

# Plan Ahead: Preservation in General Plans

There is no program without a plan  
(Janet Hansen)



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California Office of  
Historic Preservation

## Keeping Time III

Tuolumne County, California

June 18, 2010

# Is this Happening in Your Community?



Inappropriate alterations to buildings?

Is this  
Happening in  
Your  
Community?

Clutter in the  
streetscapes?



# Is this Happening in Your Community?



Have you ever had the experience of driving down a road and realizing that what once was a farm. . .

had turned into a strip mall?



# Is this Happening in your Community?

Construction of out-of-character houses and businesses?



# Is this Happening in Your Community?

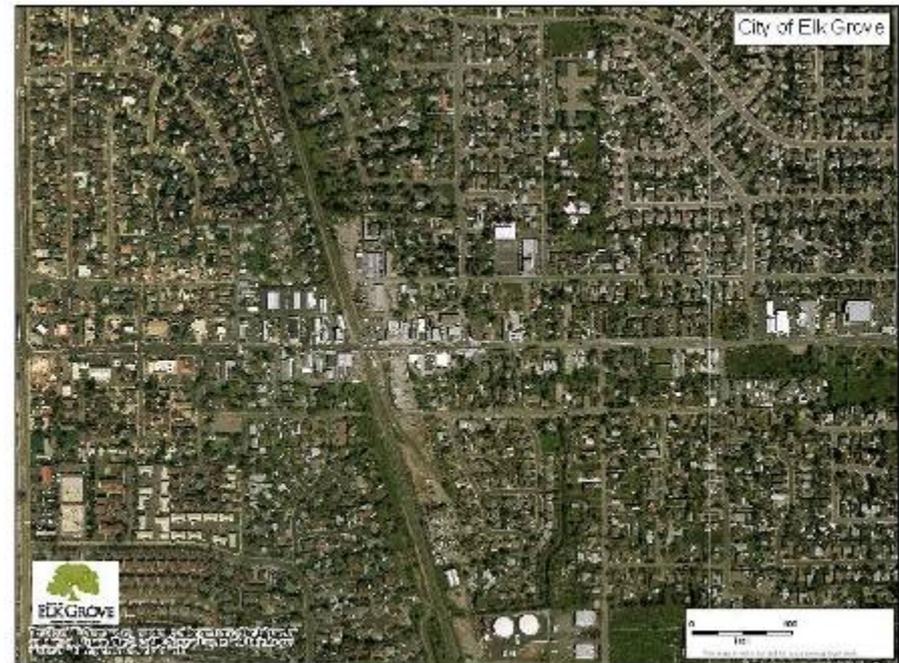


# Is this Happening in your Community?

Extreme population growth ?



1937



2006

Elk Grove, California

# Why Preserve?

Why do we want to preserve historic places?

Without knowing why, there is no real point in pursuing historic preservation planning



Chinese Camp

# Quality of Life Values

Preservation impacts quality of life by making a tangible link with something real and meaningful (Richard Moe)



Pasadena



Sacramento, Midtown

# Economic Values

- Heritage Tourism
- Rehabilitation & Adaptive Reuse
- Resource conservation
- Property Values
- Revitalized downtowns
- Incubate locally-owned small businesses
- Sustainable communities



Groveland Hotel

# Aesthetic Values



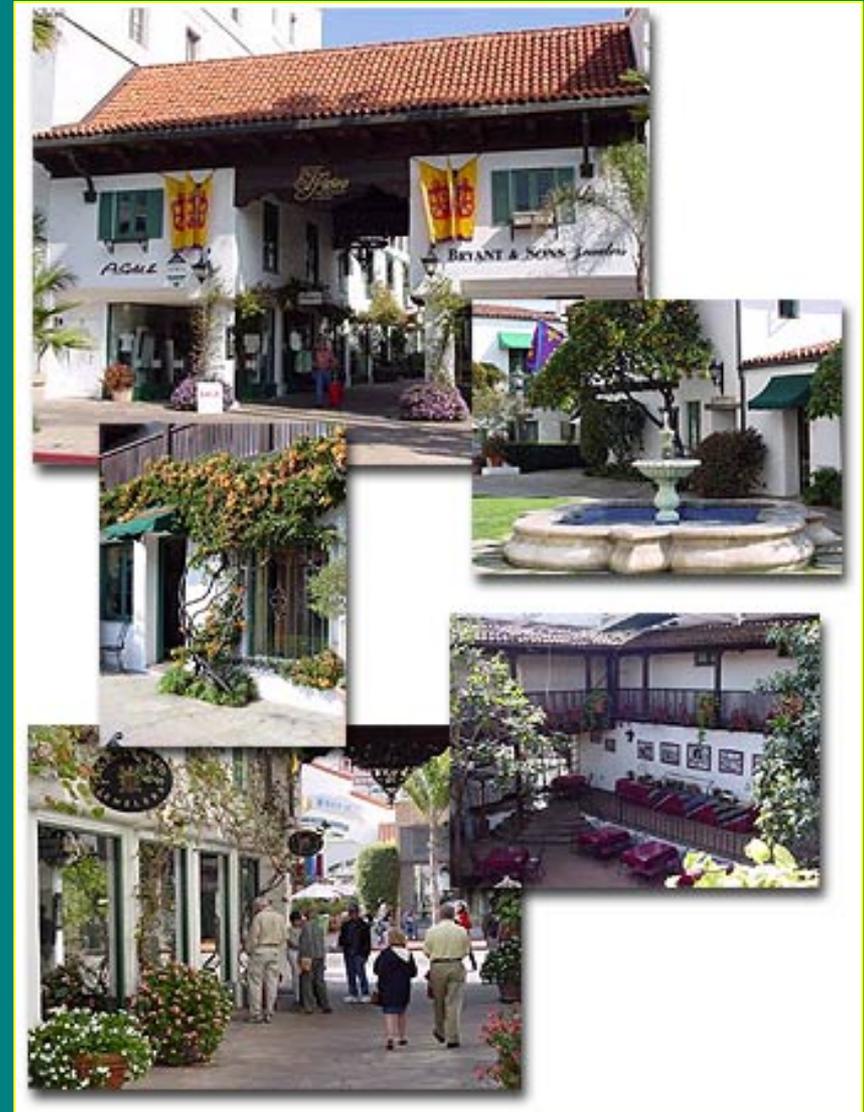
Sonora

- Promotes sense of time and place
- Connection to the past
- Scale
- Distinctiveness
- Craftsmanship

# Social Values

## Preservation Promotes

- Mixed use neighborhoods
- Pedestrian orientation
- Sense of community
- Preserve open space & agricultural land
- Keeps shared memories intact



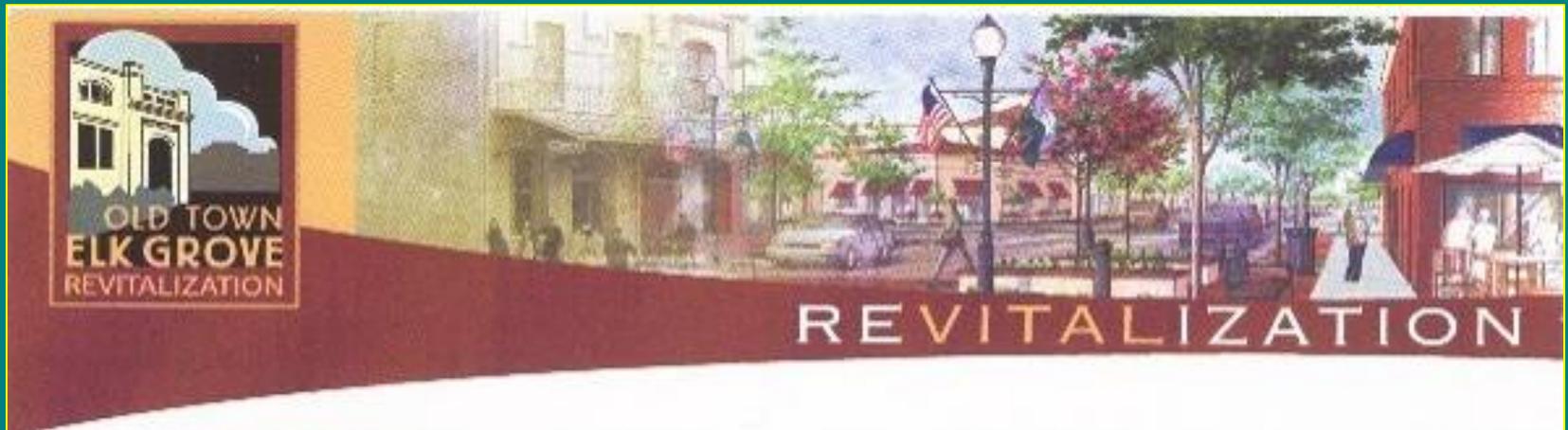
El Paseo, Santa Barbara

If preservation has these values,  
then why do bad things happen to  
historic properties?

- Not everyone shares the same values
- Property rights questions
- Monetary value of real estate
- State of the economy
- Lack of good planning

# Linking Historic Preservation and Planning

- Tied to land use planning
- Integration of historic preservation into city and county planning departments



# General Plans

- California law requires local governments adopt a general plan “for the **physical development** of the county or city. . . .”
- California Supreme Court has called the general plan the “constitution for future development.”
  - The policies of the general plan are intended to underlie most land use decisions.
  - Subsequent development must be consistent with the adopted general plan.

# General Plans

- Required Elements
  - Land Use
  - Circulation
  - Housing
  - Conservation
  - Open-Space
  - Noise
  - Safety

# General Plans

## Optional Elements

- Government Code allows local governments to fashion elements that address subjects of particular interest to them.
  - Historic Preservation

# Why put Historic Preservation into the General Plan?

- A concept grounded in fundamental planning principles, not necessarily specific to preservation
- Planning is a “deliberative process of devising a set of actions to change the future course of events for some public purpose.” (Karen Christiansen, *Cities and Complexity: Making Intergovernmental Decisions*)
- Attempt to impose some level of certainty about the future

# Why Adopt a Separate Historic Preservation Element?

- In order to make land use decisions that do not adversely affect historic resources, preservation must have a dedicated seat at the decision table.
- Effective plans provide information for interdependent decisions, especially if they are irreversible.

# Why Adopt a Separate Historic Preservation Element?

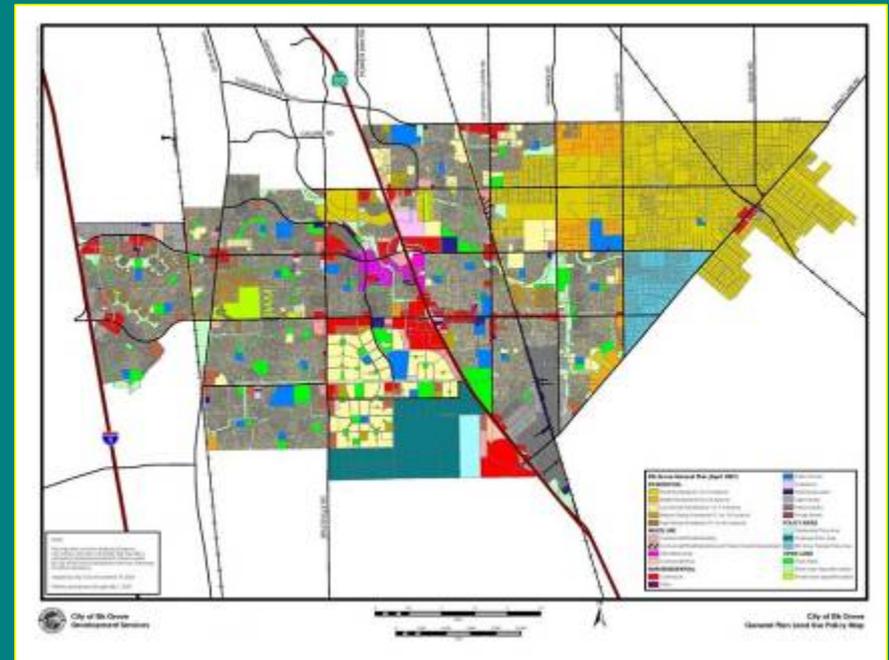
- Independent element demonstrates that preservation is valid land use concern.
- Helps bring historic preservation into parity with other land use concerns in the debate.
- Elevates importance of preservation in minds of decision-makers

# Why Adopt a Separate Historic Preservation Element?

- Once adopted it has same force of law as the seven required elements.
- By adopting a preservation element, preservation can become mainstream
- Helps shed the idea of "hysterical preservation"

# Historic Preservation Element of the General Plan

- General Plans represent the only formal, unified overview of the quality of life in a community
- General Plans are the place to link historic preservation into land use planning



Elk Grove General Plan Land Use Map

# Historic Preservation Elements

- **A Major Caveat:**
  - How preservation fares once it is at the table depends on the politics of decision-making
  - No plan will be effective unless leaders implement the actions described in the plan
  - State has no real penalties for failure to enact provisions -leaves enforcement to courts and individual actions

# General Plan Framework

- No community is static, therefore, planning is not static
- An Historic Preservation Element is a process, not an ordinance

# General Plan Framework

- Most general plans identify
  - Goals
  - Policies
  - Implementation action

# Historic Preservation Element Framework

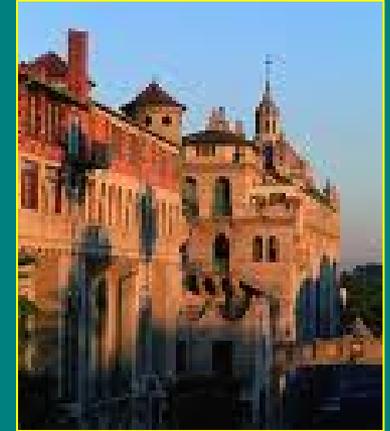
- Foundation
  - Historic context of the community
  - Purpose of the element
  - Why it is being adopted
- Preservation Planning the major goal
  - Identification of historic properties
  - Designation
  - Preservation (regulation) of resources
- Institutional support considerations

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# Historic Context

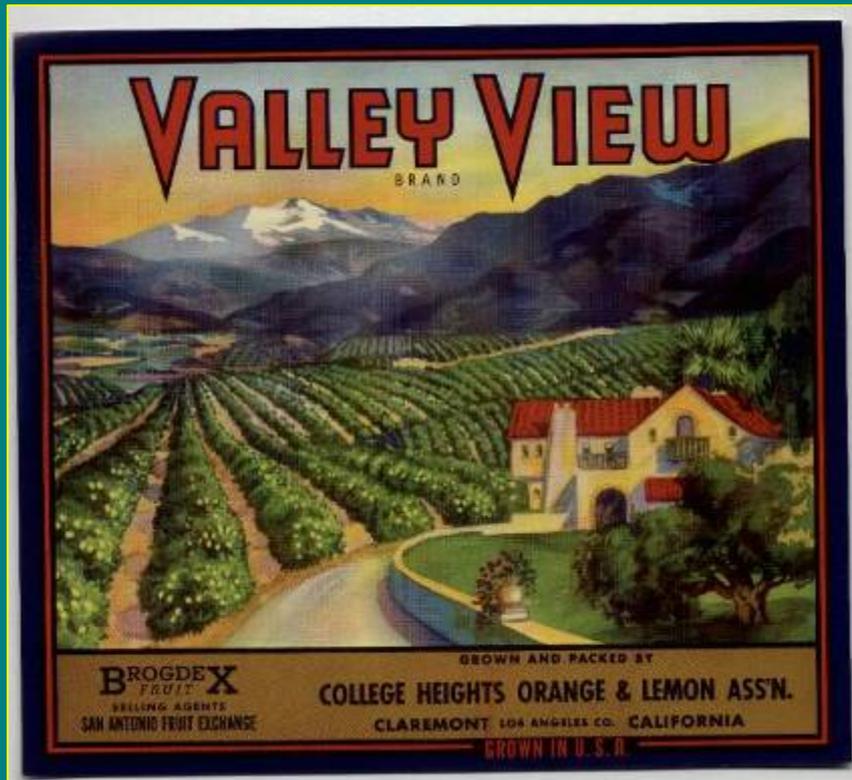
## City of Riverside



Riverside's historic buildings, structures, objects, archeological sites and features, landscapes and neighborhoods are physical reminders of the ways in which early inhabitants and later citizens of Riverside used and developed the land. **These resources represent contexts or themes important in the history of the city.** It is important to develop historic contexts as a preservation planning tool. They not only provide a broad understanding of settlement and development patterns, but also identify resource types that reflect those patterns and give the city its unique character and identity.

# Historic Context

## City of Claremont



- Citrus Industry Claremont growers established one of the earliest citrus cooperatives for marketing and shipping citrus fruit, a model that led to the organization of the Sunkist cooperative. At its height the industry supported four citrus packing houses, an ice house, and a precooling plant along the railroad tracks in Claremont.

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# Purpose of the Element

## City of Calabasas

- Local history, cultural diversity, and artistic expression play vital roles in establishing identity and enriching human life in communities. Calabasas enjoys a richness in its history that sets the stage for ongoing community development in a way that acknowledges and memorializes the past, while **informing decisions** about the community's ongoing cultural development. The Cultural Resources Element **establishes policies** that both lay a foundation to protect and interpret cultural resources (paleontological, archaeological, and historic) and **encourage and foster the community's cultural and artistic development.**

# Purpose of the Element

## Mariposa County

- Without policies and standards aimed specifically at preserving and enhancing tangible evidences of the past, future development or neglect could result in further destruction to the County's history. The Historic and Cultural Resources Element addresses the following issues.

- Identification of Historic and Cultural Resources
- Relationship of Cultural and Historic Resources to the General Plan Issues
- Opportunities for Preservation of Historic and Cultural Resources
- Balancing Private Property Rights and Historic Deterioration of Historic and Cultural Resources
- Preservation
- Native American Consultation



Mariposa

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# Preservation and Enhancement

City of Pasadena



- **Goal:**
  - Preservation and enhancement of the City's cultural and historic buildings, streets and districts, not merely as gentle reminders of a pleasant past but also as relevant and unique alternatives for the present and the future - a source of community identity, social, ecological and economic vitality

# Preservation and Enhancement

City of Pasadena

- **Objectives:**

1. Identification, maintenance and protection of buildings, streets or districts having historic and cultural significance.

2. A program of public awareness and support for historic and cultural preservation as a key to Pasadena's uniqueness and future economic vitality.

3. A positive philosophy of preservation as a valid and necessary component at every phase of governmental decision making.

4. Relating new development to existing environment in scale, material and character so that Pasadena's inherent human scale, visual and functional diversity may be maintained and enhanced.

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# Preservation: New Programs

- Elk Grove example
  - New city
  - New program
  - HP element basically lays out what the program should look like

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# Historic Preservation Element

## Elk Grove

### Goal

- Preservation and enhancement of Elk Grove's historic structures and districts

### Policy

- Encourage the preservation and enhancement of existing historical and archaeological resources in the City

### Actions

- Adopt a Historic Preservation Ordinance
- Establish a Historic Preservation Committee
- Develop and update a comprehensive historic resource inventory

# PRESERVATION: RELATIONSHIP TO LAND-USE PLANNING

City of Riverside

## Goal

The relationship of historic preservation planning to the City's other planning activities requires a comprehensive approach. Although it is not required in state planning law, a historic preservation component was included in the Community Enhancement element of the City of Riverside General Plan, adopted in 1994. However, this component is primarily a stand-alone approach to a preservation program, even though the vision that created that General Plan provided opportunities for using preservation as a tool to achieve many of the visionary goals. This historic preservation element has been created specifically to complement the present and future goals of land use planning for the City of Riverside. The methodology used for preparing the plan was the same methodology used in preparing other long-range planning documents. Thus, this plan is future oriented; it is based on policies that require periodic evaluation and amendment according to need and changing conditions.

# PRESERVATION: RELATIONSHIP TO LAND-USE PLANNING

City of Riverside

- **Objective:**
  - To use historic preservation principles as an equal component in the planning and development process.

# PRESERVATION: RELATIONSHIP TO LAND-USE PLANNING

City of Riverside

- **Policy:**

- The City shall promote the preservation of cultural resources to ensure that citizens of Riverside have them opportunity to understand and appreciate the City's unique heritage.
- The City shall use historic preservation as a tool for "smart growth" and mixed use development

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# Identification and Preservation of Historic and Cultural Resources

City of Sacramento

- **Goal**

Identify and preserve the city's historic and cultural resources to enrich our sense of place and our understanding of the city's prehistory and history.

# Identification

## City of Sacramento

- **Policy**

- The City shall identify historic and cultural resources including individual properties, districts, and sites (e.g., archaeological sites) to provide adequate protection of these resources.



# Historic Preservation Element Framework

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# Designation

## City of Redlands

- **Classification of Historic Resources.**
  - Historic resources in Redlands are divided into five categories: landmarks, historic properties, historic and scenic districts, historic and scenic thematic collections, and urban conservation districts



Redlands Train Station

# Historic Preservation Element Framework

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# Preservation: Applicable Laws and Regulations

City of Sacramento

- **Policy**

- The City shall ensure that City, State, and Federal historic preservation laws, regulations, and codes are implemented, including the California Historical Building Code and State laws related to archaeological resources, to ensure the adequate protection of these resources.
- The City shall ensure that City code enforcement procedures and activities comply with local, State, and Federal historic and cultural preservation requirements

# Preservation: New Development

## City of Redlands

- **Implementing Policies: New Development**
  - **3.24a** Encourage developers to construct new buildings and settings of such quality that preservationists of the future will wish to protect them. Encourage appropriate scale, materials, setbacks, and landscaping to enhance the City's beauty and historic fabric.
  - **3.24b** Establish design review guidelines for historic areas to ensure that new architecture will relate to and respect the environmental context.
  - **3.24c** Encourage compatibility of new land uses and new construction

# Preservation: Economic Incentives

City of Napa

- The City shall support the creation of a revolving loan fund for historic rehabilitation to be financed through public and private contributions with efforts to encourage banks to provide loans for rehabilitating historic properties financed with public and private contributions, for the acquisition or rehabilitation of historic properties.

# Preservation: Relationship to other Elements

City of Napa



- City shall seek routes and improvements that recognize and protect historic neighborhoods.

# Preservation: Relationship to Other Elements

City of Riverside

- The City shall protect sites of archaeological and paleontological significance and ensure compliance with the federal Native American Graves protection and Repatriation Act in its planning and project review process.
  - See the Land Use and Urban Design Element under "Hillsides" for additional information on the Protection of prehistoric resources

# For more information about General Plans and Historic Preservation Elements:

- State of California, Governor's Office of Planning & Research, *General Plan Guidelines*, Chapter 6: Optional Elements (2003),  
[http://www.opr.ca.gov/planning/publications/General\\_Plan\\_Guidelines\\_2003.pdf](http://www.opr.ca.gov/planning/publications/General_Plan_Guidelines_2003.pdf)
- State of California, Governor's Office of Planning & Research, *General Plan Guidelines Update*,  
<http://www.opr.ca.gov/index.php?a=planning/gpg.html>

# [www.ohp.parks.ca.gov](http://www.ohp.parks.ca.gov)

The screenshot shows the homepage of the California Office of Historic Preservation. At the top left is the CA.GOV logo. The main header reads "Office of Historic Preservation CALIFORNIA STATE PARKS". A navigation bar contains links for "State Parks", "OHP Home", "What's New", "Workshops", "CEQA", "CHRIS", "LEED", "THPO", "Landmarks", and "Newsletter". Below this is a secondary navigation bar with "SHPO", "Staff Contacts", "FAQs", "Decisions Pending", "Org Chart", and "Contact Us". A large banner image features a historic building and a map, with the text "Office of Historic Preservation" in a script font and the California State Parks logo. To the right of the banner are links for "OHP PUBLICATIONS and DPR", "523 FORMS", "WHAT'S NEW", "UPCOMING TRAINING and WORKSHOPS". A "Programs" section lists: Architectural Review, Governor's Awards, Local Gov't Assistance, Project Review, California Main Street, Incentives, Preservation Grants, and Registration. The main content area begins with the heading "Office of Historic Preservation" and the text "Welcome to OHP". Below this is a paragraph describing the mission of the Office of Historic Preservation (OHP) and the State Historical Resources Commission (SHRC).

CA.GOV

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Office of Historic Preservation

CALIFORNIA STATE PARKS

OHP PUBLICATIONS and DPR  
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Programs | Library | SHR Commission | Links

- Architectural Review
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- Registration

**Office of Historic Preservation**  
Welcome to OHP

The mission of the **Office of Historic Preservation (OHP)** and the **State Historical Resources Commission (SHRC)**, 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



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