies in the requirement for compliance with CEQA. Some significant sites are not being conserved, while other less significant sites receive relatively more study. The public is not receiving educational, heritage, or recreational benefits. Knowledge about the past is not being advanced to the degree possible and cultural values are not always being adequately addressed. Clear standards and guidelines are needed for a review process that ensures that archaeological and historic resources are given adequate consideration during the environmental review process and that there are incentives for the preservation of significant archaeological and historic resources for the benefit of present and future generations.

Local and state regulatory agencies frequently lack sufficient staff with appropriate expertise to oversee CEQA compliance. This lack of expertise may lead to situations where moneys are spent

on mitigation plans that do not adequately mitigate impacts to significant archaeological resources or on archaeological resources that are of minimal academic or cultural interest. Inadequate mitigation plans frequently lack sufficient justification for the data recovery programs and there are no provisions for adequate analysis, publication, curation, and dissemination of the information to the public.

### **Professional Standards and Guidelines for the Conduct of Archaeological Studies in California**

The stewardship and management of archaeological resources can be effective only if archaeologists have adequate professional training and qualifications and they conduct their activities according to a common set of principles and standards. Presently, there are no uniform professional standards and guidelines for the practice of non-federal archaeology in California. Under the requirements of CEQA, California archaeology has grown into an essentially unregulated industry. In a competitive contracting environment, the lack of standards, guidelines, or uniform oversight has resulted in a number of serious problems.

Unqualified firms and individuals conduct "archaeological studies" and determine the disposition of archaeological resources, which result in inappropriate, costly, and destructive treatment. Without statewide standards, and consistent monitoring of such standards and CEQA compliance beyond the local agency level, advocacy for the preservation of archaeological resources is weak, resulting in a bias towards the destruction of archaeological resources without adequate consideration of preservation alternatives or adequate treatment.

The development of Professional Standards and Guidelines for archaeology would help to establish uniform standards and guidelines to promote consistency among federal, state, and local statutes, ordinances, and regulations. Such Standards and Guidelines would also provide uniform and explicit expectations for the conduct of professional archaeological studies in California.

### **Public Outreach, Involvement, and Education in Archaeology**

There are no provisions in the state regulatory framework for the public to receive educational or interpretive benefits from cultural resource mitigation programs. Public access to archaeological information is often restricted. Access to artifact collections may be similarly limited. While this policy is designed to protect sites against vandalism, it may also serve to isolate the public from sites and prevent the development of public stewardship. Although California has an educational structure in place with its public schools, libraries, institutions, agencies, and organizations, it is not being used to effectively educate the public about archaeology. Archaeology is not part of the California Social Science curriculum in grades K to 12. As a result, California teachers lack direction as well as sources of information about archaeology.

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Educating the public about heritage values and involving the public in archaeology are ongoing processes that can provide benefits for everyone. Long-term planning is necessary to establish priorities and to balance competing interests. An administrative structure is needed to facilitate communication between those groups and agencies already involved in archaeology, and to encourage systematic public outreach programs to increase public involvement and provide educational programs and materials at all levels. A vital component in this process is information that is systematically organized, centrally located, and readily accessible. Modern technology and traditional methods must be utilized to communicate with various segments of the public and must be directed towards these groups in ways that are meaningful to them.

There is a need to develop, coordinate, and publicize opportunities for public participation in archaeology, including site management, site interpretation, and hands-on excavation.

California does not adequately feature its archaeological and historical resources to promote tourism.

### **Preservation of Archaeological Sites**

The scientific, cultural, and interpretive values that result from conserving archaeological sites in place are not given full consideration in land planning and decision-making processes. Often, preservation of archaeological sites is not even considered, and destruction or excavation of sites occurs without evaluation of the costs and benefits of preservation. Information regarding the costs and benefits should be developed, distributed, and included in the guidelines and regulatory framework for the consideration of historical resources. Funding sources and incentives for preservation of archaeological sites should be identified.

### **Curation**

Curation issues are concerned with the management of artifacts after excavation, analysis, and report writing. Many existing archaeological collections and collections currently recovered during mitigation are inadequately prepared and stored under circumstances that result in their deterioration and loss. Storage and curatorial facilities frequently have no provisions for access by researchers, members of the Native American community, and the general public. This problem can be attributed to the fact that provisions and funding for curation were not included in the state guidelines and regulatory framework for the consideration of historical resources. The [State of California Guidelines for the Curation of Archaeological Collections](#) was prepared by the State Historical Resources Commission to "ensure that archaeological collections and their associated records are preserved and managed adequately so that future generations might use them".

**The Top Five**

Most Critical Issues of Public Needs and Concerns

- Economic development/jobs
- Adequate education/public schools
- Preservation of historic resources
- Domestic security/public safety
- Environmental protection

Most Critical Problems and Threats Affecting Historical Resources

- Development/construction pressures
- Demolition by neglect
- Insufficient federal and state preservation funds
- Uninformed decision makers
- Lack of economic incentive programs

Most Important Program Activities and Services Provided by the OHP

- Training/conferences/workshops
- Distribution of historic preservation funds to the public
- Preservation planning
- Environmental review for Section 106
- Environmental review for CEQA projects

**SHARED PRESERVATION VISION, GOALS, AND OBJECTIVES**

**Shared Vision**

Californians will work together in partnership to preserve, maintain, and enhance the State's irreplaceable historical and cultural heritage for present and future generations to appreciate and enjoy.

**Shared Goals**

- Increase the number of private and public historic resources that are protected and preserved in all geographical regions of the State.
- Increase the number of individuals and organizations who understand the value of historic preservation through education and community outreach programs.
- Stimulate California's economy by using historic preservation tools and incentives to promote jobs and stimulate investment in local communities.
- Expand and diversify the existing funding base for historic preservation programs while seeking dependable, long-term sources of economic support.
- Encourage and implement historic preservation as a regular component of public policy planning at all levels of government.
- Ensure that the identification of, and information about, historical and cultural resources in California is comprehensive, available in a consistent and complete format, and continually acquired.
- Promote the preservation and the stewardship of cultural resources among a diversified state population representing all levels of the socio-economic spectrum.

**Shared Objectives**

Increase the number of private and publicly owned historic resources that are protected and preserved in all geographical regions of the State:

- Promote the registration of historic resources on local, state, and federal registers.
- Promote comprehensive and strategic surveys of historic resources in all areas of the State.
- Promote a statewide information management and access plan to assimilate and disseminate data on historic resources.
- Promote legislation that encourages historic preservation.

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- Promote awareness of the wide diversity of historic resources found in California.

Increase the number of individuals and organizations who understand the value of historic preservation through education and community outreach programs:

- Promote public participation in all aspects of local and state preservation efforts.
- Promote education, training, and outreach programs on the values of historic preservation.
- Promote historic preservation programs and curricula for children and young adults.
- Promote the development of historic preservation programs and graduate degrees in universities and colleges.
- Promote educational programs and materials to increase the general public's awareness, understanding, and support for historic preservation.
- Promote support among community leaders, elected officials, governmental staff members on the values and worth of historic preservation throughout California.
- Promote the development of partnerships with key players and organizations affecting public opinion and the planning process.

Stimulate California's economy by using historic preservation tools and incentives to promote jobs and stimulate investment in local communities:

- Identify and support opportunities for historic preservation projects which promote job development, stabilize established neighborhoods and business districts, and encourage economic growth and investment in local communities.
- Promote private sector reinvestment through the tax certification program and other incentive programs.
- Develop and promote financial incentives which encourage preservation and rehabilitation.
- Expand existing preservation grant programs for historic preservation.
- Promote existing preservation incentives of historic resources and develop new incentives.
- Develop an incentive program for the use of the federal rehabilitation tax credits for cultural resources under the jurisdiction of public land holding agencies.

Expand and diversify the existing funding base for historic preservation programs while seeking

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dependable, long-term sources of economic support:

- Identify and achieve stable funding sources to support historic preservation.
- Identify and promote opportunities for new economic partnerships that combine historic preservation with such elements as recreation and community development.
- Identify and contact private funding sources to support the development of historical resources database system.

Encourage and implement historic preservation as a regular component of public policy planning at all levels of government:

- Encourage governmental entities to adopt preservation ordinances and programs.
- Advocate for the protection, enhancement, and preservation of historic resources.
- Provide technical, financial, and leadership assistance on historic preservation programs and issues to state agencies and local governments.
- Provide additional training opportunities to land use decision makers at the local level through partnerships with other organizations and local governments.
- Encourage governmental agencies to implement contingency plans for historic structures affected by natural disasters by developing early identification of resources, training of building officials to the special needs of historic structures, employing the services of outside experts, and avoiding "rush to judgment" in issuing demolition permits.

Ensure that the identification of, and information about, historical and cultural resources in California, is comprehensive, available in a consistent and complete format, and continually acquired:

- Compile and manage information on historic resources in a comprehensive statewide inventory system.
- Provide ready access to information incorporated in the OHP statewide inventory system, as appropriate.
- Assist and encourage state and local agencies in the identification, recordation, and interpretation of historic resources.
- Develop and expand appropriate GIS programs consistent with standard electronic survey programs and systems.

Promote the preservation and stewardship of cultural resources among a diversified state

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population representing all levels of the socio-economic spectrum:

- Educate Californians on the benefits of preserving the state's unique and diverse cultural heritage and an understanding of the people associated with that heritage.
- Encourage local communities and organizations to support the preservation of historic resources reflecting their ethnic heritage and culture.
- Foster and encourage volunteerism in historic preservation programs at all levels.
- Implement and promote the recommendations of the 1995 Preservation Task Force Subcommittee on Archaeology, Report of Findings and the Guidelines for the Curation of Archaeological Collections.
- Increase outreach to minority and marginalized groups to identify and create support for preservation stewardship and training.

## HISTORIC PRESERVATION ENHANCEMENTS IN CALIFORNIA

### **The Impact of Historic Preservation: California Economy**

State and local political leadership demands that public programs and expenditures produce measurable economic benefits. These measurable benefits include job generation, improvement of the local tax base, and better utilization of existing resources.

Clearly, the preservation of cultural resources contributes to California's quality of life and to a better understanding of our collective cultural heritage. Just as important, the rehabilitation of historic properties is a major economic engine for California.

As part of the State Plan, the Office of Historic Preservation has gathered specific economic data in four areas (the Main Street program, job creation, tax credit program, and archaeological site preservation) to illustrate the measurable dollar effect of historic preservation on the California economy. This information is key to understanding how the economy can be further stimulated through promotion and support of historic preservation in the business and government communities.

### **The Economics of Rehabilitation: Job Creation**

A key factor in the allocation of public funds in any program is the measurement of how many jobs will be created by the outlay. In a dollar-for-dollar comparison between job generation for \$1 million in investment in new construction vs. \$1 million in rehabilitation for historic buildings, historic preservation is one of the highest job generating economic development options available.

In California, \$1 million in rehabilitation creates 5 more jobs than \$1 million dollars spent on manufacturing electric equipment. (The Economics of Historic Preservation, Donovan Rypkema.)

In each of the ways that the U. S. Department of Commerce measures the impact of production in an industry--the number of jobs created, the increase in local household incomes, and the impact on all other industries--"rehabilitation outperforms new construction every time".

A study of a comparison of an expenditure of \$1 million dollars spent on rehabilitation vs. new construction would produce the following results in a community (The Economics of Historic Preservation, Donovan Rypkema.):

\$120,000 more dollars will initially stay in the community with rehabilitation vs. new construction.

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5 - 9 more construction jobs will be created with rehabilitation than with new construction.

4.7 more new jobs will be created elsewhere in the community with rehabilitation than with new construction.

Household incomes in the community will increase \$107,000 more with rehabilitation than with new construction.

Retail sales in the community will increase \$142,000, that is \$34,000 with a million dollar expenditure on new construction.

Real estate companies, lending institutions, personal service vendors, and eating and drinking establishments will all receive more monetary benefit from \$1 million in rehabilitation than \$1 million in new construction.

### **California Main Street Program**

Since 1986, 21 California communities have established Main Street Programs under the administration of the California Trade and Commerce Agency. An additional 25 communities have participated independently. The "Main Street Approach" is a simple program of downtown revitalization rooted in historic preservation. Not a grants program, the Main Street program encourages communities to build on the strengths of the old downtown through carefully considered marketing and privately funded rehabilitation of historic buildings and streetscapes.

The success of Main Street in California has led to a total of 2,025 privately funded rehabilitation projects representing \$72,055,417 worth of private investment.

The Main Street Program statewide has meant a net gain of 5,331 jobs and 1,578 new businesses.

In communities like Alameda, working to recover from the effects of a base closure, the program has led to the creation of 249 new businesses, 497 new jobs, and private investments totaling \$2,001,229 in downtown.

In Porterville, 139 new businesses were created, carrying with them 341 new jobs and \$10,086,800 worth of private building rehabilitation investment.

In San Luis Obispo, 149 new businesses were created downtown, reaping 1,014 new jobs and \$1,166,500 worth of new project investment.

The California Main Street Program, administered by the California Trade and Commerce Agency, actively promotes investment opportunities and job generation for the local economy.

In summary, according to a national study on the Main Street Programs in Virginia, "It is fair to say the vast majority of participants in Main Street--shopkeepers, building owners, city council

members, bankers--did not 'sign up' because they were preservationists. On the contrary, many of them were skeptical of the preservation parts of the program. But, when the cash register began to ring a little more often, tax collections began to rise, and properties began to appreciate, those skeptics began to understand 'historic preservation means dollars'".

### **Rehabilitation of Historic Buildings: Tax Credit Program**

The OHP administers the federal Rehabilitation Tax Credit Program in California. The Rehabilitation Tax Credit Program has been an important preservation incentive program promoting the adaptive reuse of historic commercial buildings, creating employment in the construction industry, and stimulating the tax base of local communities. Since 1981, a total of 174 tax credit projects have contributed \$381,443,101 to the California economy. The recently rehabilitated PG&E Office Building/Matson Building in San Francisco is a premier public/private partnership project which has received statewide recognition. A \$125 million project, it was the largest construction project completed in San Francisco in 1995.

### **Archaeological Site Preservation: Property Owner Incentives**

The 1995 Preservation Task Force Sub-Committee on Archaeology Report of Findings describes opportunities and benefits for property owners to preserve important archaeological resources.

Current California laws and regulations encourage the preservation of archaeological sites. Appendix K of the CEQA Guidelines states that "in-situ preservation is the preferred manner of avoiding damage to archaeological resources. Further, preserving the site keeps it available for more sophisticated future research methods. Preservation may also avoid conflict with religious or cultural values of groups associated with the site."

Preservation has the additional benefit of providing compatibility with continuing cultural uses of the archaeological site by descendants of those who once lived there, providing scientists with contextual data relevant to the site, encouraging a more interdisciplinary approach, and creating opportunities for on-site public education and interpretation.

The value of archaeological preservation is often in conflict with the potential values of other uses of the land. Because these other values are so varied, any list of potential incentives for landowners to preserve the archaeological deposits on their properties must reflect that variety. The needs and concerns of large developers will differ from small developers, and these will differ from the values of ranchers, farmers, industrial concerns, governments, homeowners, and preservation organizations, all of whom also own land. Incentives to landowners may include monetary compensation, but may also reflect considerations such as cost savings, time savings, public relations values, and even emotional or psychological values. Savings in taxes, costs, time, and process streamlining may be as significant as direct monetary compensation. Development of an economic cost benefit analysis for landowners to assist in decisions related to

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archaeology would be valuable. Some of the savings which might be reflected in such an analysis include the following:

Tax incentives include savings on capital gains, state tax credits, federal tax credits, charitable contribution offsets, real estate transfer taxes, and property tax reductions.

Transfer of development rights and use of development credits, as well as mitigation banking opportunities.

Development process streamlined by expedited review as a reward for archaeological site preservation.

Direct cost savings with volunteer or free archaeological surveys to developers willing to preserve all sites identified through such a process.

Public relations programs and awards provided by government and preservation organizations.

Public testimony in support of good projects.

Changes to the Subdivision Map Act to allow for donation of substandard parcels to preservation organizations for purposes of archaeological site preservation.

Use of donated properties by landowners insofar as sites are not damaged (Life estates).

Support by the Native American community.

Satisfaction in making a contribution to the preservation of California's past.

## **ORGANIZATIONAL LINKAGES AND PRESERVATION PARTNERS**

The OHP has historically maintained close working cooperation with traditional preservation organizations such as the National Trust for Historic Preservation, California Preservation Foundation, California Main Street, California Council for the Promotion of History, State Historic Building Safety Code Board, Society for California Archaeology, and the Archaeology Conservancy to develop preservation planning strategies, goals, and priorities. In recent years the OHP has further established alliances and partnerships with other statewide organizations such as the California League of Cities, California County Government Associations, California Association of Local Building Officials, California Association of Redevelopment Agencies, and American Planning Association to expand the horizons of historic preservation by networking with groups and organizations with a vested interest in historic preservation.

The National Trust for Historic Preservation annually sponsors a California Coordination Committee meeting to bring together statewide leaders in the historic preservation arena to coordinate and plan for future preservation goals and objectives in California. The California Coordination Committee meetings serve as orientation and networking meetings for statewide organizations interested in historic preservation's potential impact upon local communities and governments. Representatives from the California League of Cities, the California Association of Redevelopment Agencies, the California Association of Local Building Officials, and other statewide organizations have participated in the meetings by identifying their program agenda and strategies for achieving common preservation goals and objectives. The California Coordination Committee will continue to meet annually in the future to discuss preservation issues, identify preservation priorities, and create new partnerships with key statewide organizations.

### **Key Statewide Organizations**

#### California Council for the Humanities

The California Council for the Humanities (CCH) is an independent not-for-profit organization affiliated with the National Endowment for the Humanities (NEH)). As a private/public partnership organization, the CCH is not a governmental agency nor receives state funds. The CCH is supported by grants from the NEH, corporations, foundations, and contributions from individuals. The CCH is governed by a volunteer board drawn from leaders in public and academic life.

The CCH creates and supports public humanities programs throughout California. In addition, the CCH conducts a competitive grants program to non-profit organizations designed to produce exhibits, film and radio programs, lecture series, and conferences which explore human histories, cultures, and values.

The mission of the CCH is to "lead in strengthening community life and fostering

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multicultural understanding throughout California, through programming which provides access to the texts and insights of the humanities council."

### California Council for the Promotion of History

The California Council for the Promotion of History (CCPH) is a non-profit organization which advocates the conservation and perpetuation of California's diverse historical resources. It seeks to foster, facilitate, and coordinate efforts involving the greater appreciation of the state's historical heritage, the application of history skills in both public and private sectors, and the preservation, interpretation, and management of historical resources. Membership is open to any person in California who wishes to participate in its activities and share its goals. CCPH publishes a quarterly newsletter and sponsors an annual conference designed to foster an appreciation of California history.

### California Historical Society

The California Historical Society (CHS) is a statewide historical society with a strong educational component. The Society's publications, programs, exhibits, seminars, and library stimulate an interest in history and help the general public achieve a wider appreciation of historic events that continue to shape California.

### California Preservation Foundation

The California Preservation Foundation (CPF) is a statewide, non-profit, tax-exempt educational organization dedicated to fostering historic preservation in California. CPF is managed by a Board of Trustees and an Executive Director. Among its activities are sponsorship of the annual California Historic Preservation Conference, workshops, newsletters, publications, awards program, and technical assistance.

### Conference of California Historical Societies

The Conference of California Historical Societies (CCHS) is a federation of 700 historical societies, museums, libraries, and academic institutions interested in the promotion of history in California. Founded in 1954, CCHS serves as a statewide coordinating agency for its member organizations by sharing information, preserving historic properties, managing records and documents, sponsoring workshops and conference, and recognizing outstanding accomplishments with awards and scholarships.

### Society for California Archaeology

The Society for California Archaeology (SCA), established in 1960, is a non-profit organization that serves to promote and set standards for archaeological research in California. The society has a membership of approximately 600 individuals and organizations of avocational and professional archaeologists. SCA establishes a code of ethics, holds an annual symposium for promoting professionalism in archaeology, publishes a newsletter, reports on contemporary archaeological research projects and

field activities in California, and sponsors an annual California Archaeology Week event to promote an understanding of archaeology in California.

#### Southern California Coalition of Heritage Commissions and Organizations

The Southern California Coalition of Heritage Commissions and Organizations (SCC-HCO) is a grass roots, community-based heritage coalition located in Southern California. SCC-HCO provides an opportunity for networking and exchange of technical advice and information among local government boards, commissions, and departments having responsibility for historic preservation programs in their communities. SCC-HCO serves to facilitate and support membership participation, commitment, and spirit in historic preservation by sponsoring quarterly meetings, tours of heritage areas, presentations by guest speakers, and periodic newsletters.

### **Key Regional and National Preservation Organizations**

#### Alliance for Historic Landscape Preservation

The Alliance for Historic Landscape Preservation (Alliance) is an inter-disciplinary professional organization which provides a forum for communication and exchange of information among its members. Based in New York City, the Alliance is dedicated to the preservation and conservation of historic landscapes, from formal gardens and public parks to rural expanses.

#### American Association for State and Local History

The American Association for State and Local History (AASLH) is an international not-for-profit professional organization with over 5,000 individuals and institutions in the United States and Canada. AASLH is dedicated to the preservation and promotion of state and local history and is committed to the advancement of knowledge, understanding, and appreciation of state and local history.

With the sponsorship of a quarterly magazine, monthly newsletter, annual meetings, technical leaflets, regional meetings, and awards programs, the AASLH is a national clearinghouse of information on current issues, concerns, and happenings in the field of local history.

#### American Institute of Architects

The American Institute of Architects (AIA) is a national organization of licensed architects founded in 1857 with state and/or regional offices in each state. The mission of the AIA includes the "advancement of the living standards of people through their improved environment", including the preservation of historic resources and communities. A State Preservation Coordinator oversees historic preservation issues and

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concerns among the AIA Chapters in California. Individual chapters may establish Preservation Committees to provide technical information and assistance, such as during natural disasters, to AIA members.

### American Planning Association

The American Planning Association (APA) is a 30,000 member organization committed to building better-planned communities. States can be organized into chapters which promotes good planning at the state level.

The California Chapter of the American Planning Association (CCAPA) is the state affiliated organization of the national APA. CCAPA holds regular meetings, workshops, and conferences to help members with training and professional development. CCAPA publishes the California Planner to provide information on state and local planning issues, job announcements, volunteer opportunities, conference schedules and programming, legislative reports, and lobbying services. California has eight regional sections which are members of the CCAPA.

### American Society of Landscape Architects

The American Society of Landscape Architects (ASLA), founded in 1899, is the professional membership organization for practicing landscape architects in the United States. In 1970 the ASLA established the Historic Preservation Open Committee.

### Archaeological Conservancy

The Archaeological Conservancy was incorporated on August 3, 1979 to preserve the nation's most important remaining archaeological sites. Permanent protection is achieved by buying lands that contain significant endangered archaeological sites. Founded by concerned preservationists, conservationists, and archaeologists, the Conservancy strives to permanently preserve the remains of past civilizations so that they can be studied and enjoyed by future generations.

The Conservancy works with professional archaeologists to compile a list of the most significant unprotected sites in each state and cooperates with landowners to acquire the sites for permanent preservation. Once a site has been acquired, a long-term management plan is developed. The Conservancy adheres to the principles of "conservation archaeology". Although excavations and investigations by archaeologists are permitted on Conservancy preserves, a portion of the site must always remain unexcavated for future study. The Conservancy conducts no research itself, but encourages qualified institutions to conduct scientific research in accordance with the management plan. Strict procedures must be followed, including peer review, publication of findings, and permanent curation of artifacts in a public museum.

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### Center for Preservation Education and Planning

The Center for Preservation Education and Planning (CPEP) is a public, non-profit organization founded in 1994 and incorporated in California to promote the conservation of culturally and architecturally significant sites and landscapes worldwide. Education about construction materials, building systems, and maintenance needs (in conjunction with instruction on potential economic benefits) can aid community groups and indigenous peoples in preserving their historic resources. The goal of CPEP is to provide the proper planning, development, and educational opportunities to assist in conserving valuable historic and cultural assets. The Mission of the CPEP is a commitment to promoting the preservation and conservation of the built and natural resources through education, planning, and appreciation for the physical forms that define all cultures.

The Center is currently gathering data for a National Heritage Area in the Arroyo Seco region of Los Angeles in Southern California. Other projects include serving as Heritage Advisor for the Historic Township of Levuka, Fiji's first capitol. Advisors to CPEP include architects, planners, attorneys, development directors, landscape architects, academics, and heritage advisors. In 1996 three interns from Germany and Japan worked with CPEP on international projects.

### National Alliance of Preservation Commissions

The National Alliance of Preservation Commissions (Alliance) is a network of local commissions organized to provide information and education for its members. Based in Washington D. C., the Alliance has a membership of over one thousand landmark commissions, historic district organizations, and architectural review boards nationwide.

The Alliance publishes a newsletter designed to provide practical information for staff and members of local preservation commissions, sponsors technical seminars, conferences, and workshops throughout the country, maintains a resource center to provide information on preservation issues and concerns, and represents the political interest of the group at policy decision meetings nationally.

### National Trust For Historic Preservation

The National Trust For Historic Preservation (National Trust) is a private, non-profit membership organization chartered in 1949 by Congress to preserve historically significant properties and to encourage public participation in the preservation of buildings, sites, objects, and maritime properties important in American history and culture. The National Trust's services include an advisory and technical role for private preservation organizations, collecting and exchanging information on successful preservation projects, providing guidance to new preservation programs and groups, and carrying out special projects to further preservation of target areas. The Western Regional Office of the National Trust is located in San Francisco.

#### Preservation Action

Preservation Action (PA) is a national citizen's lobbying organization designed to promote historic preservation and neighborhood conservation. PA works to increase opportunities for historic preservation in communities by advocating improved government programs, increased funding, and greater awareness of the built environment. The group's legislative network system alerts members regarding immediate lobbying needs, while its quarterly newsletter and computer E-mail on line system update current activities in the administration and Congress.

#### Trust for Public Land

The Trust for Public Land (TPL) is a private, non-profit land conservation organization that works nationwide to conserve land for people. Founded in 1972 and headquartered in San Francisco, the TPL specializes in conservation real estate by applying its expertise in property owner negotiation, public finance, planning assistance, technical information, public education campaigns, and land use legislation to protect land for public use. Working with private landowners, communities, and governmental agencies, the TPL has helped protect more than 1,000 special places nationwide for people to enjoy as parks, playgrounds, community gardens, recreation areas, historic landmarks, archaeological preserves, and wilderness lands.

TPL has protected over 800,000 acres of land valued at more than \$900 million in 43 states and Canada. TPL has also worked with over 300 of the nation's 1,100 land trusts. These local non-profit organizations currently protect approximately 4.1 million acres nationwide. TPL's National Land Counselor Program offers intensive training for land trusts in conservation real estate transactions.

### **Key Governmental Partners**

#### Advisory Council on Historic Preservation

The Advisory Council on Historic Preservation is an independent agency of the federal government composed of 19 members appointed by the President of the United States. Established by the National Historic Preservation Act of 1966, as amended, the Council advises the President and Congress on matters pertaining to the preservation of historic, archaeological, architectural, and cultural properties in America.

#### California Heritage Preservation Commission

The California Heritage Preservation Commission is a seven member board of citizens appointed by the Governor to advise the California State Archives on the retention and preservation of the State's historic government records. It also serves as the state review board for the National Historic Publications and Records Commission.

### California Main Street Program

The California Main Street Program is a function of the California Trade and Commerce Agency. The California Main Street program is modeled after the program established by the National Trust for Historic Preservation. The program is designed to demonstrate the effectiveness of historic preservation programs in revitalizing commercial main streets while reversing the decline of downtown core areas. The Office of Historic Preservation, the National Trust for Historic Preservation, and the California Trade and Commerce Agency have cooperated in providing communities with the opportunity to improve the viability of downtown commercial centers through economic development, streetscape designs, and technical assistance. Financial grants assistance is provided by the California Trade and Commerce Agency.

### California State Archives

The California State Archives, a division of the Office of the Secretary of State, serves as the official state repository for California's permanent governmental records, as well as other materials documenting the political history and the past administration of the government of California. The State Archives also administers the State Governmental Oral History Program to provide continuing documentation of state government policies through interviews with key members of the executive and legislative branches of state government.

### California State Library

California State Library was established by the first California Legislature in 1850 to collect and preserve the history of California. The California State Library system contains a general collection of over 6 million items housed at the Library and Courts Building in Sacramento, the Sutro Library in San Francisco, and a newly constructed Library Building in Sacramento.

The California History Room, located in the new Library Building, includes the California History Collections documenting the entire history of California from prehistoric times to the present day. In addition to books and government documents, the California History Collection includes thousands of photographs, manuscripts, diaries, maps, posters, newspapers, periodicals, postcards, events programs, ethnic materials, genealogical references, and other ephemera. The collection is particularly strong in references on the Gold Rush period, the Mother Lode region, ethnic studies, mining, business, government, genealogy, biography, and popular culture.

Reference materials are accessible to the general public in person or by interlibrary loan. The California State Library's programs and goals are assisted by a community support group, the California State Library Foundation. The mission of the Foundation is to preserve, protect, and promote California's rich cultural heritage.

### Certified Local Governments

The Certified Local Government (CLG) is a federal program designed to institutionalize historic preservation by making it an integral part of local government planning and decision making processes. As a local, state, and national partnership, the CLG program responds to the needs of many different kinds of local communities throughout the nation and links them to the national historic preservation program established by the National Historic Preservation Act.

California currently has 42 cities and counties participating in the CLG program.

### National Center for Preservation Technology and Training

The National Center for Preservation Technology and Training (NCPTT) promotes the preservation of prehistoric and historic resources through the advancement and dissemination of preservation technology and training. NCPTT is an interdisciplinary effort by the National Park Service to advance the art, craft, and science of historic preservation in the fields of archaeology, historic architecture, historic landscapes, objects and materials conservation, and interpretation. NCPTT serves public and private practitioners through research, education, grants, and information management.

### National Park Service

The National Park Service (NPS), Department of the Interior, is the federal agency responsible for the nationwide administration and implementation of the National Historic Preservation Act of 1966, as amended.

### Native American Heritage Commission

The Native American Heritage Commission is a nine member California commission appointed by the Governor and managed by an Executive Director. The Commission is responsible for the religious and cultural concerns of Native Americans in California. Commission members represent Native American communities throughout California.

### State Historical Building Safety Board

The State Historical Building Safety Board (SHBSB), a 21 member public review body in the Division of the State Architect, includes representatives from the design and construction industries, state agencies, and local governments. SHBSB serves as the authority on the State Historical Building Code, which provides alternative building regulations for the rehabilitation, preservation, restoration, or relocation of structures designated as qualified historic buildings. The Board is responsible for advising and consulting with state and local agencies on the administration and enforcement of the State Historical Building Code. Interpretation of the Code regulations or specific Code compliance issues may be referred to the Board on appeal.

**1995 PRESERVATION TASK FORCE**  
**SUB-COMMITTEE ON ARCHAEOLOGY**  
**REPORT OF FINDINGS**

**PROFESSIONAL STANDARDS AND GUIDELINES**

**Findings**

The stewardship and management of archaeological resources can be effective only if archaeologists have adequate professional training and qualifications and they conduct their activities according to a common set of principles and standards. Under the requirements of the California Environmental Quality Act (CEQA), California archaeology has become an unregulated industry. Presently, there are no uniform professional standards or guidelines for the practice of non-federal archaeology in California. In a competitive contracting environment the lack of standards, guidelines, or uniform oversight has resulted in a number of problems. While the following list is far from comprehensive, it addresses several problems and deficiencies in contemporary California archaeology.

Unqualified firms and individuals conduct "archaeological studies" and determine the disposition of archaeological resources, which result in inappropriate, costly, and destructive treatment.

Without statewide standards and consistent monitoring of such standards and CEQA compliance beyond the local agency level, advocacy for the preservation of archaeological resources is weak, resulting in a bias toward the destruction of archaeological resources without adequate consideration of preservation alternatives or adequate treatment.

While archaeologists should seek ways to reduce costs, the absence of uniform professional standards or guidelines for the practice of non-federal archaeology has resulted in competitive "low-ball" bidding that is often based on inadequate work rather than efficient and economical procedures. The term "low-ball" also refers to situations where the contractor purposefully bids a low price with the intent of adding additional costs after the contract has been awarded.

Archaeological information generally is inadequate for regional research, comparison, pattern recognition, and synthesis because there are no standards, guidelines, or comprehensive statewide planning documents to direct the collection of consistent, high-quality data.

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Native American and other cultural descendants of archaeological resources are often not adequately consulted or involved during archaeological resources inventories, evaluations, and management. This results in disenfranchisement of those descendants from their ancestral heritage, poor and sometimes hostile relations with these potential advocates for archaeological preservation, and diminished capacity for ethnographic and archaeological research.

Meaningful archaeological information is seldom disseminated or conveyed to the interested public because competitive bidding discourages such "extra" costs.

Professional reports and information are not routinely provided or available to the archaeological community, or to Native Americans, historical societies, and other informants who are consulted and who contributed to the reports.

Academic, agency, and contract archaeology studies are often deficient in one or more of the following areas: background research; pre-field work plans or research designs; field survey coverage; site resource recording; adequate information, criteria, or application of criteria for evaluation; treatment; and reporting.

Similar archaeological resource types are sometimes evaluated and treated inconsistently.

The phasing and costing of archaeological studies (e.g., inventory, evaluation, management) often is unnecessarily partite and protracted and often misleads clients and the public regarding total costs of archaeology.

Curation of archaeological materials and records is inconsistent and generally unacceptable.

Management studies conducted under different authorities (federal, state, local) do not follow a single set of standards. Project changes and certain agency planning processes often result in the addition of new authorities during the course of project planning. Studies conducted under CEQA often do not meet the professional standards dictated by federal authorities, sometimes resulting in costly delays and added expense to supplement, revise, or redo inadequate studies.

The California Heritage Task Force Report addressed the issue of professional standards in cultural resource management, but their narrow recommendations focused on qualifications and hiring practices for personnel in State service. Unless Professional Standards and Guidelines (S&Gs) are developed to address these deficiencies, the very legislative foundation upon which cultural resources management is based is likely to be eliminated.

### **Recommendations**

The development of Professional Standards & Guidelines for archaeology can help to address

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many of the problems stated above. Uniform standards and guidelines would promote consistency between federal, state, and local statutes, ordinances, and regulations. Such Standards and Guidelines would provide a springboard for the foundation for a variety of implementing measures that may be developed through legislation, rule, or agency guidance. S&Gs would provide uniform and explicit expectations for the conduct of professional archaeological studies in California.

The development of S&Gs can be facilitated by existing agency guidance which has been developed over the last decade, and many of these works can be incorporated/adopted with little modifications. The Office of Historic Preservation's (OHP) Archaeological Management Report: Contents and Format and Guidelines for Archaeological Research Designs are two examples. In addition, several state and federal agencies have developed internal guidance that may be modified where appropriate and used for statewide S&Gs. Caltrans Environmental Handbook is an excellent example of uniform standards and procedures that meet both federal and state historic preservation mandates.

A manual should be developed under the auspices of the OHP and/or the State Office of Planning and Research (OPR) which would include portions of the documents cited above. This manual would set out professional standards for those conducting archaeological studies, would establish a step-by-step process for conducting archaeological and other cultural resource investigations, and would provide guidance for determining levels of effort. This would result in more consistent work efforts by different researchers and would also provide guidance to local governments and other agencies regarding the timing and requirements to meet local, state, and federal mandates. Caltrans' Guidance to Consultants, U.S. Fish and Wildlife's Wetlands Manual, and California Department of Fish and Games' special status species survey guidelines perform somewhat similar tasks for biological studies. This manual would be used by cultural resource professionals (archaeologists, historians, architectural historians, ethnographers, etc.) as well as local governments for carrying out studies required for CEQA, National Environmental Policy Act (NEPA) and other environmental review requirements.

The following list includes a few of the topics that should be considered or addressed in S&Gs:

- Efficacy of professional licensing or certification requirements
- Requirements for professional oversight and involvement in archaeological studies
- Minimum education and training levels for various tasks and sub-disciplines
- Review of archaeological reports by qualified professionals
- Consultation with and participation by the Native American Heritage Commission
- Standards for consultation with Native American and other descendant groups
- Oversight mechanisms such as a grievance and review committee

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Decertification and sanctioning procedures for violators of standards

Cultural resource permits for project or agency work

Criteria for dissemination of information to the public and other professionals

Standards and guidelines to ensure that Native Americans, historical and archaeological societies, and other informants who contribute to reports are provided a copy, or provided with information regarding where the report can be obtained

Procedures and timing for the identification, evaluation and treatment of archaeological and other cultural resources

Guidelines for the development and structuring of technical approaches

Guidelines for participation by avocational, student, and para-professional archaeologists as well as the interested public

**CULTURAL RESOURCE MANAGEMENT AND REGULATIONS**

**LEGAL AND REGULATORY FRAMEWORK FOR CALIFORNIA'S  
ARCHAEOLOGICAL RESOURCES**

The CEQA establishes statutory requirements for consideration of environmental impacts, including impacts to archaeological resources, during the environmental review process. Appendix K of the CEQA Guidelines constitutes the main guidance for consideration of archaeological resources under CEQA. In addition, there are a number of statutes, regulations, administrative policies, technical advice series and OHP guidelines that specifically address historic preservation and protection of cultural resources. These include Resources Agency sponsored cultural resource legislation that has been accomplished since 1992 and affects archaeological resources in several ways:

PRC 5020.1 (J) brought archaeological sites within the legal definition of Historical Resources.

PRC 5020.1 (q) defines destruction of a cultural resource as a "substantial adverse change" to historical (including archaeological) resources as subject to CEQA.

PRC 5024.1 (California Register of Historical Resources) includes archaeological sites and values.

PRC 21083.2 (l) defers to Section 21084.1 which defines "substantial adverse change" to historical (including archaeological) resources subject to CEQA as a resource listed in, or determined to be eligible for listing in the California Register of Historical Resources.

CEQA requires that every local lead agency shall consult with and obtain comments from each responsible public agency and any public agency where resources under their jurisdiction will be affected.

The Office of Planning and Research is required to assist the lead agency in determining the various responsible agencies for a proposed project.

**Findings**

The CEQA Guidelines, Appendix K, is outdated, does not reflect recent amendments to the Public Resources Code, and in some cases is inconsistent with the aforementioned statutes, regulations, and guidelines.

The statutes, regulations, and guidelines do not provide an adequate regulatory framework or sufficient guidance to assist environmental document preparers or decision makers in the management of cultural resources that may be affected by local or state activities.

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The statutes, regulations, guidelines, and procedural guidance regarding cultural resources are not presented or referenced in a single comprehensive, readily available, and understandable document and are not familiar to lead agencies, local governments, or the general public.

The regulatory framework does not provide sufficient guidance to assist environmental document preparers or decision makers in evaluation and treatment of archaeological resources.

There is a lack of consistency among lead agencies in the requirements for compliance with CEQA. Some significant sites are not being conserved, while other less significant sites receive relatively more study. The public is not receiving educational, heritage, or recreation benefits. Knowledge about the past is not being advanced to the degree possible and cultural values are not always being adequately addressed.

Clear standards and guidelines are needed for a review process that ensures that archaeological and historic resources are given adequate consideration during the environmental review process and that there are incentives for the preservation of significant archaeological and historic resources for the benefit of present and future generations.

Logical, step-by-step procedures for compliance and review are needed to ensure that the treatment of archaeological resources is appropriate and that the requirements imposed upon the project proponent are consistent, prudent, and feasible.

Local and state regulatory agencies frequently lack sufficient staff with appropriate expertise to oversee CEQA compliance.

This lack of expertise may lead to situations where moneys are spent on mitigation plans that do not adequately mitigate impacts to significant archaeological resources or on archaeological resources that are of minimal academic or cultural interest. Inadequate mitigation plans frequently lack sufficient justification for the data recovery programs and there are no provisions for adequate analysis, publication, curation, and dissemination of the information to the public.

Local and state agencies frequently fail to monitor permit requirements and penalties are not severe enough to deter violations (see Section on Archaeological Resource Protection).

Many collections recovered during mitigation are inadequately prepared and stored under circumstances that result in their deterioration and loss. Storage and curatorial facilities frequently have no provisions for access by researchers, the public, and future generations. (See Section on Data Management and Curation)

### **Recommendations**

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Enact a State Historic Preservation Act similar to the National Historic Preservation Act to provide a legal basis for and the establishment of a regulatory process specific to cultural resources.

The regulatory process should be similar to and articulate with 36 CFR 800: Protection of Historic Properties; Regulations of the Advisory Council on Historic Preservation Governing the Section 106 Review Process.

The OHP should be designated as the agency responsible for the coordination of the regulatory process.

The OHP should be funded and organized to ensure that there are sufficient qualified staff to oversee the regulatory process.

The OHP, in consultation with the Office of Planning and Research, should develop standards and guidelines for archaeology and historic preservation similar to the Secretary of the Interior's Standards.

The CEQA Guidelines should be revised to incorporate the recommendations prepared by the OHP dated November 7, 1994, the California Register Sub-Committee of the State Historical Resources Commission (SHRC), and the additional recommendations provided by the Sub-Committee on Archaeology 1995 Preservation Task Force.

The CEQA Guidelines should reference the SHRC-approved Guidelines for the Nomination of Properties to the California Register of Historical Resources.

The California Register criteria for eligibility should be used as the definitive method for evaluating whether an archaeological resource is significant under CEQA.

The use of California Register criteria for evaluation should be able to be used independently of the formal nomination process.

Potential impacts to California Register-eligible archaeological resources should be presumed to be significant impacts under CEQA.

The CEQA Guidelines should include logical, step by step procedures for determinations of eligibility using the California Register criteria, as well as for impact assessment, and review.

The CEQA Guidelines should reference the SHRC-approved guidelines for the nomination of properties to the California Register of Historical Resources.

The CEQA Guidelines should include guidance and incentives for the preservation of archaeological sites.

When sites will be preserved intact, test excavations should not be required to determine whether the resource is significant.

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The CEQA Guidelines should clearly indicate that archaeological investigations, treatment plans, and in particular data recovery mitigation plans should include provisions for adequate analysis, publication, and curation, and dissemination of the information to the public.

The CEQA Guidelines should reflect and reference 1) the Preservation Planning Bulletins prepared by the OHP; 2) the State of California Guidelines for the Curation of Archaeological Collections; and, 3) existing OHP guidelines such as Archaeological Resource Management Reports (ARMR), Guidelines for Archaeological Research Designs, and the Department of Parks and Recreation's instructions, forms, and procedures for recording historical resources.

The state legal and regulatory framework should include provisions for the monitoring of permit requirements regarding archaeology and harsher penalties for permit violations.

A procedural manual for carrying out and coordinating archaeological and other cultural resources investigation (e.g., historic and traditional cultural properties) should be developed under the auspices of the State Office of Historic Preservation (OHP) and/or the Office of Planning and Research (OPR). This manual will include procedures for conducting specific studies and will explicate the timing of such studies and how they will interface with other cultural and natural resource studies. It will explicate the professional requirements necessary to undertake specific studies. This manual will also provide guidelines for the monitoring of permit requirements regarding archaeology.

A cultural resource management internship program should be established, in conjunction with OHP and SHRC educational outreach programs and in cooperation with university cultural resource management programs, that would provide student training opportunities and improve local government performance in cultural resource management.

**STATE CULTURAL RESOURCE MANAGEMENT PLAN**

The National Historic Preservation Act of 1966, as amended, Section 101 (3)(C) states that it is the responsibility of the State Historic Preservation Office to "prepare and implement a comprehensive statewide historic plan." In accordance with Public Resources Code 5020.4 (c), the SHRC is to establish policies and guidelines for a comprehensive statewide historical resources plan which includes, but is not limited to, architecture, history, archaeology, and folklife.

The 1984 California Heritage Task Force stated that the regulations which govern the State's receipt of Grand-in-Aid funds require the State Historic Preservation Officer to develop a Cultural Resource Management Plan. This Plan would provide for the collection and organization of information regarding cultural resources and the development of historic contexts and regional research designs to guide decisions about identification, evaluation, registration, and treatment of cultural properties.

The 1984 California Heritage Task Force found that the timely development of a Cultural Resource Management Plan was seriously impeded by lack of adequate funding. The Task Force recommended: (1) That funding be provided over a five-year period to allow the OHP to complete a Cultural Resource Management Plan for California; (2) That funds should be endorsed by the Legislature to initiate the plan; and (3) That additional funding to continue the Plan might be developed through a public-private partnership.

**Findings**

Work on the archaeological component of the Cultural Resource Management Plan began as early as 1983. Studies and workshops were conducted to construct a Cultural Resource Management Plan within the framework of RP3 (a model to organize the state into study units) and the Department of the Interior's Standards and Guidelines for Archaeology and Historic Preservation. Two volumes, one focusing on the planning approach and one on the work done with BLM in northern California were submitted to SHPO. A draft regional plan was developed for the Santa Barbara region in southern California and is in use. There apparently has been no further work on the archaeological component of the state plan since 1985.

Currently, most planning decisions regarding archaeological sites, including determinations of importance and/or eligibility for the California State Register are being made without the benefit of a regional research design.

**Recommendations**

Consider the Comprehensive Statewide Historic Preservation Plan and the State Cultural Resources Management Plan as a single document meeting the intent of both the NHPA

and PRC.

Incorporate the Sub-Committee on Archaeology Report of Findings as a part of the Statewide Comprehensive Historic Preservation Plan for California.

The archaeological component of the State Plan should be integrated with all types of cultural resources and include regional syntheses and regional research designs.

The regional syntheses should include an archaeological conservation plan based on a comprehensive list of archaeological site types of which a representative sample will be earmarked for preservation.

The conservation plan should also include a list of extremely significant sites that should be preserved.

State historic preservation guidelines and standards should promote the use of regional syntheses and regional research designs in the evaluation and treatment of cultural resources.

## ARCHAEOLOGICAL RESOURCE PROTECTION

There are laws protecting archaeological resources on state and federal lands. These include, but are not limited to: 1) the Archaeological Resource Protection Act (ARPA); 2) Public Resources Code (PRC) Section 5097.5; and, 3) California Code of Regulations (CCR) Section 1427, (4) Penal Code (PC) Section 622.5.

### Findings

ARPA is an excellent piece of legislation which has good enforcement potential, but it only protects sites on federal property. PRC is also well-written. It protects sites on state owned lands. CCR 1427 is an excellent regulation, but only protects sites in state forests. The only law which protects sites on private property, which constitutes over 60 percent of the State of California, is PC 622.5.

PC 622.5 was written in 1939 and is out of date. It is not written to prohibit unauthorized site excavations ("pothunting") and is unenforceable if used by law enforcement agencies to prosecute pothunters. It prohibits sites from being "disfigured, injured, defaced, or objects destroyed", but does not specifically prohibit unauthorized site excavations or relic hunting. Digging sites, even without the landowners permission is not specifically prohibited under this law and no prosecution attempt would ever be successful. Since most archaeological sites in California are located on private, not public lands, the majority of archaeological resources are not protected in law.

The laws recognize the need to protect significant archaeological resources but often fail to provide a mechanism for protection.

In addition to looting and vandalism, much destruction is occurring because developers violate their permits, there is little or no follow-up by the permitting agency, and penalties are not severe enough to deter permit violations (See Section on Legal and Regulatory Framework for California's Archaeological Resources).

### Recommendations

PC 622 should be amended to provide deterrents to looting and vandalism on private lands.

The OHP should develop a program of education for law enforcement agencies and local governmental agencies.

The OHP should develop a program of education and site preservation incentives for the public.

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The OHP should develop an archaeological site monitoring program modeled after programs such as the Arizona Site Steward Program.

State and local agencies should be required to manage and protect significant archaeological sites which they own or control.

The OHP should develop guidelines to assist local and state agencies in the monitoring of permit requirements regarding archaeology.

State and local permitting agencies should be required to implement a monitoring program to ensure compliance with permit requirements and to enforce penalties for violations.

**STANDARDS FOR CONDUCTING ARCHAEOLOGICAL INVESTIGATIONS**

CEQA requires that cultural resources are given appropriate consideration during the project planning process. For archaeological properties, this may require archaeological investigations such as records and literature searches, pedestrian surveys, excavations, and preservation measures. (See Section on Professional Standards and Guidelines).

**Findings**

There is no consistency regarding what constitutes an adequate study, or the appropriate level of effort for archaeological investigations. Guidance regarding the preparation of reports, the preparation of research designs, and curation have been provided by the OHP; however, minimum standards for the conduct of archaeological investigations are needed.

**Recommendations**

The Standards and Guidelines should include minimum standards for the conduct of archaeological investigations, such as staff qualifications, sampling procedures, level of effort/phasing, technical analyses, record keeping, and documentation.

The CEQA Guidelines and the proposed state historic preservation law and regulations should require that archaeological investigations be conducted in accordance with the minimum standards.

## **PUBLIC BENEFITS**

Archaeological sites have the potential to provide unique heritage, educational, and recreation benefits. (See Section on Public Outreach, Involvement, and Education).

### **Findings**

There are no provisions in the state regulatory framework for the public to receive educational or recreational benefits from the cultural resources mitigation programs.

### **Recommendations**

State historic preservation regulations and standards should encourage the development of mitigation measures that include educational/recreational benefits. Public participation may also be appropriate for planning studies such as survey and testing of archaeological sites. Educational/recreational benefits may include the interpretation and dissemination of information in a format that is accessible to the public, site tours, and participation by volunteers. Data recovery reports should have a 1-3 page synthesis to be widely distributed, including to the local press. The synthesis should not reveal site locations.

## **CULTURAL VALUES**

There are a number of sites, buildings, objects, and places that have special significance for Native Americans and other cultural groups.

### **Findings**

Cultural values are not being adequately addressed. There is a lack of understanding on the part of the general public regarding the fact that there is a connection between prehistoric and present day Native Americans (See Section on Education, Public Outreach, and Public Involvement in Archaeology). In addition, California has archaeological sites that pertain to the history and beliefs of other cultural groups. Existing statutes and regulations provide little or no guidance as to how to incorporate the interests of these groups into archaeological plans.

### **Recommendations**

Consideration of cultural values should be included in the state historic preservation law and regulations.

A Sub-Committee for cultural values should be formed to address this important topic. The Sub-Committee should include representatives of various cultural groups as well as representatives from the disciplines, agencies, and sectors that would be affected.

**EDUCATION, PUBLIC OUTREACH, AND PUBLIC INVOLVEMENT IN  
ARCHAEOLOGY**

**PUBLIC OUTREACH**

Educating the public about heritage values and involving the public in archaeology is an ongoing process that can provide benefits for everyone. Long-term planning is necessary to establish priorities and to balance competing interests. An administrative structure is needed to facilitate communication between those groups and agencies already involved in archaeology and to encourage systematic public outreach programs to increase public involvement and provide educational programs and materials at all levels. A vital component in this process is information that is systematically organized, centrally located and readily accessible. Modern technology and traditional methods must be utilized to communicate with various segments of the public and must be directed towards these groups in ways that are meaningful to them.

**Findings and Recommendations**

There is a need to develop, coordinate, and publicize opportunities for public participation in archaeology, including site management, site interpretation, and hands-on excavation.

Develop a Heritage Resource Interpretive Plan that would include goals and objectives and identify major statewide themes, as well as regional ones.

Research and develop public outreach programs.

Develop a resource guide for public interpretation, including a list of public sites where visitation is welcome and interpretation available. (See Heritage Tourism Guide, and Education-Teacher's Resource Guide in this Section)

Agencies and groups, such as archaeological-avocational societies, could sponsor guided tours to protected sites such as those listed in a Heritage Tourism Guide.

California does not adequately feature its archaeological and historical resources to promote tourism.

With other professional groups, develop a Heritage Tourism Guide using tourism as a revenue source. Companies holding contracts in California's state and national parks, state and federal agencies, Native American and other groups affected by the guide should be included in the development process. Corporations and foundations are potential sources for underwriting the cost of publication, and any proceeds from the Guide can be used to defray development and publication costs.

There is a need for better communication between the various entities involved in cultural resource management projects such as, developers, property owners, Native American tribal

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governments and tribal organizations, local government, city planners, coroners, and architects.

Identify partnership opportunities for developing information materials. This material could include the processes and procedures required by each group, as well as a cultural resource management handbook for landowners and developers that covers a range of options for managing sites, including case studies for use as points of reference.

There is little public involvement in all stages of cultural resource management projects. Barriers, such as the lack of insurance coverage, discourage the use of volunteers.

Recommend public participation and observation on cultural resource management project. Encourage this participation through incentives by having public involvement satisfy public benefit requirements for mitigation. The public product can result from a range of options. Archaeological-avocational societies and college archaeology classes are good sources of volunteers. (See Archaeological-Avocational Societies in this Section)

Address specific problems in using volunteers and propose solutions: 1) Create rules and standards for use of volunteers in field and lab work on cultural resource management projects; 2) Investigate insurance coverage for field volunteers; and 3) Establish competitive limits between cultural resource management firms regarding the use of volunteers.

The public has generally been excluded from participation in archaeological research and largely ignored as an audience for reports of findings. The very nature of technical reports does not encourage widespread public appreciation of archaeological research. Archaeologists are often not aware of how their research is relevant or of interest to the general public.

Public interpretive projects should be included as an activity that may be funded by the California Heritage Fund.

As a formal part of the mitigation agreement, encourage some type of public interpretation product for sites requiring mitigation measures important enough to necessitate additional studies and treatments.

Develop a range of options for types of public products. These could take many forms including tours, video tapes, popular publications, traveling displays, lectures, dramatizations, museum displays, and site interpretive exhibits. Use examples of public products from California and other states as models. (Cross reference to sections on Professional Standards and Guidelines and Cultural Resource Management and Regulations.)

Encourage public agencies that are both routinely involved in archaeology and have newsletters and news networks to produce and release information to the general public about archaeological programs, materials, sites, etc. that are under their jurisdiction.

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Professional archaeologists involved in public outreach should either develop knowledge and skill in interpretation or provide professional interpreters.

When appropriate, reports could be placed in local libraries, historical museums, and distributed to the pertinent tribal government or tribal organization once sensitive information has been deleted.

Partnerships with Native American tribal governments and tribal organizations should be considered in the development of interpretive materials regarding prehistoric archaeological sites (See Section on Cultural Values).

There is inadequate communication between archaeologists and associated professionals within the historic preservation community.

Coordinate Archaeology Week and its activities with those of Historic Preservation Week.

Promote interaction between archaeologists and related disciplines. Educate the groups about the importance of each other's specialty. Develop lists of historians, architectural historians, and others who have specialized information relevant to archaeological projects.

## **ARCHAEOLOGICAL-AVOCATIONAL SOCIETIES**

### **Findings and Recommendations**

There is no structure that provides for communication between archaeological-avocational societies, for coordination of activities, or for the education of their members. Archaeological-avocational societies are non-profit organizations composed primarily of nonprofessionals, but whose members also include professional archaeologists.

Create a statewide network of archaeological-avocational societies with an advisory council or senate of archaeological-avocational society representatives to facilitate communication between groups. A central organization could provide a number of services such as encouraging communication through a newsletter, providing mailing lists of members, facilitating the formation of new archaeological-avocational societies, coordinating activities, researching ways to provide economically viable liability insurance for archaeological-avocational societies, and offering workshops and other training opportunities to leaders and members.

A charter is one method of establishing a statewide network and for delineating the rights and responsibilities of each society.

The network would establish and maintain a register of archaeological-avocational societies. To remain current on the register, professional archaeology and archaeological-avocational societies would be encouraged to fulfill some type of public obligation, such as sponsoring a training workshop for members, or an Archaeology Week event, etc. Publish and distribute the register as a part of a resource guide. (See Education-Teacher's Resource Guide)

Encourage archaeological-avocational and historical societies to work together as co-partners.

Archaeological-avocational societies are an important, but underutilized resource who can play a vital role in promoting archaeology to the general public.

Develop partnerships between avocational-archaeology societies and federal, state, and local agencies to implement site monitoring and docent programs, utilizing existing programs in California and other states as models.

Create an accreditation program for archaeological-avocational societies, using existing programs in California and other states as models.

Encourage interaction between professional archaeologists and archaeological-

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avocationalists by creating incentives for volunteering. For example, recruit professionals to train volunteer participants and publicly recognize those who do. In turn, site monitoring and site recording are services archaeological-avocational societies could provide as benefits to the archaeological community.

Encourage participation of archaeological-avocational societies and individuals through annual award for avocational contribution.

## **EDUCATION**

### **Findings and Recommendations**

While California has an educational structure in place with its public schools, libraries, institutions, agencies, and organizations, it is not being used to effectively educate the public about archaeology.

Identify and utilize non-traditional learning opportunities, while managing the existing educational structure more effectively, more creatively. Nontraditional uses could include public offices and public places, such as malls, airports, and bus stations that contain display cases, wall space, bulletin boards, and electronic media.

Archaeological-avocational societies and professional groups can be a part of the solution to some of the problems in archaeological education, but need direction, organization, and other assistance.

Public education projects should be included as an activity that may be funded by the California Heritage Fund.

Develop state clearinghouse for federal, state and local educational programs and materials already in existence that are applicable to specific audiences.

Develop networking system to integrate and promote appropriate federal, state, and local educational programs and materials.

Develop and implement an "Adopt a School" program that involves both professional archaeologists and archaeological-avocational societies. Tie this to Archaeology Week where possible.

Identify and utilize what is already available through the electronic media, such as the National Archaeological Database and National Park Service.

Establish a World Wide Web page for current archaeological news in California.

Archaeology is not part of the California Social Science curriculum in grades K to 12. As a result, California teachers lack direction, as well as sources of information about archaeology.

Encourage making archaeology a part of the California Social Science curriculum.  
Develop a proposal for integrating archaeology education goals with the Department of Education's California History-Social Science Framework statewide.

Develop a curriculum in elementary and secondary education that includes ethics along with factual material.

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Pursue partnerships with federal, state, and local agencies and societies for statewide programs and the development of educational materials.

Generate and disseminate a resource guide for teachers to include a wide variety of materials such as lesson plans, videos, an inventory of educational programs, and a list of professional and trained avocationalists who are willing to give programs to local schools.

Give special recognition to professionals and avocationalists willing to volunteer their time, and when appropriate tie it to Archaeology Week.

There is a need for the continuing education of professional archaeologists. It is important to stay current in changes in field techniques, research problems and legal requirements. (See Professional Standards and Guidelines).

Establish norms for continuing education for professionals, such as participation in archaeological conferences, university courses, professional organizations, and volunteer participation.

## **PUBLIC AND PROFESSIONAL INFORMATION ACCESS**

### **Findings and Recommendations**

Public access to archaeological information is often restricted. Access to artifact collections may be similarly limited. While this policy is designed to protect sites against vandalism, it may also serve to isolate the public from sites and prevent the development of public stewardship.

Evaluate the advantages of involving communities in local site protection through disseminating rather than restricting information. Review current programs in California, as well as in other states.

Study the current access policy of the Information Centers to determine what type of archaeological information is not sensitive and what type may be made accessible to the interested public. Appendix 6, Record Management and Access Policy: Historical Resources Records in the Information Center Procedural Manual details current policy.

Develop criteria for listing public archaeological sites that will be published in a Heritage Tourism Guide or Teacher Resource Manual. For example, withhold public dissemination of a site's location at the owner's request.

Most reports on current research exist as unpublished or gray literature. Although reports are usually required to be filed at regional Information Centers, bibliographies or subject cross-indices of the filed reports are not generally available.

Fund Information Centers to computerize their gray literature, including development of a topical index. (See Data Management Section)

Encourage publication as a part of mitigation. While academic publication is not always possible due to inadequate venues, there are lay publications such as archaeological-avocational society newsletters and journals, in addition to popular newspapers and magazines.

Most cultural resource management research reports are site specific, supplying data generated by that one project and not placing the work in a topical or regional context. As a result, although a great deal of archaeological work is taking place, there is little synthesis or advancement of research domains.

For sites requiring mitigation programs that are important enough to necessitate additional studies and treatments, require some level of synthesis using the data from other site reports as part of the analysis. Development of a state plan to identify important research areas and questions, will greatly enhance these syntheses.

**FINANCING AND INCENTIVES**

**Findings and Recommendations**

California has experienced a depressed economy with the result that many worthwhile projects are competing for both the public and private dollars. In addition, federal programs are being cut. The result is less money for archaeology.

Funding for archaeological projects should be included as an activity that may be funded by the California Heritage Fund.

Investigate possible funding sources such as individuals, government agencies, foundations, corporations, and archaeological-avocational societies and other interest groups.

Form a coalition between all the interested parties in the archaeological community to optimize the available resources.

Develop partnerships between universities, colleges, public schools, professionals, and avocationalists to fund and implement archaeological education.

Exclusive concessions on public lands pay a given amount to finance public education projects in archaeology.

Professional and avocational societies set aside a percentage of revenues to be pooled for education projects. Establish a trust account that would build up principle, spending only the interest.

Establish voluntary donations for education projects on professional and avocational societies' membership applications.

Activities that may be funded through the California Heritage Fund: 1) Publication of technical reports documenting the results of important archaeological investigations; 2) Interpretive programs and publication of non-technical reports regarding important archaeological investigations; 3) Development of educational programs for schools.

**DATA MANAGEMENT**

Issues and problems related to the California Historical Resources Information System (CHRIS), curation, and archives are grouped under the heading of Data Management. These three areas are diverse, yet related to the non-field components of archaeology. The Information Centers (ICs) manage all heritage resource data including archaeological data. The California Heritage Task Force stated that "Heritage resource records are vital for purposes of the development and effective implementation of the Cultural Resource Management Plan and State and local planning and for legally required environmental review." The Task Force further stated that "California lacks integrated organization and management of information about its heritage resources." This was the situation in 1984 and has recently been addressed by the OHP, with changes in the site forms and dissemination of historic resource information.

## **CURATION**

Curation issues are concerned with the management of artifacts after excavation, analysis, and report writing when consideration has been given to applicable repatriation laws and the decision has been made to curate. Curation of artifacts and storage of associated records is accomplished in archaeological repositories. The State Historical Resources Commission developed a Curation Committee in 1993 to review the problems of storage of archaeological collections and the lack of accessibility to those collections. The result was a document, the California Curation Guidelines, which provides direction for anyone with archaeological collections in need of curation. The purpose of the Curation Guidelines "is to ensure that archaeological collections and their associated records are preserved and managed adequately so that future generations might use them." In addition, the Guidelines provide information to firms and agencies to assist them in the curation process. While the status of archaeological collections is being addressed at both the state and local level, many archaeological collections remain inaccessible and poorly managed.

### **Findings**

The problems related to curation continue to plague archaeologists. The following problems were defined by the Archaeology Sub-Committee and the Curation Committee:

Many archaeological collections are poorly maintained and stored, resulting in what is termed the Curation Crisis.

Often, archaeological collections are incomplete, with artifacts stored separately from associated records.

Archaeological collections are frequently stored in garages, storerooms, and cargo containers, without appropriate environmental controls.

A lack of adequate space exists for proper curation of existing artifacts or future artifacts.

Few existing repositories continue to accept new collections.

Funding for curation of archaeological collections is minimal.

Archaeological collections are not available for research, education, or interpretation.

Cultural values are often not addressed in the management of artifacts important to those people.

Funding structures for curation of collections in repositories should be studied

Alternative methods of artifact and record data capture should be explored

### **Recommendations**

Funding for curation should be included as an activity that may be funded by the California Heritage Fund.

Sources for funding old and orphaned collections should be explored and developed from federal, state, and private sources.

Curation funding should be included in new CRM contracts.

The California Heritage Fund should include curation as a funding priority.

Promote and encourage regional curation centers with an emphasis on research and education.

Partnerships should be encouraged and developed between regional curation centers and academic institutions, Native American groups, and other cultural entities to further research activities and adherence to heritage values.

Curation facilities should have advisory groups including representatives from Native Americans and other cultural groups.

Curation issues should be routinely addressed in all government documents that concern archaeological materials

Directions should be sought for implementation of State curation guidelines

Encourage active utilization of curated artifacts (with consultation with Native Americans or other cultural groups where appropriate) for interpretive purposes.

The current state curation guidelines should be codified.

Deaccessioning guidelines should be developed on a regional basis to promote consistency in collections contents and management.

## **ARCHIVES**

Archival problem topics relate to the management of the associated records for excavations and research. Associated records include field notes, reports, computer printouts, photographs, maps, and any other records of the archaeological project. Since archaeologists often store these records separately from the artifacts, access and retrieval of these records is frequently difficult. Also, archival standards have generally not been applied to the storage of these records.

### **Findings**

There is a need for systematic collection and maintenance of historic documents (maps, architectural drawings, surveys and reports) related to prehistory and history of California.

Associated records are not recognized as part of the archaeological collection.

Associated records are stored independently of the artifacts so that field records or photographs or maps are often lost or discarded.

Associated records are stored in conditions that promote deterioration.

### **Recommendations**

Establish a system for maintenance of historic documents related to prehistory and history of California.

Advocate the proper storage of associated records for ease of access in perpetuity.

Encourage the associated records to be stored electronically.

Ownership of field notes should be addressed in CRM contracts, Memoranda of Agreements, and related contractual documents.

Funding for archiving associated documents and records should be included as an activity that may be funded by the California Heritage Fund.

## **INFORMATION MANAGEMENT**

The Information Center (IC) system was formed in response to the National Historic Preservation Act of 1966. Each of 11 ICs is responsible for collection, storage, and dissemination of both prehistoric and historic cultural resource information relevant to the county or counties under its jurisdiction. For close to 30 years this system of independent contractors has operated as the major source of prehistoric information for archaeologists and cultural resource managers. During that period, the historic information was kept in Sacramento. In 1990, a State Program Review conducted by National Park Service staff noted a duplicity of effort and made recommendations to merge the historic records with the prehistoric at the local IC level. With no increase in funding to accomplish this integration of records, this consolidation has resulted in data management inconsistencies and increased personnel and funding needs at the ICs.

### **Findings**

Some of the 11 ICs function independently of the established procedures.

Funding for the ICs is inadequate to accomplish their purpose efficiently and timely.

Paper management is inefficient and costly.

### **Recommendations**

Funding for ICs should be included as an activity that may be funded by the California Heritage Fund.

Legislation should be developed that would promote and encourage increased funding for the ICs.

The ICs should be encouraged to rapidly develop electronic data management.

There is a need for a statewide integrated electronic data management system. This system would be multi-organizational, relying on museums, avocational associations, colleges and universities, local, state, and federal agencies, and various cultural groups for data input but a single organization should be encouraged to take the lead and organize the logical system.

Seek appropriate mechanisms (consolidation, electronic data management, partnerships) to achieve maximum efficiencies in the IC operations.

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Promote and encourage increased coordination between the ICs and the Native American community and other cultural groups.

The ICs reside in educational institutions as opposed to government agencies and should continue to do so.

Adopt and require implementation of federal standards for electronic data processing (file formats, reports, electronic mapping, etc.).

As the principal repository and management organization for historic resources information, the ICs should continue to develop and implement programs oriented to preservation and development of historic resources data.

**ARCHAEOLOGICAL RESOURCE PRESERVATION INCENTIVES**

Preservation of archaeological resources in place has the value of conserving buried deposits in anticipation of the development of new archaeological methods and technologies, with the result that those deposits may, in the future, yield greater information about the past than if they were excavated today.

Preservation has the additional benefits of providing compatibility with continuing cultural uses of the archaeological site by descendants of those who once lived there, providing scientists with contextual data relevant to the site, encouraging a more interdisciplinary approach, and creating opportunities for on-site public education and interpretation.

With preservation, however, comes a responsibility for on-site archaeological management. It is not sufficient to merely avoid archaeological sites in order to preserve them, but is also necessary to monitor those sites and sometimes to actively manage them.

The value of archaeological preservation is often in conflict with the potential values of other uses of the land. Because these other values are so varied, any list of potential incentives for landowners to preserve the archaeological deposits on their properties must reflect that variety. The needs and concerns of large developers will differ from small developers and these will differ from the values of ranchers, farmers, industrial concerns, governments, homeowners, and preservation organizations, all of whom also own land. Incentives to landowners may include monetary compensation, but may also reflect considerations such as cost savings, time savings, public relations values, and even emotional or psychological values.

## **DEMONSTRATING THE VALUE OF PRESERVATION**

### **Findings**

The scientific, cultural, and interpretive values that result from conserving archaeological sites in place are not given full consideration in land planning and decision-making processes. Often, preservation of archaeological sites is not even considered, and destruction or excavation of sites occurs without evaluation of the costs and benefits of preservation.

### **Recommendations**

Documentation of archaeological site preservation successes should be produced and distributed to relevant decision-makers, illustrating the various values of preservation to communities, and demonstrating the numbers and demographics of people who benefit from and support archaeological preservation.

Such documentation of the benefits of archaeological preservation ought to contribute to the larger program of documenting the benefits of archaeology generally.

Efforts should be made to distribute this information to those who may eventually fund or potentially support archaeological preservation, including developers, foundations, corporations, legislators, and the general public.

## **PRESERVATION OF ARCHAEOLOGICAL SITES**

Current law and regulations support archaeological site preservation for the following reasons: ". . . preservation of a site is the preferred manner of avoiding damage to archaeological resources. Preserving the site is more important than preserving the artifacts alone because the relationship of the artifacts to each other in the site provides valuable information that can be lost when the artifacts are removed. Further, preserving the site keeps it available for more sophisticated future research methods." (Appendix K, CEQA). Preservation would also protect religious or cultural values of Native American and other groups associated with the site.

### **Findings**

Preservation of significant archaeological sites requires more than mere avoidance of direct impacts to the resource, but also includes consideration of indirect and long term impacts and may require active management.

Preservation of significant archaeological sites is a preferred but relatively rare occurrence and there is a lack of incentives for preservation available in the current process.

Although archaeological sites are often determined to be eligible for the State or National Registers because they contain important information, it does not necessarily follow that data recovery is an appropriate mitigation measure. Some sites contain values that cannot be realized through current data recovery methods. Other sites may be imbued with sacred or other cultural or public values that cannot be adequately mitigated through data recovery. Sites such as these should be preserved where feasible.

Section 5020.5 of the Public Resources Code states that the SHRC "shall develop criteria and methods for determining the significance of archaeological sites, for selecting the most important archaeological sites, and for determining whether the most significant archaeological sites should be preserved intact or excavated and interpreted." This requirement has not been implemented.

### **Recommendations**

The SHRC should develop criteria and methods for selecting the most important significant archaeological sites and for determining when excavation and interpretation or preservation mitigation measures are appropriate.

Incentives for the preservation of extremely significant archaeological sites should be

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developed as one of the state and federal incentive programs for the preservation of historical resources to be administered by the OHP in accordance with Public Resources Code 5024.6.

The necessary actions should be taken to include and promote the preservation of significant archaeological sites as an option for agencies seeking mitigation credits.

The proposed state historic preservation regulations should ensure that studies to identify archaeological sites are conducted early enough in the planning process to allow time for the development of avoidance and/or engineering measures for the protection and preservation of significant sites.

The Subdivision Map Act should be amended as necessary to allow for land divisions that would facilitate the donation of archaeological sites to conservation organizations.

Incentives for the donation of archaeological sites, such as transferable development rights or other forms of entitlement compensation, should be considered (see Section on Preservation Funding and Incentives).

## **CONSERVATION ARCHAEOLOGY IN PRESERVED AREAS**

### **Findings**

Although governments, archaeological and other conservation organizations have long provided for avoiding archaeological sites in different settings, the methods by which sites are managed following such avoidance vary in effectiveness.

Also, when lands are acquired for public uses such as parks, or set aside for biological or natural resource purposes, cultural resources are often not evaluated or considered in the management of these places.

Governments and non-profit conservation organizations which own and/or manage archaeological sites often do not give sufficient consideration as to when, whether, and by whom scientific excavation of those preserved resources ought to occur, given the concepts of conservation archaeology.

### **Recommendations**

Often, archaeological sites which are merely avoided are considered "preserved". Wherever possible, local governments should inventory, monitor, actively manage and interpret archaeological sites which have been set aside as a result of CEQA or Federal requirements.

Partnerships with Native American tribal governments and tribal associations, and local avocational and historical societies should be considered for assistance in the monitoring and managing of preserved sites.

Preservation will be enhanced by fostering the perspective that archaeological sites contained within parks, recreation areas, or nature or biological preserves, ought to be given special consideration and status as "preserved sites" and monitored and managed according to the principles of conservation archaeology, and with consideration for other cultural concerns such as visitation by Native Americans or other cultural groups and interpretive and educational values.

Develop a model for determining when, how, and by whom scientific excavation is appropriate, when archaeological sites are considered to be "preserved" by entities such as governments, private property owners, or non-profit conservation organizations. Such a model should include standards for peer review, curation, culling policies, level of training of participants, research design, etc., especially directed to sites in "preserve" status.

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Whenever possible, cultural resource management training and materials should be provided to managers of parks, recreation areas, and natural and biological preserves where archaeological sites are preserved.

Develop a list of people with cultural resource management experience, including archaeologists, as well as avocational groups, who are willing to work with and advise non-profit conservation organizations and local land trusts regarding evaluation and management of archaeological sites on their properties.

Consider extending the higher standards, legal requirements, and protections for archaeological sites on public lands properties to archaeological sites on properties held as a public trust by non-profit organizations.

## **PRESERVATION FUNDING & INCENTIVES**

### **Findings**

The preservation task for archaeology differs substantially from the task of preserving historical structures, thus requiring different and additional funding incentives and providing a challenge to fund-raisers in archaeology.

Restoration and maintenance costs of preserving archaeological sites are sometimes lower for archaeological sites than for historical structures. Virtually all of the costs are "up front" costs of acquisition.

There is little visible evidence of archaeological resources, and site locations may seldom be revealed or publicized, so that it becomes difficult to rally support for funding their preservation.

Public monitoring and review of the existence, mitigation, or destruction of specific archaeological resources through the planning process is made difficult because the results of archaeological testing and the actual location of sites are available only to archaeologists, developers, and government, not to the general public. Early opportunities to purchase sites may thus be lost.

Many traditional corporate and foundation sources do not fund land acquisition because they are offered few incentives to do so.

Few incentives are offered to developers who may consider donating an archaeological site for preservation.

### **Recommendations**

Funding for site preservation projects should be included as an activity that may be funded by the California Heritage Fund.

Explore incentives providing direct monetary compensation to landowners by all levels of government and/or non-profit preservation organizations through:

1. Fee-simple purchase of entire properties.
2. Fee-simple purchase of portions of properties.
3. Purchase of archaeological easements.

General funding sources for such monetary compensation may include individuals,

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governments, foundations, and/or corporations. Many of these sources do not include archaeological funding under their cultural or environmental funding categories. A greater comprehension of how cultural resource preservation "fits" might be fostered by creation of a document detailing the value of archaeological preservation and how it relates to the larger cultural and environmental picture.

Suggestions for funding sources which have not been fully explored for archaeology include:

1. Port funds.
2. Moneys resulting from fines imposed as a result of court decisions against looters, vandals, and others who have damaged or destroyed archaeological sites.
3. Landowners who have benefited economically as a result of archaeological site destruction in the past.
4. Gambling moneys.
5. Local bond issues.
6. Lighting, landscaping, and other local assessment districts.
7. Archaeologists!

Savings in taxes, costs, time, and process streamlining may be as significant as direct monetary compensation if the package is fully elaborated to the landowner. Development of an economic model cost/benefit analysis for landowners to assist in decisions related to archaeology would be valuable. Some of the savings which might be reflected in such a model include:

1. Tax incentives including savings on capital gains, state tax credits, federal tax credits, charitable contribution offsets, real estate transfer taxes, and property taxes.
2. Transfer of development rights and use of development credits, as well as mitigation banking opportunities.
3. Development process streamlining: Expedited review as a reward for archaeological site preservation.
4. Direct cost savings: Provision of volunteer or free archaeological survey to developers willing to preserve all sites identified through such a process. Archaeological site management and liability.

Other incentives:

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Elaboration of valuable land uses which are compatible with archaeological preservation.

Public relations programs and awards provided by government and preservation organizations.

Public testimony in support of good projects.

Changes to the subdivision map act to allow for donation of substandard parcels to preservation organizations for purposes of archaeological site preservation.

Use of donated properties by landowners insofar as sites are not damaged. (Life estates, etc.)

Support by the Native American community.

Satisfaction in making a contribution to the preservation of California's past.

**OFFICE OF HISTORIC PRESERVATION**

The Office of Historic Preservation (OHP) is the governmental agency primarily responsible for the statewide administration of the historic preservation program in California. The chief administrative officer for the OHP is the State Historic Preservation Officer (SHPO). The SHPO is also the Executive Secretary of the State Historical Resources Commission.

Although historic properties have been registered in California as state historical landmarks since the 1930s under the auspices of the State Chamber of Commerce, the genesis of the Office of Historic Preservation began in 1953 with the establishment of the History Section in the Division of Beaches and Parks, Department of Natural Resources. In 1960 the History Section merged with the natural resources program to become the History and Natural History Section. One year later the history program allied with the interpretive program as the Interpretive Services Section in the newly reorganized Department of Parks and Recreation. In July 1972 the historic preservation program was established as an independent program in the History Preservation Section of the Grants and Statewide Studies Branch to administer the Department's external or non-state park system preservation programs. On October 20, 1975 the History Preservation Section was reconstituted as the Office of Historic Preservation within the executive office of the Director of the Department of Parks and Recreation.

The Director of the Department of Parks and Recreation initially served as the State Liaison Officer and later as the State Historic Preservation Officer in California. By September 1977 the Director relinquished the duties of the SHPO, thus commencing a tradition of appointing professionals with historic preservation education and experience as SHPOs. In 1984 state legislation officially codified the responsibilities of the OHP and SHPO in state law. The Governor appoints the SHPO. In addition, the OHP has a compliment of professional and support staff members represented by diverse ethnic backgrounds and experiences.

The Mission of the Office of Historic Preservation and the State Historical Resources Commission, in partnership with the people of California and governmental agencies, is to preserve and enhance California's irreplaceable historic heritage as a matter of public interest so that its vital legacy of cultural, educational, recreational, aesthetic, economic, social, and environmental benefits will be maintained and enriched for present and future generations. The OHP is responsible for carrying out its Mission by:

- Identifying, evaluating, and registering historic properties;
- Ensuring compliance with federal and state regulatory obligations;
- Cooperating with traditional preservation partners while building new alliances with other community organizations and public agencies;
- Encouraging the adoption of economic incentives programs designed to benefit property owners;

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Encouraging economic revitalization by promoting a historic preservation ethic through preservation education and public awareness and, most significantly, by demonstrating leadership and stewardship for historic preservation in California.

The OHP administers the following federal and state historic preservation programs and activities:

### **State Historical Resources Commission**

The State Chamber of Commerce administered the registration of historical landmarks in California during the 1930s. In 1949 the State Historical Landmarks Advisory Committee was established to be responsible to the State Park Commission for the implementation of an historical survey, registration, and plaque program in California. The seven member Advisory Committee, appointed by the Governor, presented recommendations on historical buildings to the State Park Commission and to the Director of the Department of Natural Resources for final approval. Landmarks were defined as "historical buildings, sites, and places deemed important in the economic, social, political, military, and cultural annals of California".

In 1969 the Public Resources Code was amended to bring the Advisory Committee into conformity with federal standards established by the National Historic Preservation Act of 1966. The Committee was now responsible for the review and recommendation of nomination of properties to the National Register of Historic Places. In 1974 the name of the State Historical Landmarks Advisory Committee was changed to the State Historical Resources Commission, and the membership was increased to nine members in 1984.

Commission members are appointed by the Governor in consultation with the Director of the Department of Parks and Recreation and the SHPO. Five members of the Commission shall be recognized professionals in the disciplines of history, pre-historic archaeology, historic archaeology, architectural history, and architecture. One member shall be knowledgeable in ethnic history; one member shall be knowledgeable in folklife; and two members shall represent the public or possess expertise in fields the Governor deems necessary or desirable to enable the Commission to carry out its responsibilities. The SHPO serves as the Executive Secretary to the Commission.

The primary responsibilities of the State Historical Resources Commission are:

Evaluate and recommend properties for federal and state historical registration programs.

Conduct a statewide inventory and maintain comprehensive records of historical resources.

Establish criteria for the recording and preservation of historical resources.

Develop and adopt criteria for the rehabilitation of historic structures.

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Establish polices and guidelines in compliance with state and federal requirements for a comprehensive statewide historical resources plan which includes, but is not limited to, architecture, history, archaeology, and folklife.

Consult with, and consider the recommendations of, public agencies, civic groups, and citizens interested in historic preservation.

Submit an annual report to the Director and the Legislature on the Commission's activities, identifying unattained goals, and recommending needed legislation for the support of those programs.

The Commission holds four regular meetings each year, alternating between northern and southern California. In addition, two special policy and planning meetings are scheduled annually. One meeting is generally held in May in conjunction with the Annual Preservation Conference in California.

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### **State Historical Resources Commission Members**

Jane Foster Carter, Chair

*Public Member*

Sue F. Schechter, Vice-Chair

*Public Member*

Herbert H. Brin

*Ethnic Studies Member*

John D. Henderson, FAIA

*Restoration Architect*

Robert L. Hoover, Ph.D.

*Historic Archaeologist*

Jeffrey B. Samudio

*Architectural Historian*

Vacancy

*Historian*

Vacancy

*Prehistoric Archaeologist*

Vacancy

*Folklife*

### **National Register of Historic Places**

The National Register of Historic Places is the official list of the nation's cultural resources worthy of recognition and preservation. It is a federal program maintained by the National Park Service and administered by the Office of Historic Preservation in California. Properties qualify for the National Register when they:

Are associated with events that have made a significant contribution to the broad patterns of history.

Are associated with the lives of persons significant in our past.

Embody the distinctive characteristics of a type, period, or method of construction; represent the work of a master; possess high artistic values; or represent a significant and distinguishable entity whose components may lack individual distinction.

Have yielded, or may be likely to yield, information important in prehistory or history.

A final component of eligibility is integrity. Integrity is the ability of a property to convey its significance and whether the property retains the identity for which it is significant. The National Register criteria recognize seven aspects or qualities of integrity: Location, Design, Setting, Materials, Workmanship, Feeling, and Association.

Archaeological sites do not exist today exactly as they were formed. There are always cultural and natural processes that alter the deposited materials and their spatial relationships. For evaluating archaeological sites for the National Register, integrity is based upon the property's potential to yield specific data that address important research questions. Evaluation of integrity should focus primarily on the location, design, materials, and perhaps workmanship.

Any individual or group may prepare a National Register nomination. Thorough documentation of the physical appearance and historic significance of the property is required.

Completed nominations are submitted to the OHP. After an application has been reviewed by staff, it is submitted to the State Historical Resources Commission to determine whether or not properties meet the criteria for evaluation and to make a recommendation to the SHPO to approve or disapprove the designation.

Nominations recommended by the Commission and approved by the SHPO are forwarded to the Keeper of the National Register at the National Park Service in Washington D. C.

### Project Review

The National Historic Preservation Act of 1966, as amended, includes a section ("106") which directs federal agencies to consider the effects of their action (commonly known as "undertakings") on historic properties. Any property that is listed in or that has been determined eligible for listing in the National Register of Historic Places is an "historic property". The purpose of "Section 106" is to ensure that federal actions do not unnecessarily harm historic properties.

The heart of the "106 process" consists of "consultation". That is, participants in the process discuss and try to reach agreement on ways in which an action's potentially harmful effects on an historic property may be avoided altogether, minimized, or mitigated.

As a participant in the "106 process", the State Historic Preservation Officer has several roles to play. Above all, the SHPO represents the interests of the state's citizens in ensuring that their historic heritage is duly considered and preserved in accordance with the best and most reasonable principles of affirmative stewardship. Secondly, the SHPO may assist the other participants with the process of identifying properties and determining whether they are historic. Thirdly, the SHPO may assist the other participants in developing the means by which an action's harmful effects on historic properties may be entirely avoided or somehow rendered less harmful. Finally, the SHPO may play an important role in proposing or helping to develop a "programmatic" approach to consultation. Rather than conducting consultation on a case-by-case basis, it may be useful to develop a consistent and standardized process for identifying, evaluating, and managing historic properties that can be applied to an entire program of federal property types. Once the participants have developed a standardized process and agreed to use it, they legally ratify their consensus in what is called a "Programmatic Agreement".

On average, the SHPO annually participates in 5,000 "Section 106" reviews. These "reviews" cover the full spectrum of decision-related actions possible under the "Section 106" review process: "no historic property" findings; determinations of "no effect", "no adverse effect", "conditional no adverse effect", "adverse effect"; Memorandums of Agreement; Programmatic Agreements; and "Ending Consultation" owing to a failure to agree on how the effects of an action on historic properties may be taken into account.

However, the difficulty of sustaining this level of participation, coupled with an increasing emphasis on "programmatic" resource management strategies, has prompted a redirection of SHPO Section 106 participation. A comprehensive strategy in which priority is given to "programmatic" Section 106 compliance opportunities and in which greater responsibility is placed on federal agencies and local governments has been developed and is now in the initial phases of implementation.

### **Cultural Surveys**

A community's built environment represents the visual collection of the cultural landscape which gives identity and character to the streetscape, neighborhoods, civic centers, and commercial districts of a community. A community's cultural environment is also represented by the historic and prehistoric archaeological resources, traditional customs, sacred sites, and folklore associated with the diverse population of a community. Understanding and recognizing the archaeological resources, cultural diversity, architectural styles, and growth patterns that are evident upon the landscape serve to illustrate the historical development of a community.

A cultural survey is the primary planning tool used to identify, record, and evaluate historic properties within a community, neighborhood, project area, or region. Many local, state, and federal governmental agencies have undertaken, or are now in the process of performing such surveys. The inventories generated from these survey activities form an important component in local preservation programs, and ultimately contribute to our knowledge of historical resources statewide.

The OHP is the central state agency responsible for developing and managing an integrated information system serving the diverse needs of planning, educational, research, and legal responsibilities. The OHP integrated information system includes the management of all types of cultural resources in California, the designing and distributing to the public of a uniformed inventory form to provide consistency and standardization of information collection and recordation, and the establishment of a statewide information distribution system at eleven Regional Information Centers throughout the state.

Certified Local Governments are eligible to receive federal grant funds from the National Historic Preservation Fund program to conduct historical surveys of their communities, develop GIS programs, and produce survey results in scholarly publications, walking tour pamphlets, planning maps, or video presentations.

### **State Regulatory Programs**

The California Environmental Quality Act (CEQA) of 1970 obligates public agencies to avoid or minimize environmental damage where feasible. Procedurally, CEQA is intended to disclose the reasons for agency approvals of projects with environmentally damaging effects and to enhance public participation. Substantively, CEQA requires agencies to consider environmentally superior alternatives and to mitigate adverse environmental effects.

The OHP serves to provide guidance and management of the CEQA program in California:

Make presentations at meetings and conferences of professional planners and other organizations to increase understanding of historical resources protection.

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Conduct workshops for local governments and commissions on CEQA responsibilities and case laws.

Write and publish information on CEQA review and compliance, including introductory information sheets, source book, technical manuals, and governmental regulations.

Respond to numerous telephone inquiries from the public and local government agencies regarding CEQA application.

Review and comment on CEQA documents and mitigation plans for selected projects involving significant historical and archaeological resources.

The OHP also performs review and comment responsibilities for projects involving state and local government requirements. PRC 5024.5 and Executive Order W-26-92 instruct state agencies to coordinate with the SHPO to identify, evaluate, and manage important historic resources under their jurisdiction. PRC 5028 further instructs local governments to consult with the SHPO if registered historic buildings may be threatened as a result of an officially state-declared natural disaster.

### **National Historic Preservation Fund Grants**

The National Park Service provides grant funding annually to each state in support of implementing a national historic preservation program. Portions of the federal funds awarded to the State of California are in turn redistributed to Certified Local Governments (CLGs), colleges and universities, non-profit organizations, owners of historic properties, and to the general public on a competitive basis. The OHP administers the federal grant funds in accordance with federal and state grants management standards.

The OHP is required to pass through 10 percent of the annual federal funds received from the NPS to Certified Local Governments. In support of historic preservation programs at the local level, the OHP has committed at least 15 percent pass through to CLGs. The ability to continue to reallocate at the present level of funding to the CLGs and the educational institutions will be dependent upon receiving the current level of funding from the federal government.

### **Tax Incentives Programs**

The federal Tax Reform Act of 1986 permits a 20% tax credit for the substantial rehabilitation of historic buildings for commercial, industrial, and rental residential purposes and a 10% tax credit for the substantial rehabilitation for nonresidential purposes of buildings constructed before

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1936. Preservation tax incentives are available for a certified rehabilitation of a certified historic structure. A certified historic structure is any building that is listed individually in the National Register of Historic Places or located in a registered historic district. A certified rehabilitation is any rehabilitation of a certified historic structure that is certified as being consistent with the historic character of the property or the district in which it is located. The rehabilitation cost must exceed the greater of the adjusted basis of the building or \$5,000 within a 24 month period.

The OHP provides technical assistance in the certification of the historical significance of buildings and in the certification of the rehabilitation of the structure. A thorough review is conducted by the OHP restoration architect for completeness of documentation and appropriateness of rehabilitation.

### **Certified Local Government**

The 1980 amendments to the National Historic Preservation Act of 1966 provided for the establishment of a Certified Local Government program (CLG). This program allows for direct local government participation and integration in a comprehensive statewide historic preservation planning process.

CLGs are eligible on a competitive basis for special matching grants from a pool of money representing at least 10 percent of California's annual grant from the National Historic Preservation Fund.

Although a federal program, the CLG program is administered by the Office of Historic Preservation in California. California's CLG procedures were adopted by the State Historical Resources Commission on May 30, 1985 and approved by the National Park Service in July 1985. In 1986 six local governments were certified. As of September 1997, 42 governmental entities have been certified: six county governments, two town governments, one city/county government, and 33 city governments. (See Appendix 3 for a contact list for California's Certified Local Governments.)

Any local government that meets the following requirements is eligible to apply for certification:

Enforce appropriate state and local legislation for the designation and protection of historic properties.

Establish and maintain an adequate and qualified historic preservation review commission/board by local law.

Maintain a system for the survey and inventory of historic properties.

Provide for adequate public participation in the local historic preservation program,

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including the process of recommending properties for nomination to the National Register of Historic Places.

Satisfactorily perform the responsibilities delegated to it by the State.

The benefits of becoming a CLG include:

Direct participation in the nomination of historic properties to the National Register of Historic Places.

Delegation of responsibilities to review and comment on development projects in compliance with federal and state environmental regulations, thereby expediting the review time.

Special technical assistance and training for local preservation commission members and staff from the OHP.

Review of building rehabilitation plans for federal investment tax credits where appropriate.

### **State Historical Landmark**

Popular interest in the preservation of California's historic missions during the late nineteenth century, principally in Southern California, contributed to the early historic preservation movement in the state. The establishment of such civic organizations as the Association for the Preservation of Missions, the Landmarks Club of Southern California, and the Historical Society of Southern California in the 1880s and the 1890s served to bring attention to the plight of the missions and to stimulate the study and collection of objects of historical interest.

Subsequently, in 1902 a coalition of historical societies, hereditary organizations, and women's clubs established the California Historical Landmarks League to encourage not only the preservation and maintenance of structures, monuments, and sites of historical interest but also to erect monuments and plaques to commemorate historic places and events "as object lessons to the students of California history". By April 1931 the Director of the Department of Natural Resources was delegated the responsibility of designating private and public properties as state landmarks, listed on a register with a suitable numbered placard placed in a prominent location. Subsequently, the Director requested the assistance of the State Chamber of Commerce to establish a committee of historians to review and process the landmark applications. The State Chamber of Commerce organized the Historic Sites Marking Committee of eminent historians and citizens responsible for administering the landmarks program.

From 1931 to 1949 the landmarks program continued to operate under the auspices of the State

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Chamber of Commerce. The first twenty landmarks were officially designated on June 1, 1932. The Custom House in Monterey is State Historical Landmark No. 1. The emphasis was on well-known places and events in California history, especially missions, early settlements, battles, and gold rush sites. By the end of 1932, a total of 78 registered historical landmarks has been designated. As of July 1997, 1,074 historical landmarks have been registered.

An application for nominating a property as a State Historical Landmark is submitted to the OHP. The application is reviewed by the OHP staff and presented to the State Historical Resources Commission for further review and recommendations. The Director of the Department of Parks and Recreation determines the final approval of the application. Designated landmark properties may be officially marked with a "suitable numbered placard" (bronze state plaque).

### **State Point of Historical Interest**

The State Point of Historical Interest program was established in 1965 to accommodate an increased interest in recognizing local historic properties not able to meet the restrictive criteria of the State Historical Landmarks program. Amendments to the California Public Resources Code allowed the State Historical Resources Commission to consider properties of local importance as Points of Historical Interest. Further revisions to the Points program strengthen the requirements to justify the historical significance of the property and to submit additional technical documentation in support of the nomination.

The Points program has successfully generated interest in local history by requiring that supporters of historic properties secure the approval of the chief-elected municipal official or the chairperson of the Board of Supervisors before an application is submitted to the OHP. Participation of local governmental officials in the approval process ensures that preservationists are communicating with local decision makers.

A Point of Historical Interest application is submitted to the OHP. The application is submitted to the State Historical Resources Commission after review by the OHP staff. The Director of the Department of Parks and Recreation approves the designation.

As of July 1997, 816 properties have been listed on the Points of Historical Interest program.

### **California Register of Historical Resources**

The California Register of Historical Resources, enacted in 1992, is an authoritative guide to be used by state and local agencies, private groups, and citizens to identify the state's historical

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resources. The California Register program encourages public recognition of resources of architectural, historical, archaeological, and cultural significance; identifies historical resources for state and local planning purposes; and defines threshold eligibility for state historical preservation grant funding.

The California Register consists of resources that are listed automatically by statute such as properties listed in, or formally determined eligible for, the National Register of Historic Places and State Historical Landmarks from No. 770 onward. Landmarks No. 1 through No. 769 and State Points of Historical Interest will be evaluated and recommended to the State Historical Resources Commission as time permits.

Properties that may be directly nominated to the California Register by individuals or local governments include individual historical resources, historical resources contributing to a historical district, resources identified in historical resources surveys with a significance rating 1 to 5, and resources designated or listed by city or county ordinance. Local public agencies may assist in the nomination of properties and may comment on nominations which originate from private groups or individuals within their jurisdiction. Property owners must be notified and provided the opportunity to comment upon the nominations.

### **California Historical Resources Information System**

The Office of Historic Preservation and the California Historical Resources Commission are responsible for the collection, management, and dissemination of information for the full range of historical resources identified in California. The OHP established the California Historical Resources Information System (CHRIS) to implement this statewide system of information management.

CHRIS operates with a central repository located in the OHP and a network of eleven Information Centers located throughout the State.

The central repository at the OHP is responsible for the management of duplicate archaeological site record files, historic survey records of properties identified through OHP-funded surveys and their respective survey reports, historic resources files of properties evaluated by the OHP, state and federal historic registration files maintained by the OHP, and the files of environmental documentation submitted to the OHP.

California has been subdivided into eleven separate regions. Each region is either a single county or a collection of counties under the management of a single Information Center. Each Information Center is the primary collection and distribution center for information on archaeological and historical resources located within that region of the State.

The Information Centers (then known as "Clearinghouses") were originally established in the

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1960s by the Society for California Archaeology, primarily for the collection of archaeological information in California. The OHP assumed the direction of these Centers in 1976 as part of its responsibilities under the National Historic Preservation Act. The Centers recently have been given responsibility for the management of historic property records in addition to the archaeological records. The OHP and the Information Centers are currently in the process of developing the additional capacity of collecting, storing, and distributing this information through the electronic communication medium.

This Geographic Information System (GIS) was conceptualized in May of 1994. At a meeting hosted by the University of California, Santa Barbara (UCSB), the OHP and the Information Centers agreed on the basic principles for a statewide GIS system, the California Historical Resources Information GIS Environment (CHRIGE). Within this system each Information Center is responsible for developing and maintaining GIS data files for its own region of the state. A central collection and distribution hub has been created at UCSB. This hub is the point of contact for on-line access to all the GIS data for outside users.

### **California Heritage Fund**

The California Heritage Fund is a dedicated historic preservation funding program managed by the OHP. A program of matching grants, loans, and contracts supports the management, acquisition, preservation, rehabilitation, restoration, and adaptive use of historic properties.

The California Heritage Fund may provide financial support for the following types of activities:

Incentive programs such as loans, revolving or seed funds, and planning grants.

Preservation, rehabilitation, and life-safety retrofitting of historic properties.

Historic preservation education.

Historical and archaeological resource planning and management grant.

Curation of archaeological collections.

Publication of technical reports documenting the results of important archaeological investigations and publication of non-technical reports regarding important archaeological findings for the public.

Emergency acquisition of threatened or endangered properties.

Disaster and emergence assistance.

Public agencies, registered non-profit organizations, private individuals, and businesses may be

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eligible for specific programs established under the California Heritage Fund. Historical resources and sites should be listed on or formally determined eligible for the California Register of Historical Resources in order to qualify for acquisition and development funds. Projects should meet the Secretary of the Interior's Standards for the Treatment of Historic Properties, 1992. There may be additional requirements depending on the source of funds or goals established for a specific activity.

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## STATE PLAN PROCESS AND METHODOLOGY

In accordance with the provisions of the National Historic Preservation Act of 1966, as amended, to authorize the State Historic Preservation Officer to prepare and implement a statewide preservation plan for California, the Office of Historic Preservation has proactively and consistently consulted with the preservation community and the general public on a consorted preservation planning process since 1989. The OHP established a seven member State Plan Committee within the office. Representing a diverse background of professional disciplines and experiences, the OHP State Plan Committee members provided professional planning guidance and contributed to the writing of the final document. In addition, the State Historical Resources Commission served as the public forum contributing to the public hearing process and participating in the final adoption of the State Plan.

In April and September 1989 the OHP distributed two preservation planning documents to the general public "to stimulate and help sustain a broad-based discussion of noteworthy questions in preservation planning". The OHP Preservation Planning Bulletins Numbers 1 and 2 were intended to monitor and solicit public attitudes and opinions on several basic questions such as a need for historic preservation planning, the development of preservation priorities, goals, and objectives, the impact of population and demographic changes on California, the social consequences of societal issues and concerns, and the effectiveness of the OHP's preservation programs and activities.

Subsequent to the release of the preservation bulletins, the OHP has prepared Program Overviews annually since 1990 to continue to inform the general public on important historic preservation issues and concerns in California. Notices announcing the availability of the Annual Program Overviews are published in two major regional newspapers (Los Angeles Times and San Francisco Chronicle) in September of each year. The 1995 newspaper announcement included an additional notice requesting the general public to review and comment on the Draft California State Plan.

The OHP planning process also included the development of a survey of public opinion to gauge the fundamental values and attitudes of Californians toward the concept and application of historic preservation. The OHP Statewide Historic Preservation Plan Questionnaire was designed to identify public needs and desires, to assess the effectiveness of the OHP's statewide preservation programs, and to define preservation goals and objectives for establishing the visions and priorities for future historic preservation programs in California.

In addition, the OHP requested California Certified Local Governments to participate in a Community Leadership Interview program designed to solicit the comments and opinions of community leaders on political, economic, social, and historic preservation issues.

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The OHP Preservation Planning Bulletins, the Annual Program Overviews, and the OHP Preservation Plan Questionnaires were made available statewide to the preservation community and the general public via direct mail, handouts at public meetings, and announcements in organization newsletters and publications. Moreover, the questionnaire was printed in a special edition of the OHP newsletter and distributed through the OHP mailing list, which includes approximately 4,500 names of individuals, preservation organizations, local landmarks commissions, city managers and councils, county administrators and boards of supervisors, professional consultants, Certified Local Governments, owners of historic properties, and the Main Street communities.

Public responses to the OHP preservation planning documents were incorporated into the draft language of the State Plan. The Draft State Plan was initially distributed to the State Historical Resources Commission at the February 3, 1996 meeting of the Commission in Pasadena. The SHRC continued to serve as a public forum for the Draft State Plan during the public hearings conducted on May 3, 1996 at the quarterly meeting of the Commission in Sacramento and at the May 30, 1996 meeting held in conjunction with the 1996 Annual California Preservation Conference in San Jose.

All public testimony and written comments in response to the public hearings and planning documents were compiled, evaluated, and considered for incorporation into the final draft of the State Plan. The SHRC adopted the final draft of the State Plan on August 9, 1996 in Santa Monica. The OHP submitted the State Plan to the National Park Service on September 6, 1996. In a response letter, dated September 26, 1996, the National Park Service officially "approved the Statewide Comprehensive Historic Preservation Plan for California, which meets the requirements for statewide historic preservation planning as outlined in Chapter 6, NPS-49, and in Section 101(b)(3)(C) of the National Historic Preservation Act."

Concurrent with the development of the State Plan, the Archaeology Task Force was created as a sub-committee of the Preservation Task Force in 1995 with the responsibility of (1) identifying the major problems present in California archaeology today, (2) recommending solutions or steps that need to be taken to reach solutions, and (3) producing a final document modeled on the 1984 California Heritage Task Force Report.

The 1995 Preservation Task Force Sub-Committee on Archaeology was created under the leadership of the Office of Historic Preservation, the State Historical Resources Commission, and the Society of California Archaeology. A preliminary meeting of the Sub-Committee on Archaeology was held at the Annual Meeting of the SCA in Eureka in April 1995. Nearly 30 archaeologists participated, representing a broad spectrum of expertise encompassing avocational societies, academia, local, state, and federal agencies, cultural resource management, and environmental contractors. The list of participants was expanded to include representatives from the Native American Heritage Commission, the Archaeological Conservancy, developers, and attorneys knowledgeable about CEQA.

The State Historical Resources Commission adopted the 1995 Preservation Task Force Sub-Committee on Archaeology Report of Findings at the August 9, 1996 Commission meeting in

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Santa Monica. A full copy of the Report of Findings has been integrated into the State Plan.

The State Plan is a dynamic planning document designed to meet changing preservation needs and priorities in California through the 21st century. The State Plan is intended to serve as a preservation guide for the next three years. The OHP shall review the entire State Plan in the year 2000 and every five years thereafter to ensure that the Plan is current by meeting changing needs and priorities. The target date of 2000 represents an important time period of adjustment and re-evaluation in order to meet the challenges of the new millennium.

As the Annual Work Plan for the OHP is prepared each year, the State Plan will be consulted to determine whether specific tasks and responsibilities need to be evaluated and completed. The re-evaluation of the State Plan in the year 2000 shall require full re-examination of preservation goals and objectives, the OHP mission statement, and preservation issues and priorities.

The public planning process employed in the development of the State Plan will be duplicated in the revision of the plan to ensure consistency of process and to facilitate continued public participation. In preparation for re-evaluating the State Plan in three years, the OHP shall endeavor to repeat the public participation process by employing a public questionnaire, community leadership interviews, and the SHRC's review and approval of future revised State Plans. In the interim, the State Plan shall be subject to an annual review to deal with short term priorities and opportunities. The annual review will also address non-policy issues or changes.

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**APPENDIX 1:  
HISTORIC PRESERVATION ACRONYMS (PARTIAL LIST)**

AASLH American Association for State and Local History

AC Archaeological Conservancy

AIA American Institute of Architects

APA American Planning Association

ASLA American Society of Landscape Architects

ARMR Archaeological Resource Management Report

ARPA Archaeological Resource Protection Act

CALBO California Association of Local Building Officials

CARA California Association of Redevelopment Agencies

CDBG Community Development Block Grant

CC Civil Code

CCHS Conference of California Historical Societies

CCPH California Council for the Promotion of History

CCR California Code of Regulations

CEQA California Environmental Quality Act

CFR Code of Federal Regulations

CHS California Historical Society

CHRIGE California Historical Resources Information GIS Environment

CHRIS California Historical Resources Information System

CLG Certified Local Government

CPEP Center for Preservation Education and Planning

CPF California Preservation Foundation

CRM Cultural Resources Management

DOE Determination of Eligibility

DPR Department of Parks and Recreation

EEM Environmental Enhancement Mitigation

EC Education Code

EO Executive Order

FEMA Federal Emergency Management Agency

FPO Federal Preservation Officer

GC Government Code

GIS Geographical Information System

HABS Historic American Buildings Survey

HAER Historic American Engineering Record

HP Historic Preservation

HPF Historic Preservation Fund

HSC Health and Safety Code

IC Information Center

IHS Institute for Historical Study

ISTEA Intermodal Surface Transportation Efficiency Act

MOA Memorandum of Agreement

MOU Memorandum of Understanding

NAGPRA Native American Graves Protection and Repatriation Act

NAHC Native American Heritage Commission

NCPTT National Center for Preservation Technology and Training

NCSHPO National Conference of State Historic Preservation Officers

NEPA National Environmental Policy Act

NHL National Historic Landmark

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NHPA National Historic Preservation Act

NPS National Park Service

NTHP National Trust for Historic Preservation

OES Office of Emergency Services

OHP Office of Historic Preservation

OPR Office of Planning and Research

PA Preservation Action

PA Programmatic Agreement

PL Public Law

PRC Public Resources Code

RTC Revenue and Taxation Code

SCA Society for California Archaeology

SHBSB State Historical Building Safety Board

SHC Streets and Highway Code

SHL State Historical Landmarks

SHPO State Historic Preservation Officer

SHRC State Historical Resources Commission

SOPA Society of Professional Archaeologists

TEA Transportation Enhancement Activities

TPL Trust for Public Land

URMS Unreinforced Masonry Structures

WC Water Code

106 Section 106, National Historic Preservation Act

110 Section 110, National Historic Preservation Act

**APPENDIX 2:  
FEDERAL AND STATE STATUTES AND REGULATIONS IN CALIFORNIA**

**Federal Historic Preservation Laws and Regulations (partial list)**

**Laws Governing National Historic Preservation Programs**

Federal Property and Administrative Services Act of 1949, as amended, an act to facilitate the preservation of historic monuments. (63 Stat. 377; 40 U.S.C. 471 et seq.; 40 U.S.C. 483; 40 U.S.C. 484(k)(3); PL 94-519; 86 Stat. 503)

Authorizes the Administrator of the General Services Administration to transfer to state, political subdivision, or municipality all the right, title, and interest of the United States in any surplus real and related personal property, which in the determination of the Secretary of the Interior, is suitable and desirable for use as an historic monument for the benefit of the public. Conveyances of property for use as historic monument purposes shall be made without monetary consideration to the United States. After transfer, the property can be used only as an historic monument, and any income generated by the property must be used for preservation, park, or recreation purposes.

Historic Sites Act of 1935, an act to provide for the preservation of historic American sites, buildings, objects, and antiquities of national significance. (PL 74-292; 49 Stat. 666; 16 U.S.C. 461-467)

Establishes a national policy to preserve for public use historic sites, buildings, and objects of national significance for the inspiration and benefit of the people of the United States. The National Park Service shall survey, research, record, commemorate, and collect data on historic and archaeological sites, buildings, and objects of national significance. The National Park Service shall have the power to acquire by gift or purchase, restore, operate, and manage historic and archaeological sites. The act formally implemented the Historic American Buildings Survey (HABS) and the Historic American Engineering Record (HAER) programs.

National Environmental Policy Act of 1969, as amended, (PL 91-190; 31 Stat. 852; 42 U.S.C. 4321-4347; 16 U.S.C. 470 et seq.)

Declares that it is the policy of the federal government to preserve important historic, cultural, and natural aspects of the Nation's heritage. The act further requires an interdisciplinary study of the impacts associated with federal programs. Federal agencies must prepare environmental impact statements prior to making decisions about projects which may significantly affect the quality of the human environment.

National Historic Preservation Act of 1966, as amended, an act to establish a program for the preservation of additional historic properties throughout the nation. (PL 89-665; 80 Stat. 915; 16 U.S.C. 461-467; 16 U.S.C 470 et seq.)

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Authorizes the Secretary of the Interior to maintain a National Register of Historic Places; directs the Secretary to approve state historic preservation programs that provide for a State Historic Preservation Officer with adequate qualified professional staff, a state historic preservation review board, and public participation in the state program; authorizes a matching grants-in-aid program to the states; directs federal agencies to take into account the effects of their activities and programs on historic properties; establishes the Advisory Council on Historic Preservation to advise the President, Congress, and federal agencies on historic preservation matters; gives the Advisory Council the authority to issue regulations instructing federal agencies on how to implement Section 106 of the act; establishes the Certified Local Government program; establishes a National Historic Preservation Fund program; and codifies the National Historic Landmarks program.

National Trust Act of 1949, an act to facilitate public participation in the preservation of sites, buildings, and objects of national significance or interest. (PL 81-408; 63 Stat. 927)

Establishes the National Trust for Historic Preservation and empowers it to acquire and hold property for historic preservation purposes, to enter into contracts and agreements to further the policies enunciated in the Historic Sites Act, to sue and be sued, and to perform other lawful acts to carry out the purposes of the National Trust.

Public Buildings Cooperative Use Act of 1976. (PL 94-541; 90 Stat. 2505; 40 U.S.C. 611; 40 U.S.C. 490,601)

Encourages the use of historic buildings as administrative facilities for federal agencies and requires the Administrator of General Services Administration to give preferential treatment to important historic and cultural properties in the management of space needs. The Administrator of General Services Administration must acquire and use space in suitable buildings of historic, architectural, or cultural significance, unless use of such space would not prove feasible and prudent compared with available alternatives.

### **Laws Governing National Archaeology Programs**

Abandoned Shipwreck Act of 1987, an act to grant to the states responsibilities for the management of abandoned shipwrecks located in state waters and submerged lands. (43 U.S.C. 2101-2106)

Authorizes the states to provide reasonable access to abandoned shipwrecks in state waters and submerged lands for recreational and educational opportunities and to encourage the development of underwater parks. The states shall develop policies to allow appropriate public and private sectors recovery of abandoned shipwrecks consistent with the protection of historical values and environmental integrity of the resources and

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sites. The Secretary of the Interior shall make a written determination that an abandoned shipwreck meets the criteria for eligibility for inclusion in the National Register of Historic Places.

Antiquities Act of 1906, an act for the preservation of American antiquities. (PL 59-209, 34 Stat. 225; 16 U.S.C. 431-433)

Authorizes the President to designate as National Monuments those areas of the public domain containing historic landmarks, historic and prehistoric structures, and objects of historic or scientific interests located on federally owned or controlled lands. The act further provides criminal sanctions for the unauthorized excavation, injury, or destruction of prehistoric or historic ruins and objects of antiquity. The Secretaries of the Interior, Agriculture, and Defense are authorized to issue permits for archaeological investigations on lands under their control to recognized educational and scientific institutions for the purpose of systematically and professionally gathering data of scientific value.

Archaeological and Historic Preservation Act of 1974, an act amending the Reservoir Salvage Act of 1960 relating to the preservation of historical and archaeological data. (PL 93-291; 88 Stat. 174; 16 U.S.C. 469; also known as the Moss-Bennett Act of 1947, PL 86-532; 36 F.R. 8921)

Provides for the recovery, protection, and preservation of significant scientific, prehistoric, historic, and archaeological data, including relics and specimens, that might be lost or destroyed as a result of the construction of dams, reservoirs, or any alteration of the terrain caused as a result of any federal construction project or federally licensed project, activity, or program. The Secretary of the Interior shall be notified of impending loss of such resources, and the federal agency or Secretary may survey and recover the data. Up to one percent of the total amount authorized to be appropriated for the federal action may be transferred to the Secretary for implementation of the act.

Archaeological Resources Protection Act of 1979, an act to amend the Antiquities Act of 1906. (PL 96-95; 93 Stat. 712; 16 U.S.C. 470 et seq.)

Regulates the taking of archaeological resources on federal lands by setting a broad policy that archaeological resources are important for the nation and should be protected. The act further establishes a requirement for the excavation or removal of archaeological resources from public or Indian lands with special permits. Violations of the law include civil and criminal penalties of fines and imprisonment.

Reservoir Salvage Act of 1960, as amended, an act to provide for the preservation of historical and archaeological data, including relics and specimens, which might be lost as a result of the construction of a dam. (PL 86-523, 74 Stat. 220; 16 U.S.C. 469-469c)

Requires that before any federal agency shall undertake the construction of a dam, or issue a license for the construction of a dam, the agency shall notify the Secretary of the

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Interior, who shall act to survey the area. If archaeological resources are found, the Secretary can authorize recovery of the resources.

### **Laws Governing National Native American Programs**

Native American Graves Protection and Repatriation Act of 1990, an act to provide for the protection of Native American graves. (PL 101-601, 25 U.S.C. 3001 et seq.)

Requires federal agencies and recipients of federal funds, such as universities, museums, and governmental agencies, to document Native American human remains and cultural items within their collection, to notify all Indian tribes and Native Hawaiian organizations that are or are likely to be affiliated with these holdings, and to provide an opportunity for the repatriation of appropriate human remains or cultural items. Cultural items include associated and unassociated funerary objects, sacred objects, and objects of cultural patrimony.

Native American Religious Freedom Act of 1978, an act setting forth a policy of protecting and preserving the rights of Native Americans to Freedom of Religion. (PL 95-341, 92 Stat. 470)

Makes it a policy of the federal government to protect and preserve for American Indians, Eskimos, Aleuts, and Native Hawaiians their inherent rights of freedom to believe, express, and exercise their traditional religions. It allows them access to sites, use and possession of sacred objects, and the freedom to worship through ceremonial and traditional rites.

### **Laws Governing National Economic Incentives Programs**

Tax Reform Act of 1986, as amended, an act to make comprehensive changes to the Internal Revenue Code. (PL 99-514; IRC Sections 42, 47, 170(h); TR Sections 1.48-12, 1.170A-14; 36 CFR Part 67)

Provides for the Federal Historic Preservation Tax Incentive program to grant tax credits for private investment in the rehabilitation of historic or older buildings. The act further provides for a 20% tax credit for the substantial certified rehabilitation of certified depreciable, historic structures and for a 10% tax credit for the substantial rehabilitation of non-historic, non-residential, depreciable structures built before 1936. The act also encourages income and estate tax deductions for charitable contributions of partial interests in historic property (principally easements) and establishes an investment tax

credit for acquisition, construction, or rehabilitation of low income housing.

### **State Historic Preservation Laws and Regulations (partial list)**

#### **Laws Governing State Environmental Programs**

California Coastal Act of 1976. (PRC Sections 3000 et seq.)

Serves to protect, maintain, and, where feasible, enhance and restore the overall quality of the coastal zone environment and its natural and artificial resources. The act provides for the implementation of coastal policies through state regulations and through preparation of local coastal programs in each city and county within the Coastal Zone. The act creates the California Coastal Commission.

California Environmental Quality Act (CEQA) of 1970, as amended. (PRC Sections 21000 et seq.; PRC Sec 5020.1(q); GC Sections 15000 et seq.; CEQA Guidelines)

Establishes statutory requirements for the formal review and analysis of discretionary projects in California. CEQA applies to discretionary projects causing a substantial adverse change in the significance of an historical or archaeological resource with a significant effect on the environment. The act prohibits the use of Categorical Exemption for projects which may cause a substantial adverse change. Substantial adverse change is defined as demolition, destruction, relocation, or alteration activities which would impair historical significance. A mitigated Negative Declaration or an Environmental Impact Report may be required whenever a project may adversely impact historic or archaeological resources. The CEQA Guidelines are the regulations which govern the implementation of CEQA.

California Land Conservation Act (Williamson Act). (GC Section 51200 et seq.)

Provides for the creation of agricultural preserves to protect agricultural lands. The act includes procedures for preferential tax assessment on agricultural lands in exchange for release of development rights.

California Scenic Highway Act of 1963. (SHC Sections 260 et seq.)

Creates the Scenic Highway Program to preserve and protect scenic highway corridors from change which would diminish the aesthetic value of lands adjacent to highways. Signs with images of a poppy flower, the logo of the scenic highway program, are placed along the scenic highway by Caltrans.

General Plan. (GC Sections 65000 et seq., 65303(j))

Authorizes each city and county in California to prepare and adopt a comprehensive, long-range General Plan for rational land-use planning and decision making. The General

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Plan must address seven mandatory elements. In addition to the mandatory elements, the General Plan may include a permissive historical preservation element for the identification, establishment, and protection of sites and structures of architectural, historical, archaeological, or cultural significance, including significant trees, hedgerows, and other plant materials. The historical preservation element shall include a program which develops actions to be taken in accomplishing the policies set forth in this element.

Open Space Easement Act of 1974. (GC Sections 51070 et seq.)

Authorizes cities and counties to acquire easements limiting the use of property to open-space uses.

Open Space Lands Act. (GC Sections 65302(e), 65560-65568, 65910-65912)

Defines open-space lands and requires cities and counties to adopt open-space plans and carry out local actions consistent with the plans. The act requires adoption of open-space zoning consistent with the open-space element of the General Plan.

### **Laws Governing State Historic Preservation Programs**

Acquisition and Conveyance of Historical Properties. (GC Sections 37361-37361.1)

Authorizes city governments to acquire and convey historic properties. The legislative body of a city may acquire property for the preservation or development of an historical landmark. The city government may provide for places, buildings, structures, works of art, and other objects having a special character or special historical or aesthetic interest or value, special conditions or regulations for their protection, enhancement, perpetuation or use, which may include appropriate and reasonable control of the use or appearance of neighboring private property within public view, or both.

The legislative body of the city may convey any surplus city-owned real property determined by the legislative body to be of general historical interest to a non-profit historical association or society organized to research and promote the city's historical heritage. The conveyance shall contain provisions that the historical nature of the property be restored and preserved for the benefit of the citizens of the city.

Archaeological, Paleontological, and Historical Sites. (PRC Sections 5097-5097.6)

Provides guidance for state agencies in the management of archaeological, paleontological, and historical sites affected by major public works project on state land. State land means land owned by, or under the jurisdiction of, the state or any state agency. Prior to commencement of construction, state agencies may submit general plans

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describing major public works projects to the Department of Parks and Recreation. The Department may conduct an archaeological site survey on the affected state lands and provide recommendations concerning the preservation, photographing, recording, or excavation for any archaeological, paleontological, or historical features which may be located upon state lands. The site survey shall include investigations for any historic or prehistoric ruins, burial grounds, archaeological or vertebrate paleontological sites, fossilized footprints, inscriptions made by human agency, rock art, or any other archaeological, paleontological, or historical features. Upon receipt of the Department of Parks and Recreation's recommendation, the state agency may undertake such surveys, excavation, or other operations it determines necessary to preserve or record the archaeological, paleontological, or historical features or may commission the Department to undertake such operations. No archaeological program conducted by the Department of Parks and Recreation shall impair, impede, or delay any state construction project.

No person shall knowingly and willfully excavate, remove, destroy, injure, or deface any archaeological, paleontological, or historical feature on public land except with the express permission of the public agency having jurisdiction upon the land. Violation is a misdemeanor.

California Conservation Easement Act of 1979. (CC Sections 815-816)

Authorizes public agencies and qualifying non-profit organizations to acquire easements limiting use of property in perpetuity to protect its natural, scenic, historical, agricultural, forested, or open space condition.

California Heritage Fund of 1993. (PRC Sections 5020.4, 5024.6, 5079 et seq.)

Authorizes the establishment of the California Heritage Fund in the State Treasury to receive money for deposit in the Fund Account. The act authorizes the Office of Historic Preservation to make grant awards to public agencies and non-profit organizations for prescribed historical and archaeological resource preservation projects, for historical resource management projects, and for loan of funds for the temporary acquisition of archaeological resources. The State Public Works Board may acquire, on behalf of the Office of Historic Preservation, any interest in real property with historical and archaeological significance to secure the preservation of the heritage resource.

California Heritage Task Force. (SCR No. 4, Resolution Chapter 75, as amended by ACR No. 4, Resolution Chapter 25)

Creates the California Heritage Task Force of 17 public members with specific qualifications to prepare and submit to the Legislature a report on a statewide policy to preserve and enhance California's architectural, cultural, and historical resources. (The publication California Heritage Task Force: A Report to the Legislature and People of California was submitted to the Legislature in August 1984.)

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California Main Street Program, as amended. (GC Sections 15399-15399.8)

Establishes the California Main Street Program in the California Trade and Commerce Agency to provide technical assistance and training to local communities for promoting economic revitalization and development of older central business districts and neighborhoods. The act is designed to stimulate business reinvestments, restore building facades, retain existing small businesses, strengthen the local tax base, create employment opportunities, promote new business in downtown areas, and help create a renewed sense of community pride. The Main Street Program functions as a joint state, local government and private sector partnership utilizing public and private financial and technical resources.

California Register of Historical Resources, 1992. (PRC Sections 5020.1(a), 5020.4(a)(8), 5024.1, 5024.6(b)(m), 5028, 5029, 5079.20(a), 21084.1; Executive Order W-26-92)

Establishes the California Register of Historical Resources as an authoritative guide in California for use by state and local agencies, private groups, and citizens to identify the state's existing and potential historical resources. The act indicates which properties deserve to be protected, to the extent prudent and feasible, from substantial adverse change. Historical resources designation refers to the California Register and to all local historical resources designation which may restrict demolitions or alterations of the designated properties. Properties eligible for listing in the California Register of Historical Resources include properties automatically listed on the California Register, properties which require action by the State Historical Resources Commission, and properties which require nomination to be listed in the California Register.

Hazardous Building Ordinance and Programs, Building Standards, Local Conditions, Exceptions, Study. (HSC Section 17922.2)

Provides for historic structures governed by local conditions to be exempted from seismic strengthening standards. Hazardous building ordinances and programs adopted by local governments on or before January 1, 1993 that contain standards to strengthen potentially hazardous buildings shall incorporate the building standards in Appendix Chapter 1 of the Uniform Code for Building Conservation except for standards found by local ordinance to be inapplicable based on local conditions. Local conditions shall be limited to those conditions on the following: (1) The preservation of qualified historic structures as governed by the State Historical Building Code, (2) Historic preservation programs, including, but not limited to, the California Main Street Program, and (3) the preservation of affordable housing.

Historic College Buildings. (EC Section 81380)

Authorizes the governing board of a community college district, with the approval of the County Board of Supervisors, to sell or lease historic buildings no longer suitable for school purposes. The building must have historic value and its preservation and

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utilization will benefit the community. The building will be sold or leased to an incorporated non-profit tax-exempt community or civic organization with a membership comprised predominantly of persons residing in the community where the building is located. The sale or lease of the building shall be executed reflecting the fair market value of the property or its fair rental value.

Historic preservation stewardship by state agencies. (PRC Sections 5024, 5024.5, 5027; EO B-64-80; EO W-26-92)

Obligates state agencies and departments to be responsible for the management and stewardship of important historic properties under their jurisdiction. Executive Order B-64-80 requires all state agencies to establish policies for the preservation and maintenance of all state-owned resources under their jurisdiction that could qualify as historic properties. Executive Order W-26-92 further directs each state agency to administer cultural and historical properties under its control in a spirit of stewardship and trusteeship for future generations. Each state agency shall submit to the State Historic Preservation Officer an inventory of all structures within its jurisdiction listed in or eligible for listing in the National Register of Historic Places and as State Historical Landmarks. The State Historic Preservation Officer shall maintain a master list of inventoried state-owned structures listed in or which may be eligible for listing in the register programs. Each state agency shall notify the State Historic Preservation Officer of proposed actions which may alter, transfer, relocate, or demolish historic resources on the master list. All parties shall strive to adopt prudent and feasible measures that will eliminate or mitigate the adverse effects.

Historic School Buildings. (EC Section 39381)

Authorizes the governing board of a school district, with the approval of the County Board of Supervisors, to sell or lease historic buildings to an incorporated non-profit tax-exempt community or civic organization. The building must have historic value and its preservation and utilization will benefit the community.

Historical Recordation Act. (GC Section 27288.2; PRC Section 5029)

Authorizes the County Recorder to record a certified resolution establishing an historical resource's designation for individual properties issued by the State Historical Resources Commission or a local agency, or unit thereof. Historical resources designation refers to the California Register of Historical Resources and any local historical resources designation resulting in restrictions on demolitions or alterations. Historical resources designation before March 15, 1993 is permissive.

Manufactured Home Installation Exemption. (GC Section 65852.3)

Authorizes cities to exempt installation of manufactured homes in historic districts. At the discretion of the local legislative body, the installation of manufactured homes may

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be excluded in any place, building, structure, or other object having a special character or special historical value. The place, building, structure, or other object must be listed on the National Register of Historic Places.

Natural Disaster Relief Act of 1989. (PRC Section 5028; HSC Sections 50517.7, 50661.5, 50661.7, 50671.5)

Declares that no structure listed on the National Register of Historic Places, California Register of Historical Resources, or on any local public register of historic places damaged by a natural disaster may be demolished or significantly altered unless the structure presents an imminent threat to the public of bodily harm, of damage to adjacent property, or unless the Office of Historic Preservation determines that the structure may be demolished or significantly altered. Any local government may apply to the Office of Historic Preservation for its determination as to whether a structure shall be demolished, destroyed, or significantly altered. The Office of Historic Preservation shall consider the recommendations of an advisory team composed of three residents with historic preservation expertise residing in the affected county.

Office of Historic Preservation, State Historic Preservation Officer, State Historical Resources Commission. (PRC Sections 5020, 5020.1(c)(m)(n), 5020.2, 5020.3, 5020.4, 5020.5, 5020.6, 5020.6(b), 5021, 5024.1(f), 5024.6(a-b), 5026, 5029, 5033, 5079.01(6), 5079.24, 5079.41, 5079.62(6))

Recognizes that there is in the Department of Parks and Recreation the State Office of Historic Preservation which serves as staff to the State Historic Preservation Officer and the State Historical Resources Commission. The Governor shall appoint a person knowledgeable about historical resources as the State Historic Preservation Officer to serve as the Executive Secretary of the State Historical Resources Commission and shall be the chief administrative officer of the Office of Historic Preservation. The State Historical Resources Commission shall consist of nine members representing professional disciplines, special interests, and the general public with specific powers and duties.

Preservation of Historic or Prehistoric Ruins. (WC Section 234)

Authorizes the Department of Water Resources to investigate, excavate, and preserve any historic or prehistoric ruin or monument or any object of antiquity situated in areas to be used for state water development purposes. The Department of Water Resources is further authorized to work independently or in cooperation with or through any person or any county, state, federal or other agency.

State Historical Building Code. (HSC Sections 18950 et seq.; CCR Part 8, Title 24)

Provides alternative building regulations and building standards for the rehabilitation, preservation, or relocation of qualified historical buildings or structures. A State

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Historical Building Safety Board is established to serve as a review body for state and local agencies in the interpretation, administration, and enforcement of the State Historical Building Code. All state agencies and all local building authorities shall administer and enforce the State Historical Building Code with respect to qualified historical buildings or structures under their respective jurisdiction.

State Historical Landmarks and State Points of Historical Interest. (PRC 5020.1(o)(i), 5020.4(a)(9)(10)(11), 5021, 5022, 5022.3, 5022.5, 5022.6, 5023(a)(b)(c), 5024.1(d), 5031, 5032, 5033)

Authorizes the creation of two state registration programs (State Historical Landmarks and State Points of Historical Interests) in the Department of Parks and Recreation. The Department of Parks and Recreation shall register as State Historical Landmarks or State Points of Historical Interests historic properties that are the first, last, only, or most significant within an area or region of California. Designated properties may be commemorated with suitable plaques or highway directional signs. The SHRC shall maintain a register which identifies, by number and description, such officially designated resources.

### **Laws Governing State Archaeology Programs**

Archaeology Laws. (PRC 5020.1(j), 5020.5, 5024.4(6), 5079.60, 5079.61, 5079.63, 5079.64, 21083.2(a-1), 21084.1; PC Sections 622.5, 623; CCR Section 1427)

Recognizes that California's archaeological resources are endangered by urban development and population growth and by natural forces. The Legislature further finds and declares that these resources need to be preserved in order to illuminate and increase public knowledge concerning the historic and prehistoric past of California. Every person, not the owner thereof, who willfully injures, disfigures, defaces, or destroys any object or thing of archaeological or historical interest or value, whether situated on private lands or within any public park or place, is guilty of a misdemeanor. It is a misdemeanor to alter any archaeological evidence found in any cave, or to remove any materials from a cave.

Disclosure of Archaeological Site Information Not Required. (GC Sections 6253, 6254, 6254.10)

Authorizes state and local governmental agencies to exempt public records from inspection. Every agency may adopt regulations stating the procedures to exempt public records from disclosure under the Public Records Act. Disclosure of archaeological site information is not required for records that relate to archaeological site information maintained by the Department of Parks and Recreation, the State Historical Resources Commission, or the State Lands Commission.

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### **Excavation and Removal of Features Without Permission Prohibited. (PRC Section 5097.5)**

Provides that no person shall knowingly and willfully excavate upon, or remove, destroy, injure, or deface any historic or prehistoric ruins, burial grounds, archaeological or vertebrate paleontological site, including fossilized footprints, inscriptions made by human agency, rock art, or any other archaeological, paleontological or historical feature, situated on public lands, except with the express permission of the public agency having jurisdiction over the lands. Violation is a misdemeanor. Public lands means lands owned by, or under the jurisdiction of, the state or any city, county, district, authority, or public corporation, or any agency thereof.

### **Shipwreck and Historic Maritime Resources Program. (GC Section 6254.10; PRC Sections 6309(a-j), 6313(a-i), 6314(a-e))**

Provides that the state has title to abandoned shipwrecks and archaeological sites and historic resources on or in the tide and submerged lands of the state. The State Lands Commission shall administer the Shipwreck and Historic Maritime Resources Program and have exclusive jurisdiction over salvage operations over and upon all tide and submerged lands of the state by the issuance of permits. In consultation with the State Lands Commission, the Office of Historic Preservation shall inventory shipwreck sites of historical significance and review specified permit applications.

## **Laws Governing State Preservation Economic Incentive Programs**

### **Mills Act of 1972, as amended. (GC Section 50280 et seq.; RTC 439 et seq.)**

Provides a reduction in the property taxes for owners of qualified residential and commercial buildings by entering into a ten year contract with the local government. In return, the property owner agrees to rehabilitate and/or maintain the historical and architectural character of the structure.

### **Marks Historical Rehabilitation Act. (HSC Sections 37600 - 37684)**

Provides the authority for general law cities to issue tax exempt revenue bonds to assist in financing the rehabilitation of significant historic buildings. Local governmental jurisdictions utilizing the Marks Act must designate an historical rehabilitation area and adopt criteria for the selection of eligible properties.

### **Qualified Conservation Contribution. (RTC Sections 24357, 24357.7)**

Authorizes the deduction of charitable contribution payment which is made within the income year as a deduction and is verified under the regulations prescribed by the Franchise Tax Board. A charitable contribution applies to a qualified conservation contribution. A qualified conservation contribution means a contribution exclusively for

conservation purposes. Conservation purpose applies to the preservation of open space, including farm land and forest land, where such preservation is for the preservation of an historically important land area or a certified historic structure. Certified historic structure means any building, structure, or land area which is listed in the National Register and is located in a registered historic district.

### **Laws Governing State Native American Programs**

Cemetery and Burial Acts. (HSC Sections 7000 et seq., 7050.5; PC Section 643; PRC Sections 5097.98, 5097.99, 5097.991)

Provides definition of cemeteries, burials, and vandalism. The law describes penalties (punishment by imprisonment or fines) for persons guilty of destroying, mutilating, and vandalizing cemetery properties and burials. Every person who mutilates, disinters, or removes from the place of interment any human remains without authority of law is guilty of a felony, subject up to five years imprisonment.

Any person who knowingly or willfully obtains or possesses any Native American artifacts or human remains which are taken from a Native American grave or cairn after January 1, 1988, except as otherwise provided by law is guilty of a felony which is punishable by imprisonment in the state prison. Any person who removes, without authority of law, any Native American artifacts or human remains from a Native American grave or cairn with the intent to sell or dissect or with malice or wantonness is guilty of a felony which is punishable by imprisonment in the state prison.

It is the policy of the state that Native American remains and associated grave artifacts shall be repatriated.

In the event of discovery of Native American human remains in any location other than a dedicated cemetery, the County Coroner must contact the Native American Heritage Commission. Upon notification by the County Coroner, the Commission shall immediately notify those persons believed to be most likely descended from the deceased Native American. The descendants may, with the permission of the land owner, inspect the site of the discovery and may recommend means for treating or disposing, with appropriate dignity, the human remains and any associated grave goods.

Exemption of Public Records Open to Inspection. (GC Sections 6253, 6254)

Authorizes state or local governmental agencies to exempt inspection of public records. Every agency may adopt regulations stating the procedures to exempt public records from disclosure under the Public Records Act. Disclosure of record is not required for records of Native American graves, cemeteries, and sacred places maintained by the Native

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American Heritage Commission.

Interference With Native American Religion or Damage to Places of Worship. (PRC Section 5097.9)

Provides for open expression of Native American religious practices on public lands. No public agency and no private party using or occupying public property shall in any manner interfere with the free expression or exercise of Native American religion or cause severe or irreparable damage to any Native American sanctified cemetery, place of worship, religious or ceremonial site, or sacred shrine located on public property, except on a clear and convincing evidence that the public interest and necessity so require.

Native American Historical, Cultural, and Sacred Sites. (PRC Sections 5097.9-5097.991)

Provides for the protection of Native American cultural and sacred sites in California and the establishment of the Native American Heritage Commission. No public agency or private party shall interfere with the free expression and exercise of Native American religion on public property or cause severe or irreparable damage to any Native American sanctified cemetery, place of worship, religious or ceremonial site, or sacred shrine located on public property, except when public interest or necessity otherwise requires. The Native American Heritage Commission is established consisting of nine members, including at least five elders, traditional people, or spiritual leaders nominated by Native American organizations, tribes, or groups in California and appointed by the Governor. The Commission shall identify and catalog places of special religious or social significance to Native Americans and known graves and cemeteries of Native Americans on private land. In addition, the Commission may prepare an inventory of Native American sacred places that are located on public lands.

In cooperation with the Attorney General, the Commission shall bring legal action to prevent severe and irreparable damage to, or assure appropriate access for Native Americans to, a sanctified cemetery, place of worship, religious or ceremonial site, or sacred shrine located on public land. In any legal action, the Commission shall introduce evidence showing that such cemetery, place, site, or shrine has been historically regarded as a sacred or sanctified place by Native American people and represents a place of unique historical and cultural significance to an Indian tribe or community.

The Commission shall assist Native Americans in obtaining appropriate access to sacred places that are located on public lands for ceremonial or spiritual activities; help mediate disputes between landowners and known descendants on the treatment and disposition of Native American human burials, skeletal remains, and items associated with Native American burials; and assist interested landowners in developing agreements with appropriate Native American groups for treating or disposing, with appropriate dignity, of the human remains and any items associated with Native American burials.

**APPENDIX 3:  
CERTIFIED LOCAL GOVERNMENT  
CERTIFICATION CONTACT LIST**

**Alameda (City)**

Ms. Judith Altschuler, Associate Planner County: Alameda  
City of Alameda Planning Department Date Certified: 12-19-86  
Room 102 - City Hall  
2263 Santa Clara Avenue  
Alameda, California 94501  
(510) 748-4554  
(510) 748-4548 FAX

**Burbank (City)**

Mr. Lothar Von Schoenborn County: Los Angeles  
Advance Planning Administrator Date Certified: 9-23-96  
City of Burbank Planning Department  
275 E. Olive Avenue  
Post Office Box 6459  
Burbank, California 91510-6459  
(818) 238-5250  
(818) 238-5150 FAX

**Colusa (City)**

Ms. Lorie Adams, Deputy Clerk County: Colusa  
Colusa Heritage Preservation Committee Date Certified: 10-24-96  
Post Office Box 1063  
Colusa, California 95932  
(916) 458-4740  
(916) 458-8674 FAX

**Danville (Town)**

Mr. Dean Parsons, Associate Planner County: Contra Costa

Town of Danville Planning Dept Date Certified: 10-23-91

510 La Gonda Way

Danville, California 94526-1740

(510) 820-1080

(510) 838-0360 FAX

**Davis (City)**

Ms. Esther Polito County: Yolo

Administrative Analyst Date Certified: 5-30-95

City of Davis Historical Resources

Management Commission

23 Russell Blvd.

Davis, California 95616

(916) 757-5626

(916) 758-0204 FAX

**Escondido (City)**

Mr. Abdul Farrah, Assistant Planner County: San Diego

City of Escondido Planning Department Date Certified: 11-30-89

201 North Broadway, Civic Center Plaza Notes: GIS

Escondido, California 92025-2798

(760) 432-4537

(760) 738-4313 FAX

**Fresno (City)**

Ms. Dolores Mellon County: Fresno  
Historic Preservation Specialist Date Certified: 09-23-96  
City of Fresno  
Historic Preservation Commission  
2600 Fresno Street, Room 3076  
Fresno, California 93721  
(209) 498-2639  
(209) 488-1078 FAX

**Glendale (City)**

Mr. John McKenna, Director County: Los Angeles  
City of Glendale Planning Division Date Certified: 02-12-88  
633 East Broadway, Room 103 Direct Contact:  
Glendale, California 91206-4386 Gerald Wasser  
(818) 548-2140  
(818) 240-0392 FAX

**Highland (City)**

Ms. Kim Stater, Associate Planner County: San Bernardino  
City of Highland Date Certified: 4-17-95  
26985 Base Line  
Highland, California 92346  
(909) 864-8732, Ext. 210  
(909) 862-3180 FAX

**La Quinta (City)**

Ms. Leslie Mouriquand County: Riverside

Associate Planner Date Certified: 4-20-95

Planning and Development Department

City of La Quinta

78-495 Calle Tampico

Post Office Box 1504

La Quinta, California 92253

(760) 777-7125

(760) 777-7101 FAX

**Long Beach (City)**

Ms. Ruthann Lehrer County: Los Angeles

Neighborhood and Historic Preservation Date Certified: 05-19-92

Officer, City of Long Beach

Dept of Planning & Building

333 West Ocean Boulevard, 5th Floor

Long Beach, California 90802

(310) 570-6864

(310) 570-6068 FAX

**Los Altos (City)**

Mr. Vance Phillips, Staff Liaison County: Santa Clara

Historical Commission Date Certified: 12-04-90

City of Los Altos

One North San Antonio Road

Los Altos, California 94022

(415) 948-0226

(415) 941-7419 FAX

**Los Gatos (Town)**

Ms. Sandy Baily County: Santa Clara

Town of Los Gatos Planning Dept Date Certified: 07-25-90

110 East Main Street

Post Office Box 949

Los Gatos, California 95032

(408) 354-6873

(408) 354-8431 FAX

**Marysville (City)**

Mr. Stan Eisner, AICP County: Yuba

Interim City Planner Date Certified: 4-28-97

City of Marysville

526 "C" Street

Post Office Box 150

Marysville, California 95901

(916) 741-6607

(916) 741-7160

**Monterey (City)**

Mr. Bruce Kibby, Senior Planner County: Monterey

City of Monterey Date Certified: 02-06-97

Planning & Community Development Dept

City Hall

Monterey, California 93940

(408) 646-3895

(408) 646-3408 FAX

**Monterey (County)**

Ms. Linda Weiland County: Monterey

Planning & Building Inspection Dept. Date Certified: 3-14-95

County of Monterey Alternate Contact:

Post Office Box 1208 Meg Weldon

Salinas, California 93902 (408) 755-4913

(408) 755-5306

(408) 755-5487 FAX

**Napa (City)**

Ms. Marcia J. Maleske, Principal Planner County: Napa

City of Napa Cultural Heritage Commission Date Certified: 02-18-88

1600 First Street

Post Office Box 660

Napa, California 94559-0660

(707) 257-9530

(707) 257-9522 FAX

**Oakland (City)**

Mr. Gary Knecht, Coordinator County: Alameda

Cultural Heritage Survey Date Certified: 12-19-86

City of Oakland Planning Dept

1330 Broadway, Suite 310

Oakland, California 94612

(510) 238-3941

(510) 238-6538 FAX

**Oceanside (City)**

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City of Oceanside Planning Dept. Date Certified: 03-08-91  
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Oceanside, California 92054-2885  
(760) 966-4775  
(760) 966-4164 FAX

**Palo Alto (City)**

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Planning & Urban Community Environment Date Certified: 02-11-92  
City of Palo Alto  
250 Hamilton Avenue  
Post Office Box 10250  
Palo Alto, California 94303-0862  
(415) 329-2561  
(415) 329-2240 FAX

**Pasadena (City)**

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Design & Historic Preservation Section Date Certified: 09-30-86  
City of Pasadena  
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Post Office Box 7115  
Pasadena, California 91109-7215  
(818) 405-4228, Ext. 6754  
(818) 405-3958 FAX

**Redondo Beach (City)**

Ms. Anita Kroeger, Associate Planner County: Los Angeles  
City of Redondo Beach Planning Dept Date Certified: 12-04-90  
415 Diamond Street Notes: GIS  
Post Office Box 270  
Redondo Beach, California 90277-0270  
(310) 318-0637  
(310) 372-8021 FAX

**Redwood City (City)**

Mr. Charles Jany, Secretary County: San Mateo  
Redwood City Historic Resources Date Certified: 11-20-92  
Advisory Committee Notes: GIS  
1017 Middlefield Road  
Post Office Box 391  
Redwood City, California 94064-0391  
(415) 780-7239  
(415) 780-7225 FAX

**Riverside (City)**

Ms. Anthea Hartig County: Riverside  
Historic Preservation Manager Date Certified: 3-16-95  
City of Riverside Planning Department  
3900 North Main Street  
Riverside, California 92522  
(909) 782-5371  
(909) 782-5622 FAX

**Sacramento (City)**

Ms. Roberta B. Deering County: Sacramento  
Preservation Director Date Certified: 10-21-96  
City of Sacramento  
1231 "I" Street, Room 302  
Sacramento, California 95814  
(916) 264-8259  
(916) 264-8329 FAX

**San Clemente (City)**

Ms. Teri Delcamp County: Orange  
San Clemente Community Design Comm. Date Certified: 03-03-93  
Planning Division Notes: GIS  
910 Calle Negocio, Suite 100  
San Clemente, California 92673  
(714) 498-2533 ext. 3311  
(714) 361-8281 FAX

**San Diego (City)**

Mr. Michael Tudury, Architect & Planner County: San Diego  
City of San Diego Date Certified: 09-30-86  
Historic Site Board  
202 "C" Street, M.S. 4A  
San Diego, California 92101  
(619) 235-5224  
(619) 533-5951 FAX

**San Diego (County)**

Mr. Gary Fink County: San Diego  
County of San Diego Date Certified: 01-05-89  
Historic Site Board Notes: GIS  
5201 Ruffin Road, Suite B  
San Diego, California 92123-1666  
(619) 694-3016  
(619) 694-3373 FAX

**San Francisco (City/County)**

Mr. Mark Paez County: San Francisco  
Landmarks Preservation Advisory Board Date Certified: 5-31-95  
City/County of San Francisco  
1600 Mission Street, 5th Floor  
San Francisco, California 94103-2414  
(415) 558-6345  
(415) 558-6426 FAX

**San Jose (City)**

Mr. Ron Eddow County: Santa Clara  
Historic Preservation Officer Date Certified: 8-18-97  
City of San Jose Historic Landmarks Com.  
Department of City Planning & Building  
801 North First Street, Room 400  
San Jose, California 95110-1795  
(408) 277-4576  
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**Santa Clara (City)**

Mr. Arthur Henriques, City Planner County: Santa Clara  
City of Santa Clara Planning Department Date Certified: 11-14-86  
1500 Warburton Avenue, City Hall  
Santa Clara, California 95050  
(408) 984-3111  
(408) 241-3823 FAX

**Santa Cruz (City)**

Mr. Ken Thomas, Acting Planning Dir. County: Santa Cruz  
Historic Preservation Commission Date Certified: 11-15-95  
City of Santa Cruz  
809 Center Street  
Santa Cruz, California 95060  
(408) 429-3567  
(408) 457-2330 FAX

**Santa Cruz (County)**

Ms. Cherry McCormick, Planner County: Santa Cruz  
Planning Department Date Certified: 11-14-86  
County of Santa Cruz Notes: GIS  
701 Ocean Street  
Santa Cruz, California 95060  
(408) 454-3132  
(408) 454-2131 FAX

**Santa Monica (City)**

Ms. Donna Jerex, Associate Planner County: Los Angeles

Planning and Zoning Division Date Certified: 06-09-92

City of Santa Monica Notes: GIS

1685 Main Street

Post Office Box 2200

Santa Monica, California 90407-2200

(310) 458-8341

(310) 458-3380 FAX

**Saratoga (City)**

Mr. George White, Secretary to County: Santa Clara

Commission, City of Saratoga Date Certified: 10-06-88

13777 Fruitvale Avenue

Saratoga, California 95070

(408) 867-3438

(408) 741-1132 FAX

**Sunnyvale (City)**

Ms. Jerry Langtree, Assoc. Planner County: Santa Clara

City of Sunnyvale Planning Department Date Certified: 01-07-93

456 West Olive Avenue Alternate Contact:

Post Office Box 3707 Bonnie Sachs

Sunnyvale, California 94088-3707 (408) 730-7453

(408) 730-7591

(408) 730-7715 FAX

**Tuolumne (County)**

Ms. Robin Wood, Senior Planner County: Tuolumne

County of Tuolumne Planning Dept Date Certified: 11-12-91

2 South Green Street Notes: GIS

Sonora, California 95370

(209) 533-5611

(209) 533-5616 FAX

**Tustin (City)**

Mr. Scott Reekstin, Planner County: Orange

Community Development Department Date Certified: 07-31-91

City of Tustin Notes: GIS

300 Centennial Way

Tustin, California 92680

(714) 573-3016

(714) 573-3113 FAX

**Vallejo (City)**

Ms. Christine Sinnette, Staff Liaison County: Solano

City of Vallejo Architectural Heritage Date Certified: 05-19-92

and Landmarks Commission

555 Santa Clara Street

Post Office Box 3068

Vallejo, California 94590

(707) 648-4506

(707) 552-0163 FAX

**Ventura (County)**

Mr. Kim Hocking, Senior Planner County: Ventura

County of Ventura Date Certified: 11-12-91

Cultural Heritage Board

800 South Victoria Avenue, L#1740

Ventura, California 93009

(805) 654-2414

(805) 654-2509 FAX

**West Hollywood (City)**

Ms. Lisa Heep, Planning Manager County: Los Angeles

Department of Community Development Date Certified: 10-23-91

City of West Hollywood Direct Contact:

8300 Santa Monica Boulevard Jennifer Davis

West Hollywood, California 90069-4314 Associate Planner

(213) 848-6476 (213) 848-6475

(213) 848-6569 FAX

**Yolo (County)**

Mr. Larry Rillera, Manager County: Yolo

Parks and Facilities Date Certified: 01-30-89

County of Yolo Notes: GIS

625 Court Street, Room #203

Woodland, California 95695

(916) 666-8179

(916) 666-8117 FAX

**APPENDIX 4:  
INFORMATION CENTERS OF THE CALIFORNIA  
HISTORICAL RESOURCES INFORMATION SYSTEM**

**Northwest Information Center**

Counties: Alameda, Colusa, Contra Costa, Del Norte, Humboldt, Lake, Marin, Mendocino, Monterey, Napa, San Benito, San Francisco, San Mateo, Santa Clara, Santa Cruz, Solano, Sonoma, Yolo

Ms. Leigh Jordon, Coordinator  
Department of Anthropology  
Sonoma State University  
1801 East Cotati Avenue  
Rohnert Park, California 94928  
(707) 664-2494  
Fax (707) 664-3947  
nwic.center@sonoma.edu

**Northeast Information Center**

Counties: Butte, Glenn, Lassen, Modoc, Plumas, Shasta, Sierra, Siskiyou, Sutter, Tehama, Trinity

Dr. Mark Kowta, Coordinator  
Department of Anthropology, Langdon 303  
California State University, Chico  
Chico, California 95929-0400  
Attn: Lisa Swillinger  
(530) 898-6256  
Fax (530) 898-6824  
neinfocntr@campusop.csuchico.edu

**North Central Information Center**

Counties: Amador, El Dorado, Nevada, Placer, Sacramento, Yuba

Dr. Jerald J. Johnson, Coordinator  
Department of Anthropology  
California State University, Sacramento  
6000 J Street  
Sacramento, California 95819-6106  
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(916) 278-6217  
Fax (916) 278-5162  
ncic@csus.edu

**Central California Information Center**

Counties: Alpine, Calaveras, Mariposa, Merced, San Joaquin, Stanislaus, Tuolumne

Ms. Elizabeth A. Greathouse, Coordinator

Department of Anthropology

California State University, Stanislaus

801 W. Monte Vista Avenue

Turlock, California 95382

(209) 667-3307

Fax (209) 667-3324

egreatho@toto.csustan.edu

**So. San Joaquin Valley Information Center**

Counties: Fresno, Kern, Kings, Madera, Tulare

Dr. Garrit Fenenga, Coordinator

California State University, Bakersfield

9001 Stockdale Highway

Bakersfield, California 93311-1099

Attn: Adele Baldwin

(805) 664-2289

Fax (805) 664-2415

abaldwin@academic.csubak.edu

**Central Coastal Information Center**

Counties: San Luis Obispo, Santa Barbara

Dr. Michael A. Glassow, Coordinator

Department of Anthropology

University of California, Santa Barbara

Santa Barbara, California 93106

Attn: Justin Jennings

(805) 893-2474

Fax: (805) 893-8707

6500jnj0@ucsbuxa.ucsb.edu

**South Coastal Information Center**

County: San Diego

Dr. Lynne Christenson, Coordinator

Social Sciences - Research Laboratory

5500 Campanile Drive

San Diego State University

San Diego, California 92182-4537

Attn: Christina Mirsky  
(619) 594-5682  
Fax (619) 594-1358  
lchrste@mail.sdsu.edu

**San Bernardino Archaeological Information Center**

County: San Bernardino  
Robin Laska, Acting Coordinator  
San Bernardino County Museum  
2024 Orange Tree Lane  
Redlands, California 92374  
(909) 792-1497  
Fax (909) 798-8585  
robinlaska@aol.com

**Eastern Information Center**

Counties: Inyo, Mono, Riverside  
Dr. M. C. Hall, Coordinator  
Dept. of Anthropology  
University of California, Riverside  
Riverside, California 92521-0418  
Attn: Kay White  
(909) 787-5745  
Fax (909) 787-5409  
eickw@ucr.ac1.ucr.edu

**Southeast Information Center**

County: Imperial  
Mr. Jay von Werlhof, Coordinator  
Imperial Valley College Desert Museum  
Post Office Box 430 (11 Frontage Road)  
Ocotillo, California 92259  
Attn: Karen Collins  
(760) 358-7016  
Fax (760) 358-7827  
ivcdm@imperial.cc.ca.us

**South Central Coastal Information Center**

Counties: Los Angeles, Orange, Ventura

Dr. Phyllisa Eisentraut, Coordinator

Institute of Archaeology, A-163 Fowler Bldg

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Los Angeles, California 90095-1510

(310) 825-1980

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sccic@ucla.edu

**APPENDIX 5:  
1995 PRESERVATION TASK FORCE  
SUB-COMMITTEE ON ARCHAEOLOGY**

<u>Name</u>	<u>Work Group</u>	<u>Affiliation</u>
Julia Costello, Ph.D. (Sub-Committee Co-Chair)	Public Involvement/Education Cultural Resource Management	Soc. for California Archaeology Foothill Research Associates
Patricia Martz, Ph.D.* (Sub-Committee Co-Chair)	Cultural Resource Management Professional Standards and Guidelines	SHRC CSU Los Angeles
Danae J. Aitchison	Cultural Resource Management Public Involvement/Education	Remy and Thomas
Gary Breschini	Professional Standards and Guidelines Public Involvement/Education	Archaeological Consultant
Mark Campbell	Cultural Resource Management Professional Standards and Guidelines	Campbell Research
Lynne Christenson, Ph.D.*	Data Mgt., Information Centers, Curation	South Coastal Information Center
Lynn Dunbar*	Preservation and Conservation Cultural Resource Management	Archaeological Conservancy
Lucy Dunn	Cultural Resource Management Public Involvement/Education Preservation and Conservation	Koll Real Estate Group
Sandy Elder	Sub-Committee Coordinator Cultural Resource Management	OHP
Daniel Foster	Public Involvement/Education Preservation and Conservation	Dept. of Forestry and Fire Protection
Mary A. Gordon*	Public Involvement/Education	Teacher

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**A COMPREHENSIVE STATEWIDE HISTORIC PRESERVATION PLAN FOR CALIFORNIA**

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Suzanne Guerra	Cultural Resource Management Public Involvement/Education	OHP
Rob Jackson*	Professional Standards and Guidelines	Pacific Legacy, Inc.
Leigh Jordan	Data Mgt., Information Centers, Curation	Northwest Information Center
Russell Kaldenberg	Professional Standards and Guidelines	Bureau of Land Management
Shelly Davis-King	Professional Standards and Guidelines Cultural Resource Management	Davis-King and Associates
Mary Maniery	Public Involvement/Education	SCA Par Environmental Services, Inc.
Richard Markley	Public Involvement/Education	Tahoe National Forest
Dana McGowan	Cultural Resource Management	Jones and Stokes Assoc., Inc.
Larry Meyers	Professional Standards and Guidelines	Native American Heritage Comm.
Denise McLemore	Professional Standards and Guidelines	
Anna Noah	Cultural Resource Management Public Involvement/Education	San Diego, Dept. of Public Works
Adrian Praetzellis, Ph.D.	Professional Standards and Guidelines	
Gary Reinoehl	Cultural Resource Management Public Involvement/Education	OHP
Joan Schneider, Ph.D.	Data Mgt., Information Centers, Curation Preservation and Conservation	Archaeological Research Unit, UC Riverside
William Seidel*	Preservation and Conservation Data Mgt., Information Centers, Curation	OHP
Peggy Shannon	Cultural Resource Management Professional Standards and Guidelines	Shannon and Associates

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**A COMPREHENSIVE STATEWIDE HISTORIC PRESERVATION PLAN FOR CALIFORNIA**

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Laurie Warner	Cultural Resource Management	Sacramento County, Dept. of Environmental Review
Georgie Waugh	Data Mgt., Information Centers, Curation	CalTrans
Larry Weigel*	Professional Standards and Guidelines Public Involvement/Education	Sacramento Archaeological Society
Helen Wells, Ph.D.	Cultural Resource Management Public Involvement/Education	Archaeological Consultant
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Andy Yatsko	Data Mgt., Information Centers, Curation	US Navy-NAS North Island, San Diego
<u>With contributions by:</u>		
Joanne Mack, Ph.D.	Public Involvement/Education	Claremont College
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Ann Duffield-Stoll	Public Involvement/Education	
Carol Roland	Cultural Resource Management	OHP



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