introduction

Many agree that the historic preservation movement is stronger now than at any other time in California's history. The California Office of Historic Preservation (OHP) benefits from partnerships with stakeholders at federal, state, and local government levels and with numerous non-profit and for-profit organizations who are working together to promote historic preservation.

This successful partnering is reflected in several ways. The number of Certified Local Governments (CLGs) – local governmental partners with OHP – has increased steadily and now stands at 52. OHP has also entered into numerous programmatic agreements with federal and state agencies such as the U.S. Forest Service and California Department of Transportation, streamlining the Section 106 process by assigning many project review activities of the state of those agencies. OHP maintains longstanding partnerships with non-profit advocacy groups throughout the state such as the California Preservation Foundation, Society for California Archaeology and California Council for the Promotion of History, with new partnerships being formed each year in different regions of the state.

Despite this progress, our cultural heritage is still at risk. On a regular

Alpine County Courthouse, Markleeville. Built in 1916 on plans by Reno, Nevada architect, Frederick DeLongchamps. It was the first building to be listed in the National Register in tiny Alpine County (pop. 1200).

basis, parts of our heritage – from historic buildings to bridges to archaeological sites – are destroyed. The primary purpose of this Comprehensive Statewide Historic Preservation Plan (State Plan) is to provide guidance to OHP and the preservation community for the identification, registration, protection, and preservation of important historic resources, and to establish priorities for the use of limited resources available for the program.

This State Plan is a requirement for California's participating in the larger federal historic preservation program and for receiving financial support from the Historic Preservation Fund. Section 101 (b)(3)(c) of the National Historic Preservation Act (NHPA) instructs the State Historic Preservation Officer (SHPO) to "prepare and implement a comprehensive statewide historic preservation plan." National Park Service (NPS) guidelines for this program list the general requirements of such a plan: "(1) meets the circumstances of each State; (2) achieves broad-based public and professional involvement throughout the State; (3) takes into consideration issues affecting the broad spectrum of historic and cultural resources within the State; (4) is based on the analyses of resource data and user needs; (5) encourages the consideration of historic preservation within broader planning environments at the federal, state, and local levels; and (6) is implemented by SHPO operation."

Eichler home in Palo Alto. A contributing building in a historic district comprised entirely of home by increasingly popular tract developer, Alfred Eichler in the 1950s.

Over the years, the California OHP has prepared several versions of its State Plan. The initial effort was The California History Plan, prepared in 1973. It was a joint document, concerning the operations of State Historic Parks by the California Department of Parks and Recreation (State Parks) as well as the external historic preservation program of OHP. [OHP has always been a branch of State Parks.] This plan was first updated in 1997, in a publication prepared exclusively by and for the use of OHP, entitled, Forging a Future with a Past: Comprehensive Statewide Historic Preservation Plan for California. That plan was updated further in 2000 with publication of Comprehensive Statewide Historic Preservation Plan for California, 2000-2005. At the time of the 2000 update, the OHP and the NPS agreed to a schedule for updating California's plan on a five-year cycle.

The present publication represents California's update for the next five years, 2006-2010. The goals and objectives contained within the State Plan reflect the mission and state and federal mandates of OHP and fall within the core activities OHP pursues today and has pursued for many years, such as registration, CLG program, review of federal and federally-funded

or permitted projects, and maintenance of an inventory of historical resources. The State Plan is seen as a roadmap for more effective and efficient delivery of these core services, helping OHP to direct resources to areas of greatest need and to objectives for which the office has the greatest likelihood of success in meeting its core responsibilities in ways that better serve the preservation needs of the people of California.

PLAN PROCESS AND METHODOLOGY

This State Plan update was prepared by the staff of OHP, but in consultation with the state's preservation community and the general public. In preparing this State Plan, the office relied upon four major groups for input and exchange of data and ideas. The core group that developed this plan was the State Plan Committee within OHP, including Deputy State Historic Preservation Officer Stephen D. Mikesell, State Historians Maryln Lortie, Marie Nelson and John Thomas, State Archaeologist Michael McGuirt, Information Systems Analyst Eric Allison, Fiscal Analyst Dennis Weber, and Senior Restoration Architects Steade Craigo and Tim Brandt.

The second group included all OHP staff and the State Historic Preservation Officer (SHPO), Milford Wayne Donaldson, who assumed leadership of OHP following appointment by Governor Arnold Schwarzenegger in April 2004. The third group comprises the public at large, which was consulted early and often throughout this process. The final group was the State Historical Resources Commission (SHRC), the "state review board" for California and OHP's policy commission and link to the public.

The process for developing this State Plan followed six major steps. The first step involved planning within OHP, drawing upon the expertise of some of the most knowledgeable historic preservation experts in the state and establishing the aforementioned State Plan Committee to guide the Plan. Then, OHP held an all day "brainstorming session" in April 2004 to explore the preservation challenges, topics, and issues that should be addressed in the State Plan.

As a second step, OHP reached out to preservation partners and the general public to help identify the issues of greatest concern to them. OHP developed a web page describing the state plan process and seeking public input. An eight question State Plan Needs Assessment Survey was posted on OHP's web site in June 2004. In addition to mention of the State Plan process and survey on OHP's web site and the State of California's portal site, survey responses were solicited through email announcements to nearly 200 professional, historic preservation and or local history organizations. Several of these organizations alerted their membership to the survey through emails or announcements in their electronic or print newsletters.

The responses to the planning "page" and the questionnaire were quite impressive. The public made nearly three thousand "hits" on the planning page each month during the planning process. The questionnaire was available for about 45 days, during which time 528 questionnaires were completed.

Responses to the questionnaire provided various types of data that were invaluable in preparing this plan. One set of questions pertained to the programs administered directly by OHP (Tax Act, Section 106, CLG, and so forth), asking respondents to rank these according to their own priorities. A second set of questions pertained to activities typically performed by others but which the office might support, such as the development of local preservation ordinances or promotion of heritage tourism. A third set asked the respondent to rank threats to historic resources (suburban sprawl, downtown redevelopment, and so forth). A fourth set pertained to preservation tools (local ordinances, revolving loan funds, and so forth), asking the respondent to rank these according to effectiveness. Two additional questions asked about the types of publications and training OHP might provide, while a final question asked the respondent to identify him or herself by profession, location, and ethnicity.

Once part of the 10,000-acre Camarillo Ranch in Ventura County, this 1892 Queen Anne, owned by the City of Camarillo, is listed as a California Point of Historical Interest and on the National Register.

In addition to the questionnaire, members of the State Plan Committee attended conferences of historic preservation professionals in 2004, including the California Preservation Foundation, the Society for California Archaeology and the California Council for the Promotion of History, making presentations on the progress of plan development and soliciting public input on plan elements.

In a third step, OHP prepared a list of "issues" deserving treatment in the State Plan, combining the results of the questionnaire with concerns raised by OHP staff. This proposed list of "issues" was presented at a public hearing of the SHRC at its November 2004 meeting; it was also presented in draft form at the October 2004 meeting of the California Council for the Promotion of History.

In a fourth step, OHP staff drafted background papers for each of the ten priority issues, assessing the current concerns and providing a foundation for the development of goals and objectives. These draft papers were presented for comments to the public and the SHRC and posted on OHP's web site in May 2005.

In a fifth step, in response to comments received regarding the preliminary draft papers, OHP developed an initial draft State Plan which was presented to the public at a meeting of the SHRC in May 2005. The draft State Plan was also posted on OHP web site and comments were solicited from the general public.

In a sixth step, OHP presented a copy of the final State Plan to the SHRC at its meeting in November 2005, prior to formal submission to the NPS.

By coincidence, OHP was preparing this Comprehensive Statewide Historic Preservation Plan, at the same time that State Parks was updating its California History Plan (CHP). Based on a thematic and chronological "gaps analysis, " the CHP is intended to guide State Parks in establishing priorities for new park acquisitions as well as in the interpretation of historic parks already owned by the State.

While it was developing the California History Plan, State Parks was also embarking upon another important initiative: the Central Valley Vision. The Central Valley Vision recognizes that the Central Valley, from Bakersfield to Redding, is one of the fastest growing regions of the state but is home to a mere seven percent of State Parks. The Central Valley Vision, like the California History Plan, was focused chiefly on the needs of the State Park System. It influenced the development of the current State Plan, however, by highlighting the degree to which the Central Valley is underrepresented in the activities of OHP. By most measures – the number of Tax Act projects, for example, or the number of National Register nominations, CLGs, or Main Streets – the Central Valley is underrepresented in the activities of OHP and the larger historic preservation program.

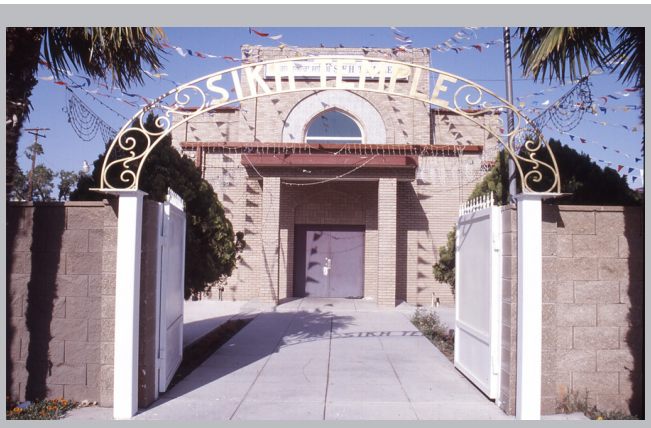
St. Joseph Church in Los Banos. Although no longer used as a church, the building is important to the predominantly Portuguese population it once served.

STATE PLAN ISSUES

Those involved with the drafting of this plan have struggled with the desire on one hand to chart a visionary path for preservation in California by identifying goals and objectives which would demonstrate the leadership and forward thinking so needed in today's challenging preservation environment and, on the other hand, develop reachable goals and measurable objectives given the political and economic realities inherent in being a relatively minor part of the bureaucracy of California's state government.

California is a major engine for the economies of the world and, with approximately 36,000,000 residents, has the most population of any state. California's rich cultural heritage is reflected in thousands of resources, only a small percentage of which have been adequately identified and evaluated. Although OHP receives the largest allocation of any state from the Historic Preservation Fund, the total federal

grant of $973,596 (2003-04) together with the state match of $665,618 equals four and a half cents ($.045) per resident available for historic preservation in California. The State of California contributes less than two cents ($.018) per person to preservation in California.



Sikh Temple in Stockton. Built in 1915, it is an important resource for California's substantial Sikh population. Listed as a State Landmark in 2004.

Less than twenty program staff including five supervisors and five support staff carry out the work of the office.

OHP recognizes that the needs of historic preservation in California far exceed available human and financial resources. The State Plan was developed through a two-stage process. In the first stage the OHP identified the "issues," or general policy areas, that warrant priority considerations. In the second stage the OHP identified goals and objectives that are responsive to those priority issues over a five-year period.

California's State Plan 2006-2010 is focused on the following ten issues:

1. California Main Street
2. Cultural Diversity
3. Cultural Landscapes
4. Heritage Tourism
5. Information Management
6. Land Use Planning
7. Outreach & Education
8. Preservation Archaeology
9. Preservation Incentives
10. Preserving the Recent Past

Californians are often reminded of superlatives associated with their state and its people: if it were an independent nation, it would have the sixth largest economy in the world; if superimposed on the East Coast of the United States, it would extend from Connecticut to Georgia; its population is among the most culturally diverse of any of the states; and so forth. Its historic resources are as diverse and impressive as its natural and social resources. Indeed, the historic resources of California are so diverse as to defy most available systems for categorization and analysis.

That diversity is best grasped in impressions, such as those provided in a sample of historic properties listed in the National Register or as State Landmarks in the year 2004: a 1915 Sikh Temple in Stockton; St. Joseph's Church in rural Los Banos, with a predominantly Portuguese parish; the Courthouse in tiny Alpine County (population 1,200 in the entire county); Le Conte Hall at the University of California, Berkeley (where Ernest Lawrence built his first cyclotron as part of the Manhattan Project); the home of Dr. Raymond Babcock in rural Willits (doctor for the racehorse Seabiscuit and his owner, Charles Howard); a historic district in Palo Alto of the post-war tract homes of Alfred Eichler; Golden Gate Park in San Francisco, one of the largest cultural landscape nominations ever prepared; the Monterey County Jail, where Cesar Chavez was incarcerated during the lettuce strike of 1970; and, in the Los Angeles suburb of Hawthorne, the

site of the boyhood home of Brian, Carl, and Dennis Wilson, who formed the core of the Beach Boys.

All of these resources are quintessentially Californian and yet they offer only fleeting glimpses of California's long history. The full picture emerges only when thousands of such resources have been preserved and interpreted. That, ultimately, is the objective of this State Plan, to encourage preservation of California's historic resources so that significant aspects of the rich history and prehistory of the state may be fully represented.

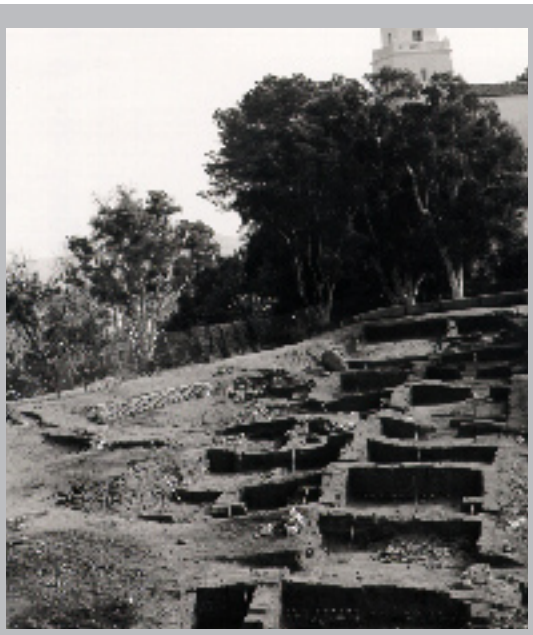
I

preservation archaeology

Prehistoric and historic archaeological resources include the physical ruins and the forgotten objects of past daily life. These ruins and objects are often our only sources of information for significant periods of California's history and have the potential to reveal parts of the prehistory of ancient California as well as aspects of more recent California history that were never put into words.

The diverse base of archaeological resources in California provides a tangible connection to our collective heritage and is a worthy focus of public preservation efforts.

Our ongoing efforts to preserve California's archaeological resources will require developing programs that address the challenges of identifying, protecting, and conserving these resources, interpreting them and making them more available to the general public, and ensuring their proper treatment through the development of professional standards and guidelines. The coordination of these program areas will foster public awareness of



San Diego Presidio, north wing

California's archaeological resources and enable the pubic to derive benefits from them.

ARCHAEOLOGICAL STANDARDS AND GUIDELINES

Efforts to preserve California's archaeological resources include program areas that address a series of separate challenges. Certainly, the fundamental challenges of identification, protection, conservation and public interpretation are each ensured through the development of professional standards and guidelines in the management of these cultural resources. Significant efforts in this area have been made by federal and state agencies and many qualified professional contractors in the private sector. Yet, too often important archaeological localities go unrecognized or their significance goes unappreciated due to inadequate professional training and/or experience, or the failure of practitioners to adhere to broadly accepted standards of the profession.

Cultural Resource Management Excavation near State Route 1, San Mateo County

Several documented cases indicate that archaeological sites have been damaged or impacted due to weaknesses in the manner in which archaeological fieldwork and review is conducted. While the legislative framework and ethical guidelines exist to protect the archaeological past, the lack of oversight and monitoring of practice and performance has allowed a degree of unqualified and unprofessional archaeological work to proceed. The persistence of inadequate efforts to identify important archaeological properties and ensure their protection is allowing the erosion of professional standards and practice.

Because OHP is charged with the tasks of identifying and managing California's heritage on behalf of the State of California, it recognizes its leadership role and is committed to improving the quality of archaeological work throughout the state.

The situation is perhaps more significant in the prehistoric archaeological realm than it is in the historical built or archaeological environment for at least two reasons. First, established criteria [e.g. National Register Criteria A-C] to evaluate significance and integrity of historic structures and properties are more clearly defined and recognized among professional historians than is the primary criterion (National Register Criterion D) that is used to assess the importance of prehistoric sites. The significance of the majority of prehistoric archaeological sites is anchored in their potential to contribute to our knowledge of the past. While this situation is most evident for prehistoric sites, many of the same problems apply to other archaeological properties, including historical archaeological sites

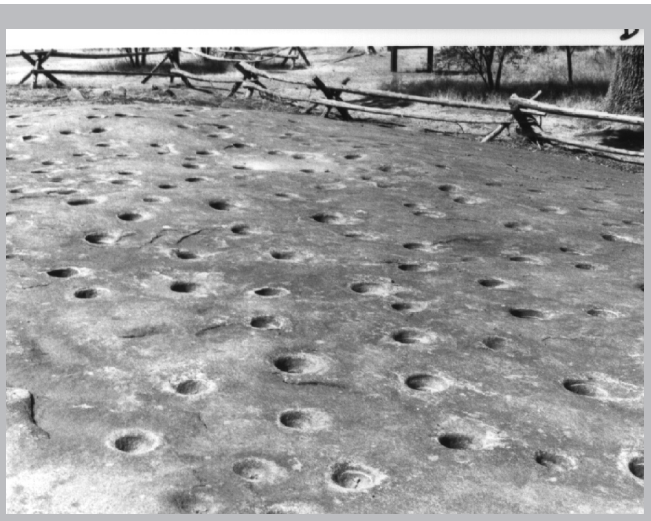
and underwater archaeological sites.

Because 'knowledge of the past' involves a broad spectrum of issues related to chronology, culture history, subsistence and settlement strategies, prehistoric landscapes and ethnicity, and different theoretical orientations, there is no general agreement among professional archaeologists on which kinds of prehistoric remains are significant. The dynamic nature of significance from an archaeological perspective must be recognized. Adding to the complexity of this issue is the potential religious and somewhat less transparent significance that Native Americans may attach to prehistoric archaeological resources. The subsurface character of many prehistoric archaeological sites can more readily be overlooked unless dutiful efforts are made to discover them.

Professional standards and guidelines, and codes of conduct, have been established by many professional archaeological organizations (e.g. Register of Professional Archaeologists, Society for American Archaeology, Society for California Archaeology, and Society for Historical Archaeology) as well as the Secretary of the Interior. Because the use of these standards can help ensure that appropriate, informed decisions are made relating to the protection of our historic and archaeological resources, OHP endorses adherence to the principles of these standards and encourages local governments and other organizations that employ or recommend archaeological professionals to consider their use. The State of California could streamline both federal and state regulatory processes by developing formal standards for professional qualifications in archaeology and for the conduct of archaeological research.

ARCHAEOLOGICAL RESOURCE SURVEY AND THE STATEWIDE INVENTORY

The foundation for archaeological resource preservation in California is the inventory of the places across the state with the material remnants of ancient and historical events. Ancient rock art panels, prehistoric village sites, Gold Rush era mining camp ruins, and ruins of frontier homesteads are just a few examples of such places. Our California inventory of these resources, interpreted relative to regional and thematic contexts, informs our understanding of which individual places are significant, and guides the allocation of public resources to preserve them.



Indian Grinding Rock State Park, Amador County

Miwok women used stones to grind acorns into meal, the staple of the tribe's diet. Years of grinding left these mortars as reminders of this culture.

Archaeological Resource Survey

The present statewide inventory of archaeological resources is largely the result of surveys done to comply with state and federal regulations, chiefly under the NHPA, as well as surveys by local governments under the California Environmental Quality Act (CEQA).

State Parks workers screening for artifacts on grounds of the Stanford Mansion, Sacramento

Despite the considerable effort that has been put into these surveys, the total land area in California that has been subject to archaeological survey is relatively small and the degree of survey coverage across the state varies widely from region to region and from urban to rural environments.

There is a demonstrable public benefit to augmenting the archaeological inventory for the state through proactive efforts, unrelated to regulatory compliance. The acquisition of a more representative inventory of our archaeological resources would better enable local governments and federal agencies to manage that resource base by providing more reliable data on the number and diversity of particular resource types, enabling more coordinated, long term management of the cumulative effects of project developments on known resources, and facilitating the interpretation of the complete range of archaeological resources in California for the public.

The development and long-term support of archaeological resource survey initiatives beyond regulatory compliance are often difficult to fund, because the public benefits of such efforts are not easy to convey. Public and private sector partnerships that function to enhance archaeological resource preservation efforts already underway across California, while concurrently reinforcing the public outreach components of those efforts, may help to generate new funding sources.

Historical Context Development

Contexts that develop the histories of different regions or themes help establish the significance of archaeological resources, thus assisting decision makers in discerning which resources may be worthy of preservation, and providing focus for preservation efforts. There are presently no agreed upon contexts for California that treat, regionally or thematically, the archaeological resources of the state. Such contexts are recurrently developed on a local basis in the preparation of regulatory documents for individual projects or as part of longer range local resource management plans. The resultant patchwork of historical contexts hinders a more coordinated effort to identify, manage, and make more available to the public the state's diverse archaeological resource base.

The development of official regional and thematic historical contexts for archaeological resources, contexts that

enjoy broad consensus among prehistoric and historical archaeologists, Native Americans, and the public, would yield a number of important benefits. The contexts would ideally express the values that are of most interest to the people of the state and would identify and preserve coherent groups of archaeological resources that reflect the histories of California's different regions, the ethnic histories of California's diverse population, and the histories of social, political, and economic themes that crosscut regions and ethnic groups. The contexts would further help to quantify the known number of particular types of archaeological resources in each of the above resource groups and facilitate the development of comprehensive management plans for each such group. Local governments and federal agencies would also realize reductions in the cost of the preparation of regulatory documents, because they would be able to cite official historical contexts rather than continue to independently and redundantly develop their own.

The State of California would ultimately need to endorse official regional and thematic historical contexts, but they could be developed through many different types of public and private partnerships that provide for consultation with Native American groups and the public at large.

ARCHAEOLOGICAL RESOURCE PROTECTION

Protection is a fundamental objective of archaeological resource preservation efforts in California. There are a number of forces that are destroying the finite and nonrenewable archaeological resource base of the state. Resolutions that hope to dissipate the sources of such destruction will need to acknowledge and navigate often complex mosaics of social, economic, and political factors.

Protection from Vandalism

Perhaps the most direct threat to California's archaeological resources is vandalism. Vandalism typically occurs as the result of people churning archaeological deposits in search of artifacts for personal collection or resale, or deliberately destroying sites to avert having to ever consider them in future land use decisions.

Most types of such vandalism are presently illegal on state and federal lands in California and carry criminal sanctions. A number of land-managing agencies in the state also implement programs that further deter vandalism through such measures as prominent posting of federal statutes that outlaw vandalism, concealment of archaeological resources with landscaping elements, restriction of access to archaeological resources, and intensification of law enforcement.

The protection of archaeological resources on private lands presents unique challenges that can be meaningfully met through inclusive consultation among property owners, Native American groups, and the public. OHP could facilitate consultation about the relative heritage values of particular types of archaeological resources, preservation partnerships, and preservation incentives.

Land Use Planning

Land use planning statutes and regulations provide some protection to archaeological resources in California for projects that include federal involvement, and, to a lesser degree,

for state and local projects. Land use planning that employs the deliberative mechanisms of the NEPA, NHPA, and CEQA regulatory processes ideally results in the consideration of the effects of individual projects on historically significant archaeological resources. Significant archaeological sites and districts are typically taken into account in the course of planning federal projects, because the Advisory Council on Historic Preservation (ACHP) in Washington, D.C. and the California State Historic Preservation Officer (SHPO) have defined roles in the regulatory process that implements Section 106 of the NHPA. The ACHP and the SHPO are usually able tonegotiate a moderate amount of protection for historically significant archaeological resources that are at risk of being destroyed, in whole or in part, due to a federal project. This is often not the case for such archaeological resources that are subject to negative impacts from state and local projects.

Archaeological resources receive a variable degree of protection on state and local projects. The protection of such resources, particularly under CEQA, is made more difficult, because the defined role of the SHPO in the regulatory process is optional. The absence of a more prominent role for the SHPO in the CEQA process and the opportunity for the SHPO to provide guidance on or oversight of the manner in which local governments deal with archaeological resources contributes to often dissimilar opinions among the local governments, Native American groups, the general public, and the SHPO about what constitutes a reasonable effort to protect archaeological resources. The end result is frequently that significant archaeological resources are more severely damaged or more poorly salvaged than they otherwise might have been.

The role of the SHPO in the planning processes that govern the development of State and local projects presents a number of challenges to archaeological resource preservation. SHPO's lack of statutory authority to provide formal oversight of such processes has produced an environment in which the appropriate standards for the application of particular regulations have been informally developed largely through consensus among the state, local governments, and their consultants. Another challenge for archaeological resource preservation in the state is a lack of coordination regarding what cumulative impacts that various can have on individual archaeological sites or districts through time. There is presently no effective mechanism in any of the extant regulatory processes to improve upon the disjointed treatment that many archaeological resources, particularly in urban environments, presently receive.

A further challenge to thoughtful archaeological resource preservation is the hesitance of stakeholders to consider alternative mitigations for archaeological resources beyond the routine excavation of deposits that are at risk. It is not always clear that the expenditure of public funds to recover data through excavation is the best mitigation strategy for threatened archaeological resources. The funds that a government or agency typically allocate for such purposes may, in certain instances, be better spent on the preservation of an exceptional archaeological resource near a project area or on the excavation and interpretation of such a property. The consideration of these and other mitigation alternatives has the potential to provide the public a more enriching

experience of the state's archaeological resources.

OHP can address the present challenges to archaeological resource preservation in the context of land use planning and regulatory compliance on a number of fronts. Public comment during the development of the present plan clearly indicates that the public strongly desires that OHP exercise leadership in this area of historic preservation. OHP can, for example, develop guidance on how to comply with Section 106 of the NHPA to help streamline consultation with the SHPO on projects with federal involvement.

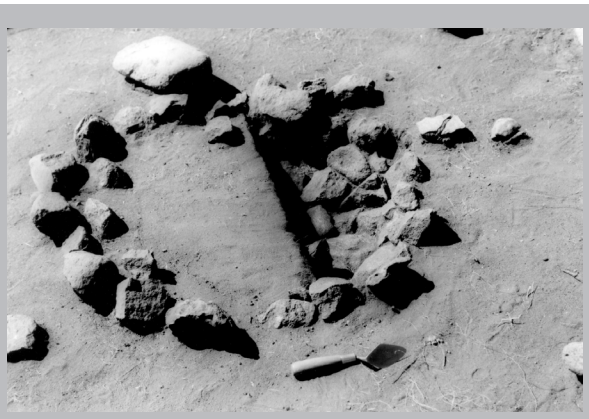
Additionally, OHP could develop formal guidance that would assist local governments in the development of long-term management plans for archaeological resources in their jurisdictions that are frequently subject to project impacts, and develop alternate archaeological resource mitigation programs and formal guidance for the implementation of such programs.

ARCHAEOLOGICAL RESOURCE CONSERVATION

Archaeological resource conservation relates to the ongoing stewardship of the significant archaeological sites, districts, and landscapes across California, and the objects in storage that have come from these special places. Archaeological resource conservation here covers a broad range of efforts that include the conservation of historically significant archaeological deposits and the objects that come from them, and the information that the public accrues as a result of archaeological excavation or the natural degradation of such deposits. Through conservation, the people of California offer a potential source of enrichment to future generations in the form of the opportunity to directly experience the actual material remains of the state's cultural heritage.

Conservation of Archaeological Sites, Districts, and Landscapes

The conservation of significant archaeological sites, districts, and landscapes involves the acquisition of privately held resources, and the active stewardship of resources on state and federal lands, and resources held as part of various types of private preservation arrangements. OHP can promote the public and private acquisition of historically significant archaeological resources through public acquisition programs such as that found in State Parks and private nonprofit acquisition organizations such as the Archaeological Conservancy.



Partially Exposed Prehistoric Rock-lined Basin, Plumas County

The stewardship of historically significant archaeological resources can include programs that monitor resource conditions over time, refine

and augment existing information on known resources to better focus ongoing resource management efforts, protect and stabilize resources that are being lost as a consequence of natural processes, recover information from those resources that will succumb to such forces, and developing and implementing resource management plans that provide for the coordination and integration of the above programs. The State can help encourage stewardship efforts directly and indirectly. Programs such as the very successful California Archaeological Site Stewardship Program of the Society for California Archaeology need to be offered more active logistical and monetary support, and the State needs to assist other state and federal agencies and the public in developing resource management plans and marshalling the resources to more effectively implement the elements of those plans.

Careful documentation of artifacts and ecofacts found in the field are critical to later study and interpretation of archaeological deposits.

Curation of Archaeological Collections and Information

A critical element of archaeological resource conservation is the curation of the objects that have come from archaeological sites, districts, and landscapes, and, when it exists, the curation of the information that records where the objects come from and how the objects have been treated since they left the ground. Once archaeological deposits are destroyed, the collections of archaeological objects or artifacts that came from those deposits and the information that may accompany such collections are all that remain.

Curation policy in California is presently a patchwork of federal standards and inconsistently applied consensus standards among the state, local governments, consultants, nonprofit organizations, Native American groups, and the general public. Regional curation successes like the nonprofit San Diego Archaeological Center facility are rare exceptions to a widespread pattern in which important elements of California's heritage legacy that are literally strewn across the state in boxes, bags, and binders in various warehouses, office storage rooms, and private residences.

OHP can help alleviate what is often referred to in the state's archaeological community as the "curation crisis" through the transparent development of a coherent curation policy. Such a policy would likely seek to build on the success of organizations like the San Diego Archaeological Center and create a partnership network among such organizations, the State, and private sector consulting firms. That policy would also likely include a mechanism to formalize state curation standards

to reduce the ambiguity that local governments presently face as they endeavor to comply with CEQA.

ARCHAEOLOGICAL RESOURCE INTERPRETATION

The most palpable benefit that the public receives from the cumulative effort to preserve archaeological resources in California is interpretative programs. The interpretation of archaeological resources is the broad activity that stands to most directly facilitate the heritage experience for the public. Good interpretative programs impart a sense of connection with the past, deepen a sense of place, and instill appreciation of heritage.

OHP can help facilitate the delivery of interpretative programs to the public in a number of ways. OHP, in consultation with the many organizations that presently provide such programs, can develop a strategy though which it can assist in more broadly distributing existing programs, and identify demographic groups that are either underserved or not served at all and design new programs for those groups. Interpretative programs would ideally integrate more passive modes of interpretation such as reading and observation with participatory modes such as doing archaeological fieldwork, participating in ruin restoration, taking a field course, or doing role playing or re-enactments.

Goals

1. Strengthen the tools and programs available for the identification, management, protection and interpretation of prehistoric and historical archaeological resources.

Objectives

I. Promote the development of professional qualification standards in archaeological resource management.

II. Enhance the effectiveness of existing Office of Historic Preservation guidance on the archaeological fieldwork and reporting.

III. Establish priorities, and develop and implement plans for developing standards and guidelines, and for archaeological resource survey, protection, conservation, and interpretation.

IV. Prepare and disseminate informational materials for city and county planning departments on professional standards for archaeology recommended by the U.S. Secretary of the Interior, and on standards and guidelines established by professional archaeological organizations.

V. Encourage local governments, and preservation organizations and to work with educational institutions to provide intern opportunities in archaeology.

california main street

The California Main Street Program (CMSP) had been a highly successful local economic revitalization tool since its inception in 1986. However, in 2002/3, the Program was eliminated when the California Technology, Trade, and Commerce Agency, where the CMSP was then located, was abolished due to a massive state budget shortfall. The CMSP was revived in Fall 2004 when Governor Arnold Schwarzenegger signed Senate Bill 1107, which placed the Program at OHP. Two staff positions were provided; however, funding was not appropriated for the Program.

CMSP has remained popular with Californians, and there is a continuing large interest in the Program and the services it once provided. These include architectural and preservation technical assistance, storefront design, and economic revitalization advice. The voluntary local level program has 38 member city success stories throughout California and a waiting list of some 64 cities that have indicated interested in becoming designated certified California

Livermore Main Street Clock, Courtesy Rachael Lavezzo

Main Street communities.

CMSP is based upon the National Trust for Historic Preservation "Main Street Approach" to revitalize commercial districts. Simply, the Approach, as described by the National Trust, "is a community-driven, comprehensive methodology used to revitalize older, traditional business districts throughout the United States." Further, economic improvement is encouraged within a framework of historic preservation. The Trust's "Main Street Approach advocates a return to community self-reliance, local empowerment, and the rebuilding of traditional commercial districts based on their unique assets: distinctive architecture, a pedestrian friendly environment, personal services, local ownership, and a sense of community."

2005 Ocean Beach Jazz Festival, Ocean Beach Main Street, San Diego
Courtesy of Denny Knox

The success of the National Main Street Approach over the last 25 years is based upon the nexus of three support entities: the grass-roots based revitalization organizations; the state and city wide coordinating organizations, which oversee the local organizations; and the National Trust Main Street Center, which guides the Program nationally. All three entities worked in partnership to promote preservation-based district revitalization.

The "Main Street Four-Point Approach" is a holistic strategy designed to address local needs and to make the most of local opportunities. The Approach works within four distinct areas: Design, Economic Restructuring, Promotion, and Organization. These areas are joined in manner to address specifically the local commercial district's needs.

The success of the Approach is guided by "Eight Main Street Principles": Comprehensive, Incremental, Self-help, Partnerships, Identifying and Capitalizing on existing assets, Quality, Change, and Implementation. At the local level, this strategy has a nationally recognized reputation as a powerful economic development tool.

Local Main Street programs can be structured in several ways. Generally, the programs are non-profit organizations. Others are agencies of local governments, existing organizations, business improvement districts, or redevelopment districts. No matter where located, the Approach is volunteer-driven and engages and is supported by stakeholders in the district revitalization effort.

The California Main Street local communities are a proven economic revitalization programs to preserve and to enhance vital downtown cores and neighborhoods of both large and small cities in the state. The CMSP has helped to revitalize neighborhoods in large urban cities, such as Oakland and San Diego,

and in more rural California towns, such as Hanford and Hollister.

CMSP, a supporter of smart growth/ sustainability policies, utilizes existing infrastructure, services, and buildings, thereby retaining historic structures. Further, the Program facilitates planned infill of older downtown cores and promotes historic preservation efforts, utilizing preservation incentives and land-use planning. Additionally, the Program is a proven bulwark against economic downturns and against communities losing their economic base to infusions of big-box merchandisers and to suburban flight.

CMSP is a natural proponent of heritage tourism. The local Main Street programs work hand-in-hand with heritage tourism programs to bring visitors and revenue to California businesses. OHP, as well as State Parks, California Preservation Foundation, and National Trust for Historic Preservation, participates on the new California Cultural and Heritage Tourism Council, mentioned under the Heritage Tourism Issue. Main Street communities, such as Monterey, Grass Valley, San Luis Obispo, Eureka, and Coronado, actively encourage the growth of tourism.

A local economic stimulant, the Main Street Approach is a solid investment. Private studies show that for every dollar invested in a local Main Street program, an additional seven dollars is invested in the community by private interests. Nationwide, Main Street programs are responsible for $17 billion in investments, 231,682 additional jobs and 93,734 building rehabilitation since 1980. For every dollar invested by the program or private investors approximately $40 are generated for the local economy. Some states have budgets with millions of dollars to promote the Main Street Effort.

Presently, there are government agencies and non-profits managing Main Street programs in 38 states. Six other states have the Main Street Program housed in the state historic preservation office.

The CMSP dovetails with State Parks' Central Valley Vision by providing a valuable service to Central Valley communities. Presently, there are four Main Street communities in the Central Valley and another 14 towns and cities waiting to join the Program.

2005 Spring Festival - San Diego
North Park Main Street
Courtesy Jay Turner

During 2004-2005, OHP worked closely with the California Preservation Foundation and the California Main Street Alliance (CAMSA) to promote CMSP and to obtain funding. CAMSA, a volunteer non-profit organization, supports and advocates for the Main Street communities in California. The Alliance has become a vital partner with OHP for the future success of the Program.

Should funding not be available soon, the California Main Street Program will have to be significantly curtailed, if not

suspended. Without funding, the two staff positions will remain unfilled and the OHP will lack the resources to sustain the program. Existing local Main Street programs may lose direction, falter, and fail without State guidance and support. Furthermore, cities wanting to become Main Street communities would not benefit from Main Street's positive effects to counter the impacts of economically slow downtowns. Most regrettably, California will have lost a strong engine for economic regeneration, community revitalization, historic preservation, and improved quality of life.

Goals

2. Implement the California Main Street Program in the Office of Historic Preservation with permanent funding and staffing to provide for the needs of existing Main Street communities and new communities.

Objectives

I. As an interim measure, establish a cooperative agreement with California Main Street Alliance to implement certain aspects of the Main Street Program on self-supporting, fee-for-service basis. This will include the certification applications, training and workshops, and selection process for new Main Street communities. Office of Historic Preservation will make the final selection decision and certify the successful applicants.

II. Implement and complete the Rulemaking Process to establish required regulations to administer the California Main Street Program.

III. Pursue funding for the Program through the Budget Change Proposal process and through other sources.

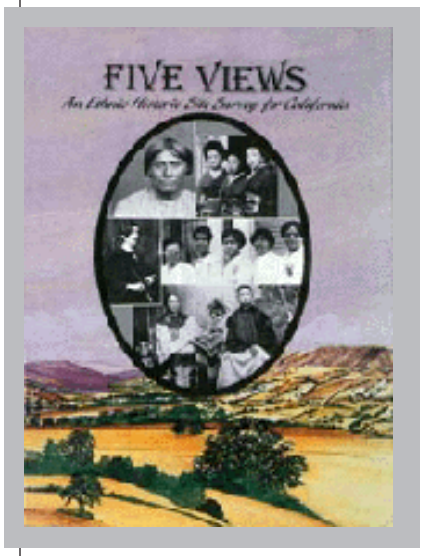
IV. Select a model Main Street community to certify as the first new Main Street community under the new Regulations and utilizing the Cooperative Agreement with California Main Street Alliance.

cultural diversity

California has witnessed the growth and development of the most diverse collection of peoples and cultures found anywhere in the world. California is among the first states where more than half the population is not white. More than any other state, California's history and historic fabric is a layering of cultures beginning with Native Americans and followed by waves of immigrants from around the world attracted by the state's resources.

This phenomenon has produced a multicultural society that is representative of nearly every ethnic, racial, cultural, social, and religious group on earth. The unique make-up of California geography, resources, and economy has pulled new peoples drawn by family ties, improved wages, demand for labor and better opportunities for work and education.

California's culture and history will continue to evolve. There are now more than 35 million people residing in the state, and the ethnic mix has changed rapidly over its history. By 2040 Latinos will become the dominant culture in California with more than 18 million living in California. Asians will also gain



significantly to more than 9 million. Most of these gains are tied to immigration since the 1980s and high birth rates among immigrant populations. These cultures, primarily from Mexico, Latin American and Pacific Rim countries have and will continue to leave their own historic mark on California and preservation of their unique contributions will be required. Encouraging these communities to value historic preservation will be required to ensure that preservation of resources from these cultures are not overlooked.

The publication of Five Views, An Ethnic Survey of California in 1988 was a landmark effort by the California Office of Historic Preservation to address cultural diversity in historic preservation. Five Views was originally conceived in order to broaden the spectrum of ethnic community participation in historic preservation activities and to provide better information on ethnic history and associated sites. This information can help planners identify and evaluate ethnic properties, which have generally been underrepresented on historic property surveys.

Cultural diversity has been an issue identified in the State's Comprehensive Statewide Historic Preservation Plan since 1995. Since publication of Five Views, few inroads have been made to address the issue. Identification of properties linked to culturally diverse groups has not significantly increased and efforts to encourage participation in historic preservation by ethnic groups have been limited.

Most of all, Five Views gave the public the opportunity to become more aware of California's cultural diversity and its tangible manifestations on the land. Five Views chose the five largest minorities present during the 50 years after 1848. Today such a survey could be expanded to 50 or more views. In any case, the report was only a beginning - one step in an ongoing process. It raises more questions than it answers.

Most historic property surveys record architecturally distinguished or widely known buildings, but ethnic properties often include structures that are important because of people or events less familiar to many. Approximately one percent of the state historic resources inventory is associated with ethnic or cultural significance. This likely reflects both failures to target culturally diverse resources and to look for ethnic significance when conducting surveys.

For example, the Harada House in Riverside was the object of the test of the constitutionality of an alien land law in the United States. California vs. Harada (1916-1918), upheld the right of native-

Barracks at Manzanar Internment Camp, Inyo County, where Japanese citizens were interned during World War II.
Ansel Adams, Library of Congress

born citizens of the United States, albeit minors, to own land. Directly associated with Japanese-Americans, the case is important to all Americans of immigrant heritage. The internment of the Harada family during World War II illustrates another aspect of America's troubled dealings with her Japanese-American citizens. Despite this history, the house was overlooked in historic property surveys until careful oral historical research lead to the property being listed in the National Register and finally listed as a National Historic Landmark.

California's Native American population represents the group with the longest linkages to the state's past. California has a significant number of archeological sites, objects, and places with special meaning for Native Americans. Existing statutes and regulations, though improved in recent years, continue to provide little or no guidance as to how to incorporate the interests of Native American groups into planning. This has resulted in the general public's failure to fully understand the connection between prehistoric and present day Native Americans. One exception is SB 18 passed by the California Legislature in 2004 creates a system of integrating Native Americans views into local land use decisions by requiring Native Americans consultation of revisions to general plans.

Similarly, Hispanic cultural resources are often overlooked with the exception of the iconic California Missions. For example, there is no statewide context of adobe structures many of which date to the era of Spanish and Mexican control of California. The contributions of Hispanic culture do not proportionally appear in the numbers of identified historic resources. The continued contributions of Hispanic societies after the U.S. takeover of California are often missed.

Other ethnic and cultural groups have properties and sites with significance to California's historic past. Like Native Americans and Hispanics, however, few of these groups have been adequately consulted or involved in the preservation of the properties associated with their historic pasts. California, as the premier example of a multicultural society on the U.S. mainland, must encourage greater involvement of the state's diverse ethnic and other marginalized groups in historic preservation activities. In addition, there needs to be a greater understanding of the contributions of all cultures to California by the dominant Anglo society. Every new culture that comes to California leaves a historic imprint on the language, art, architecture, and other aspects of the state's cultural heritage. Additionally, various communities define their history and culture in unique ways. Historic preservation does not mean the same to all cultures. This creates complex

Carrillo Ranch, San Diego County
This adobe is one of a cluster of buildings on this large working ranch near Carlsbad once owned by famed Mexican-American actor Leo Carrillo.

problems involving social, legal and political consideration. The challenge for OHP and the preservation community is to recognize effective means of making all cultures real partners in the preservation of their particular heritage.

Young residents of the African American community of Allensworth, Tulare County, gather outside the town school in the 1920s.

The need to continue to include cultural diversity as an issue in the state plan is fortified not by public clamor, but rather continued silence and omission. In a 2004 electronic survey conducted by the OHP only 11 percent of respondents identified themselves as non-white and only of 14 of 311 written comments received addressed cultural diversity. These results may suggest a lack of successful outreach to these groups. Yet there is strong interest in preserving ethnic cultural history according to the survey. Nearly 20 percent of respondents identified supporting coordinating efforts with federally recognized Native American tribes as an activity for OHP to focus resources on in the next five years. More than 27 percent of respondents cited recognition of historic resources associated with ethnically and culturally diverse groups as an activity OHP should promote. Overall, 62 percent of respondents indicated that a lack of awareness of historical resources was a threat to the properties in their area.

The City of Los Angeles has identified 15 Historic Preservation Overlay Zones and all are in lower or middle income neighborhoods of high ethnic density. Neighborhoods in these zones have observed that if they can manage their community planning, then safety, security, education and economic solutions begin to follow. Preservation then becomes integral to planning and community development and the political world responds. Interest in preservation advances preservation beyond the views of small group to both the mainstream cultures and the thoughts of the ethnic populations.

Efforts have been made by OHP over the past decade to build on Five Views. Preference has been given to funding Certified Local Governments surveys that emphasize cultural diversity. Culturally diverse projects have been honored annually with Governor's Historic Preservation Awards. OHP has conducted greater outreach to Native American groups and has an assigned staff liaison. The Yurok Tribe has become one of the Information Centers helping managing the state's historic inventory records for the North Coast. Minority students have been selected for internships. But limited resources have hindered greater efforts.

Looking to the next five years, additional funding and staff to address the cultural diversity issue are not likely to increase. The challenge for OHP and the preservation community is to address the problem using innovation and technology while working within existing resources. These efforts, while incremental, can sow the seeds of a more culturally diverse approach to historic preservation in California.

Goals

3. Acknowledge and evaluate culturally diverse historic properties, recognizing a broader definition of cultural diversity beyond ethnicity while achieving greater outreach to diverse cultures and encourage greater numbers of culturally diverse students to enter careers in historic preservation.

Objectives

I. Develop a web-based forum that allows the public to list resources with culturally diverse significance and allow for comment by the public. Plan one-year implementation followed by four years of monitoring, summarizing and improvements.

II. Develop a brief primer for using the web-based forum. Contact universities offering history or preservation degrees and encourage instructors to use the resource in their curriculum.

III. Reach out to low-income housing organizations to identify strategies for including historic preservation housing solutions.

IV. Create a cultural diversity links page on the Office of Historic Preservation's web site.

V. Promote National Park Service/National Trust "Teaching with Historic Places" program for teachers for inclusion in the California curriculum. Meet with the California Department of Education to make curriculum development experts aware of the program as a resource.

VI. Provide opportunities for culturally diverse students to seek careers in historic preservation.

VII. Participate in National Park Service minority internship program.

cultural landscapes

California preservationists have been at least minimally aware of culturally significant landscapes for quite some time although they probably were not always thinking of them in the terms they do today. Forestiere Underground Gardens in Fresno, Malakoff Diggins in Nevada County and the town of Bodie were all listed in the National Register in the 1960s and 1970s.

Each of them represents a "cultural landscape" that today would be easily recognized as such. Their significance was indeed recognized, but probably not articulated or understood in the same way it would be today. The property types they represented were not generally acknowledged for what they were – a complex set of geographical relationships reflecting the impact of cultural and economic forces on the land.

Population inroads on formerly rural areas around major cities, revitalization and infill informerly declining city core areas, heritage tourism, a growing interest in people oriented city planning, an understanding of the important role of agriculture and industry in America's and California's development, and the various cultural experiences of Native groups and

Hillcrest Park in Fullerton, one of the city's most important public works projects undertaken during the Great Depression. Its handsome stone masonry stands as a fine example of the New Deal's beneficial impact on park facilities throughout the nation.

immigrants all have a connection to identifying, understanding, evaluating and protecting cultural landscapes and their components.

Just as rampant post World War II "redevelopment" gave birth to the modern preservation era beginning in 1966, it has been noted that the proliferation of "sprawl" awakened the more recent recognition of landscapes as an important and critically endangered resource type. As California's new subdivisions and ever-spiraling land values devoured "underdeveloped" land, cultural and natural landscapes came increasingly under attack. Their disappearance brought a new awareness of their value and precarious state.

Bixby-Bryant ranch in Yorba Linda, once the home of California horticulturalist Susanna Bixby-Bryant. Suburban development has resulted in the relocation of Bixby-Bryant's botanical gardens and loss of open space around the ranch house which now serves as a heritage museum operated by the Yorba Linda Heritage Museum and Historical Society.

Early on, the NPS was a leader in landscape preservation studies and practice. In 1984 the NPS published Cultural Landscapes: Rural Historic Districts in the National Park System. It would go on to hold conferences, establish the Historic Landscape Initiative (now with a web site), and publish National Register bulletins and preservation briefs dealing with the subject. NPS publishes Cultural Landscape Currents which discusses case studies of successful landscape management, and Vineyards, which is the Initiative's "occasional record" and newsletter.

NPS has listed or found National Register eligible a number of cultural landscapes in the National Park System. In comparison, state and local governments and the private sector have lagged behind. Even while sophistication on the subject has grown, the actual preservation of landscapes has proven more problematic for others than it has for the NPS. One important reason is that the NPS owns and holds for preservation purposes the cultural landscapes it has recognized. Outside the NPS, neither private nor public landowners are always so willing to encumber their property with recognition that may affect the economic management or disposition of their land.

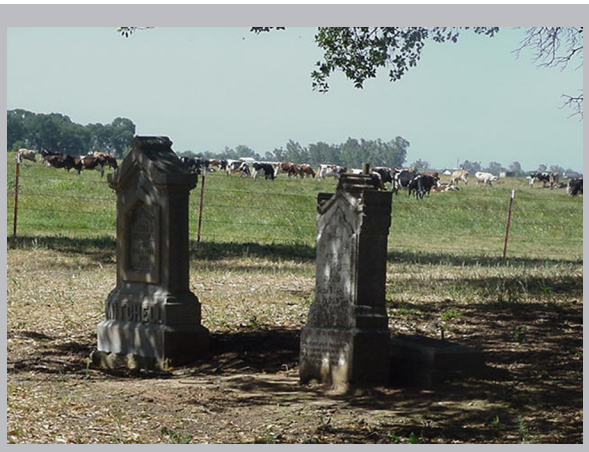
California poses unique problems that make the protection of cultural landscapes more challenging than elsewhere. Nationally, non-federal successes in the field of cultural landscape preservation tend to be located in rustbelt areas or other places of declining land value. There, preserving cultural landscapes – industrial districts, for example – may more readily be seen as a route to commercial development and increased land values. In California, a strong sense of property rights combined with high real estate costs and development pressures have made this type of success a much more formidable challenge.

Some local communities have been successful incorporating landscape properties and features into their preservation activities. Large parks,

landmark trees and tree-lined avenues have been protected in Fresno, Fullerton, San Francisco, Ontario, Upland, South Pasadena, Redondo Beach and other California cities. A few cities are attempting to go further. Fresno has proposed that its General Plan be amended to allow for retaining "mature trees, historic and cultural landscapes." County governments, likely to be the location of large culturally significant land areas, have not, as a rule, been committed to their preservation.

Our understanding of traditional cultural properties sacred to Native Americans is evolving. Traditional cultural properties often involve large land areas, and determining acceptable boundaries often poses substantial conflicts. Land managers and governmental agencies may need to focus on more limited areas for recognition and protection based on practical planning needs. Native people may not agree with imposing "practical" limits or bureaucratic frameworks, such as the National Register criteria, on concepts they regard as transcending human legalisms. And while traditional cultural properties were most often an issue involved in federal undertakings, with the passage of SB 18 in 2004, local governments are now required to consult with Native Americans regarding important tribal places and to integrate that information into land use planning.

Recently, there has also developed a more concerted effort to better identify and understand properties and landscapes associated with non-Native cultures. For example, the San Jose's Japantown is one of only a few surviving Nihonmachis in the United States. Comprised of primarily undistinguished buildings lacking any architectural significance or character-defining features that typify Japanese culture, it nevertheless is an urban area that reflects the continuing cultural associations and traditional practices of a community that has sustained itself for more than a century. Grants from several sources are providing the stimulus and support needed to study Japantown. It is expected that the results of these studies will contribute to the development of a paradigm for recognizing and evaluating



Elliot Cemetery is all that remains of the once vibrant Gold Rush era town of Elliot, near Galt in San Jaoquin County.
Photo courtesy of Marie Nelson

Traditional Cultural Properties (TCPs) associated with cultural or ethnic groups in addition to Native peoples.

Economically-derived landscapes such as industrial or mining sites may not be recognized as cultural landscapes because they may not be perceived as aesthetically attractive. Historic cemeteries may have become unrecognizable through neglect. Farms, parks and graceful tree-lined avenues have had an easier time being incorporated into our standard preservation vocabulary. Some designed landscapes, particularly those of the recent past, do not always command the respect given the work of landscape architect Frederick Law Olmsted or others of long-established reputations. For example, the nation's first pedestrian shopping mall, the

Fresno Mall designed by Garrett Eckbo, is currently at risk. Preservationists need to become familiar with the names of landscape architects from the recent past, such as Ruth Patricia Shellhorn, Dewey Donnell and Ralph Cornell, in addition to Lawrence Halprin and Tommy Church.

This Gothic Revival garden house is one of the elements of the grand Temelec estate located in Sonoma County. Situated on five acres, in addition to the grand mid-19th century country house, this cultural landscape included several stone buildings, a decorative reservoir, and historic landscaping featuring a swan sculpture in a fishpond, a stone fountain and stone retaining walls. Temelec Hall was listed as a California State Landmark #237 in 1963.

The survey and National Register programs at OHP also have been evolving as understanding of the importance of landscapes has improved. New surveys and new nominations should now take into account the possibility of cultural landscapes as significant features of whatever property is under consideration. Old surveys and nominations may need to be re-visited to include previously overlooked landscapes. As an example, three nominations for Torrey Pines State Park properties in the 1990s said little about Ralph Cornell's landscape planning work there. Ideally, many mining and agricultural properties should be looked at again to include significant landscape features and relationships.

Once recognized, landscapes need to be treated in a sensitive manner that considers both the evolution of the property and the need to maintain its historicity and authenticity. Carrying capacity also needs to be critically examined. Those preserving parks and streetscapes need to develop more sophistication in their treatment. "Historic" streetlights and similar amenities out of a catalogue may not be appropriate for the property's period of significance.

The state faces many challenges and obstacles to the preservation of its important cultural landscapes. However, the programs of preservation community offer some opportunities to combat the erosion of these extremely valuable resources.

Goal

4. Promote the identification and protection of California's significant cultural landscapes and landscape features.

Objectives

I. Revise National Register application instructions to ensure inclusion of significant landscape features in all nominations submitted.

II. Include information about cultural landscapes in all preservation presentations dealing with survey and register programs.

III. Develop a technical assistance bulletin providing guidelines for identification and evaluation of cultural landscapes.

IV. Hold one or more workshops/roundtables devoted to cultural landscape issues.

V. Ensure that Office of Historic Preservation professional staff and the preservation community attend National Park Service or other training on landscape identification, evaluation and treatment.

heritage tourism

In recent decades, the subject of heritage tourism has gained increasing attention nationally among historic preservationists, the travel and tourism industry, and those concerned with revitalization of economically distressed areas that also include **substantial numbers of historic properties.**

Since the California Comprehensive Statewide Historic Preservation Plan was last updated in 2000, interest in heritage tourism has increased dramatically. Most notably, OHP's two main federal partners, the Advisory Council for Historic Preservation (CHP) and the NPS, have embraced heritage tourism as a principal focus for their activities. The NPS, for example, has launched a major web site feature, "Travel Itineraries," focusing on National Registerlisted sites as heritage tourism destinations. The ACHP launched its "Preserve America" program, geared chiefly toward promoting heritage tourism. There is ample statistical basis for touting the economic advantages of heritage tourism.

Travel industry officials generally treat heritage tourism as part of a larger category, called cultural tourism, which includes visitation to historic sites as well as museums and other venues for arts and history. Most statistics pertaining to heritage tourism are contained

Boarding house in Locke. Heritage tourism can help publicize and preserve underutilized historic assets, like Locke, an early 20th century community for Chinese farmworkers in the Sacramento-San Joaquin Delta.

within that larger category. A study from the Travel Industry Association of America (TIA) and Smithsonian Magazine shows growing interest in travelers' desire to experience artistic, cultural and historic activities. Study results, as reported in The Historic/Cultural Traveler, 2003 Edition, show that a remarkable 81 percent of U.S. adults who traveled in the past year, or 118 million, are considered historic/cultural travelers. These travelers included historical or cultural activities on almost 217 million person-trips last year, up 13 percent from 192 million in 1996.

Historic/cultural travelers spend 38 percent more per trip (average $623 vs. $457, excluding cost of transportation) and stay 38 percent longer away from home than do other travelers. Thirty percent of historic/cultural travelers say they were influenced to visit given destinations by specific historic or cultural events or activities. Many historic/cultural travelers (39 percent) say trips that include cultural, arts, historic, or heritage activities or events are more enjoyable and 38 percent prefer to visit destinations that have some historical significance. Twenty-nine percent agree that it is important that their vacation or leisure trips include cultural experiences. A total of percent felt that a leisure or vacation trip away from home is not complete without visiting a museum, historic site or landmark or attending a cultural event or arts performance (17 percent). Cultural and heritage tourism are increasing, influenced by older travelers who increasingly seek enriching experiences in interesting, scenic and inviting places. They are motivated to better understand the places they visit and the cultures and events that formed those destinations.

Heritage tourism may also boost usage of more imposing structures, such as the Grand Island Mansion, located a few miles from Locke. This early 20th century residence of a prosperous pear farmer is now a restaurant and popular site for weddings.

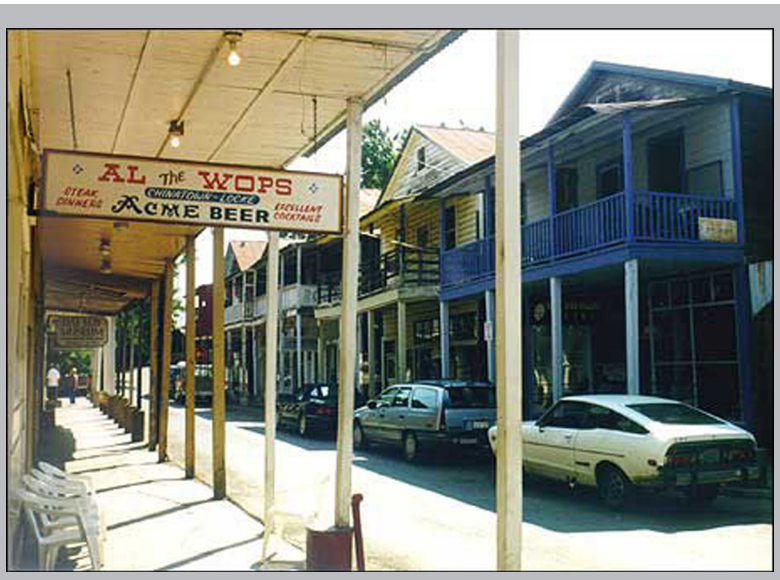
Further, the spending and contributions of travelers at and near cultural and heritage resources help supplement the financial capabilities of local economies and populations. Tourist spending provides both direct support to cultural and heritage venues, and it increases public and private support and preservation by demonstrating the economic and social importance of the cultural or heritage venue to communities.

California stands to benefit from the growth of cultural and heritage tourism both because of its rich heritage and its position as a travel destination. California is the most visited state in the nation with nearly 11 percent of all trips in the U.S. taken here. This huge volume of travel supports a $75 billion/year industry, employing over 900,000 Californians and contributing nearly $5 billion in tax revenues; virtually every county in California benefits economically from cultural and heritage tourism. Clearly, travel and tourism is a pillar of the California economy, but it also greatly benefits our society and culture beyond economics.

The TIA survey shows clearly that heritage tourism is fulfilling a deep-seated desire on the part of a majority of American people, as stated in a heritage tourism study by the National Trust for Historic Preservation, "to experience the places, artifacts, and activities that authentically represent the stories and people of the past and present." It has also demonstrated a tremendous opportunity for increased income to regions of the state that include marketable historic resources.

Heritage tourism is a challenge, however, because tourism professionals and historic preservation professionals have rarely communicated well. Tourism officials are familiar with the business of marketing tourism destinations but are generally unfamiliar with the prerequisites for an "authentic" historic experience. Historic preservationists, on the other hand, are experienced in identifying and nurturing an "authentic" historic experience but are generally unfamiliar with the business of tourism marketing. An effective heritage tourism program will require greater cooperation between these two groups of professionals.

Heritage tourism is also a challenge from a jurisdictional standpoint. OHP and state tourism officials are best positioned to encourage heritage tourism on a regional or statewide basis; tourism locally is best handled by local convention and visitor bureau (CVBs) or merchants' associations, including Main Street programs. A regional or statewide focus, however, raises questions of how the state can manage a heritage tourism-marketing program, faced with the need to coordinate activities with many different jurisdictions. Local CVBs and other promotional groups often see themselves as competing for scarce tourism dollars and are disinclined to cooperate, even though regional marketing will likely result in increased tourist activity for all historic communities within a region. Overcoming these localistic tendencies will prove a challenge for any marketing program that attempts to market beyond strictly local boundaries.



Founded in 1915, the town of Locke was owned and built by Chinese for Chinese. In the 1940's, restaurants, bakeries, herb shops, fish markets, gambling halls, boarding houses, brothels, grocery stores, a school, clothing stores, and the Star Theatre lined the bustling streets of Locke and served the needs of its more than 600 residents as well as Chinese from the surrounding Delta Region. With a population today of less than 100, it is neither a ghost town nor a tourist trap, but a living example of California's Chinese heritage.

Since 2003, a group of cultural planners and coordinators for various agencies in California have been meeting under the umbrella group called the California Cultural and Heritage Tourism Council (Council). Headed by officials from the

Department of Parks and Recreation and Tourism Commission, the Council has explored variousalternatives for promoting heritage tourism on a regional basis. Also participating in the council are the NPS, the Bureau of Land Management, the California Department of Transportation, the U.S. Forest Service, and other agencies that own and maintain heritage resources in California.

The general conclusion of the Council is that heritage tourism is best promoted on a "heritage corridor" basis. The Council has tentatively identified Highway 49 – the Golden Chain Highway that links dozens of historic Gold Rush communities – as a primary focus. The Council will apply for grants from various state, federal, and non-profit sources to develop capital assets (such as visitor centers) and marketing program, designed to call attention to the region as a heritage tourism destination.

Goal

5. Promote economic development in California and investment in historic resources by promoting heritage tourism.

Objectives

I. Participate actively in the California Cultural and Historical Tourism Council.

II. Work with the Council to develop a pilot program to demonstrate the value of heritage tourism along a selected heritage corridor along Highway 49 or another suitable corridor.

incentives for preservation

The benefits of historic preservation are widely publicized in terms of aesthetics, cultural, and social impacts, however the economic benefits are less documented and publicized. The fact that preservation work can leverage significant amounts of private capital, create local jobs, and stimulate economic activities including heritage tourism provides a strong basis for support of existing and new incentives.

One common denominator for these historic projects is typically conformance of the work with The Secretary of the Interior's Standards for the Treatment of Historic Properties which ensures consistent quality standards for preservation, rehabilitation, restoration and reconstruction.

The rehabilitation and preservation of historic properties occurs every day throughout California. This work may involve everything from minor repairs by owners of historic homes and small commercial buildings to large scale rehabilitations of commercial property. Many of these projects may be eligible for some kind of economic incentive that would benefit not only the historic property but help to improve the quality of life throughout

Adaptive reuse of former Odd Fellows Hall in Clements into a facility for manufacture and retail of chocolate products involved a related new construction component 20% Historic Tax Credit Project
Photograph: OHP/Tim Brandt

Fort Baker, Marin County - Former military base conversion to public/private use. Conference center project will involve rehabilitation, new construction and landscape component. 20 % Historic Tax Credit Project

Photo: OHP/Tim Brandt

the surrounding community. However, an important divide among preservation projects is between large and small projects. Larger projects usually involve investors who can utilize indirect and/or long term financing and a multitude of incentives. These projects can also afford the variety of consultants necessary to get a project through the regulatory process. However, these projects do not constitute the majority of preservation work done in California. For the most part, while the typical homeowner or small commercial owner may be left out of the incentives arena, they may be caught up in the regulatory process.

Day to day preservation work on a local level may involve a variety of home repairs, including the perennial threat of using replacement materials in lieu of repairing original features and materials in-kind. While outreach and education are important to the preservation cause and maintaining historic integrity, merely providing helpful hints and insight into the benefits of retaining original materials, such as windows, does not provide any direct financial benefit. Likewise, although a link between the retention of historic fabric and the resulting increase in value can be documented, it provides no immediate incentive to the owner to follow accepted preservation practices unless required by a local design review body.

An additional burden on preservation projects in California remains the high cost of land, a volatile real estate market and additional project costs associated with the retrofitting or upgrading to acceptable code requirements, whether it is seismic or fire/life safety work, of older buildings.

ECONOMICS

The primary incentives for historic properties in California remain the 20% Federal Rehabilitation Tax Credit and the state sponsored Mills Act Property Tax Abatement Program. Since 1976, the NPS has administered the Preservation Tax Incentives program in partnership with the Internal Revenue Service and with State Historic Preservation Offices. The federal tax credit is most utilized in the state's larger metropolitan areas such as Los Angeles, San Francisco, and San Diego.

In fiscal year 2004, the NPS approved 1,200 projects nationally representing an estimated $3.88 billion of private investment spent to restore and adapt historic buildings - an increase of 42% over the previous year's expenditure record and the highest in program history. California ranked 8th in the country in the amount of investments certified for the FY 2004 with total private investments of $102,782,333 divided among ten projects that included rental housing, retail and office space, conversion of commercial space to housing, hotel use, and an opera

house. The Tax Credit Program remains an important preservation incentive program that promotes the adaptive reuse of historic commercial buildings, creates employment in the construction industry, and stimulates the tax base of local communities.

The Federal 20% Rehabilitation Tax Credit has been actively used in California. From 1978 to 2004:

- A total of 331 projects have used the credits with a cumulative qualified rehabilitation cost of $1,061,194,654.
- Approximately 54 percent of the certified rehabilitation projects were located in 4 counties: Los Angeles (74 projects), San Francisco (50 projects), San Diego (36 projects), and Alameda (20 projects). In all, 36 of California's 58 counties contain rehabilitation projects that have filed for the federal tax credit.
- The median cost of a federal tax credit project in California is $879,000, and the average cost is $3,206,025.

Fiscal year 2004 yielded an increase in the tax credit program activity attributed in part to favorable market financing for real estate development and an increase in public awareness of the benefits of the tax incentives program. However, the number of projects for California actually dropped.

The Mills Act property tax abatement program is the single most important economic incentive program available in California for use by private property owners of qualified historic buildings. Owner-occupied single family residences and income-producing commercial property may qualify for the program if it is available in their area. The law requires cities and counties to opt into the program. The jurisdictions with the most active Mills Act programs are San Diego, Los Angeles, Anaheim and Orange. The program has grown to more than 90 cities and counties with five jurisdictions adding the program in 2005. However, as a result of current state economic conditions, the

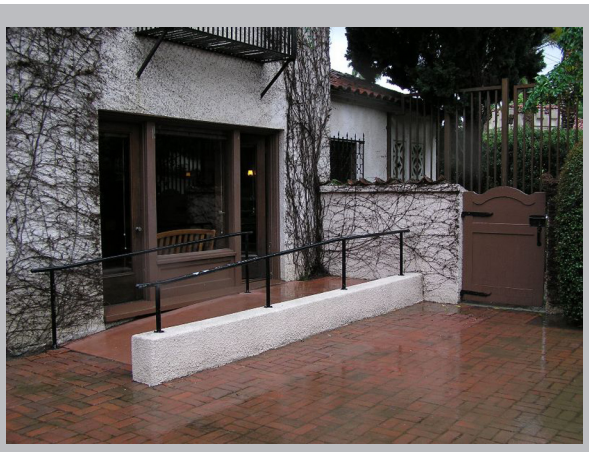
Pisgah Home Historic District, Highland Park Adaptive Reuse of former residential and religious complex into affordable housing complex with rehabilitation and new construction infill components - 20% Historic Tax Credit Project.
Photo: OHP/Tim Brandt

Mills Act is being scrutinized for repeal or modification by several county assessors and Mills Act communities are placing limits on new applications in an effort to decrease lost tax revenues.

Although not an outright financial incentive, the California Historical Building Code provides alternative measures for qualified historic buildings that frequently result in rehabilitation cost savings. An Americans with Disabilities Act (ADA) credit and deduction provides savings for making any commercial use building accessible. Other potential sources of income for rehabilitating historic properties in California include Community Development Block Grants (CDBG), Transportation Enhancement

funds, the state Seismic Retrofit Property Tax Exclusion, the California Heritage Fund and the California Cultural and Historical Endowment.

In rural areas, the state Williamson Act, which provides tax abatement to retain farmland, can act as an incentive to preserve cultural landscapes and historic properties. Agricultural zoning has proved a weak protection for rural landscapes and properties as sky rocketing land values and pressure for new housing have encouraged local governments to rezone resulting in more than 500,000 acres of prime and historic farm land lost to urbanization between 1988 and 1998.



Wattles Mansion, Hollywood - Use of state grant funding for accessibility work, and building and garden restoration
Photograph: OHP/Tim Brandt

So what can be done to encourage and facilitate preservation at the local level? One response is to look for low-cost or no-cost incentives to encourage preservation during tough economic times. Local incentives benefit inner city neighborhoods and their historic buildings. Local governments throughout California have the authority to implement incentives that will encourage the rehabilitation of historic properties and also energize downtown areas and depressed neighborhoods. Preservation incentives may include regulatory relief (variances) from compliance with current building codes, planning or zoning restrictions, fee waivers, transfer of development rights, and grant or loan programs that can provide economic stimulus at the local community level.

As public perception of the benefits of historic preservation grows, and new movements such as sustainability, green design, and smart growth become increasingly part of the common construction vocabulary, it is important for preservation to become an equal partner in the development and construction fields. The Leadership in Energy & Environmental Design (LEED) movement also presents an opportunity to promote historic preservation and provide more incentives for the reuse and rehabilitation of historic buildings, inherently green by design.

Housing remains a key planning issue in downtown areas and one of the most important uses for rehabilitated historic buildings. As development and planning communities rethink residential and mixed use development, infill, and investments in downtown, it also becomes increasingly important to retain affordable housing in those downtown districts, particularly for long term residents. The revitalization of existing housing stock and the addition of housing in downtown areas stimulate activity 24 hours a day, which is a common denominator in successful city cores.

But reuse of historic buildings in urban cores is not just for housing. Another economic benefit remains small business incubation. For small firms that may not be able to afford rents in newer or larger buildings, historic buildings provide an

attractive alternative, such as in Main Street communities. Further, the existing conditions in a historic building may be more conducive and more appropriate for a small firm that may not require an open floor plate and can best utilize the typical older building floor plates and configuration. Downtown revitalization is happening. Today's trend of downtown living is mostly occurring in historic buildings and is becoming common in such cities as San Francisco and Los Angeles where whole historic districts are being rediscovered.

THE FUTURE

Statistics and facts with real life examples are needed to encourage local historic preservation efforts and gain legislative support for statewide incentives and funding. OHP is frequently asked for statistical information on cost savings, lists of successful projects, examples of specific types of rehabilitation uses, developers, and savings achieved through the use of existing incentives. Unfortunately, due to existing database limitations, and staffing and funding constraints, any additional means of tracking and record keeping for statistical purposes is not performed. A study, similar to ones compiled in many other states, is needed to collect data and case studies that document the dollar savings or rehabilitation versus new development, increases in property tax and property values following rehabilitation and neighborhood improvements.

One of the most important incentives that could help to energize the revitalization of historic buildings and neighborhoods is the development of a state tax credit for individual homeowners or owners of small commercial properties. More than 20 states currently have a state credit of some kind. The credit typically offers a percentage of qualified rehabilitation expenditures against state income or single business tax liability. Programs may involve a maximum cap on project credits, an annual ceiling on aggregate credits, and limit the type (residential or commercial) of eligible projects.

460 Bush Street, San Francisco - Adaptive Re-use of former fire station into architecture office incorporated a variety of incentives, including a retrofit appraisal exemption, 20% Historic Tax Credit, transferable air rights, Mills Act property tax abatement, and the State Historical Building Code.

Photograph: David Wakely
Architect: Carey & Company Architects

During times of economic uncertainty it is unlikely that any measures that reduce revenues would gain legislative support. However, it may be the right time to work on creative public private partnerships to develop these incentives, rally the troops, and be prepared and ready for the opportune time to launch additional incentives that would protect, preserve, and rehabilitate California's historic properties for future generations.

Irvine Bean and Grain Growers Building, Irvine
Adaptive reuse of lima bean and grain silos and warehouse space into hotel – 20% Historic Tax Credit Project
Photo: OHP/Tim Brandt

Goal

6. Use the economic benefits of historic preservation and underlying maintenance, preservation, rehabilitation, and protection of historic resources, both urban and rural, of historic properties in California, as an economic development tool to stimulate local home ownership and neighborhood investment.

Objectives

I. Document and publicize each year's certified rehabilitation tax credit projects with photos and project descriptions in variety of publication outlets.

II. Conduct a study of the benefits of a state historic preservation tax program and publicize the study's findings.

III. Propose legislation protecting, strengthening, and developing programs such as the Mills Act and other preservation incentives at the state and local levels.

IV. Strengthen Leadership in Energy and Environmental Design points by working with the National Park Service, the California Division of the State Architect, the American Institute of Architects California Council.

V. Improve technical assistance and educational outreach on historic preservation incentives.

information management

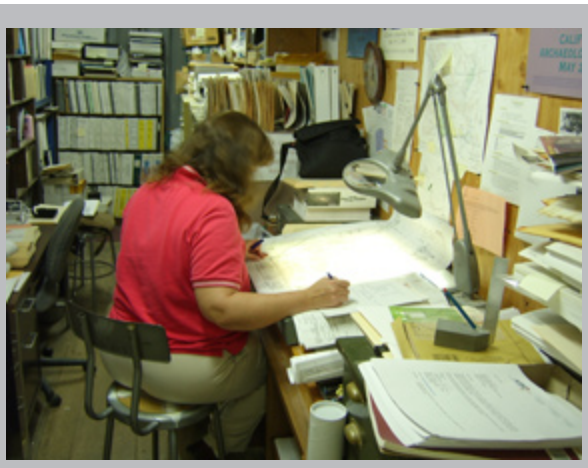
Information management is fundamental to the successful identification, management, and protectection of historical resources. Along with the presence of the many historical resources in California comes a tremendous volume of information that must be managed and made available to the public.

Although it is convenient to think of "information management" as a set of computer hardware, data, programs, and the methods for using and accessing them, the term covers a much broader range of issues and activities. Information resides in uncountable locations in a great and everincreasing number of formats and media types. Whether by word of mouth, handwritten note, typed form, or processed electronic data, the nonstop production and flow of information on historical resources in California is beyond the means of any one agency or group to manage. Despite this, OHP must fulfill its role as the primary keeper of a statewide inventory of historical resources, and must find ways to successfully partner with and lead others in managing historical resource information.

The information in OHP's inventory, derived from the cooperative work of many agencies and individuals over time, belongs to the people of California - but not all information is provided to all individuals. The California Public Records Act exempts information on archaeological resources in the OHP Inventory from public disclosure requirements (California Government Code Section 6254.10). State law, however, does not specify under what conditions and to whom the information should be disclosed. Deciding what information to release to whom, and when to release it, is a constant challenge that requires consideration of resource protection, fairness to those seeking information, and the concerns of those whose heritage is represented in part by those resources. Rather than

avoiding, ignoring or over-simplifying the situation that arises out of often-conflicting desires and priorities of stakeholders in the resource management realm, OHP must continually seek interaction and resolution with those who have concerns about how information is provided to its users, including the public.

OHP manages and provides access to historical resource information through the California Historical Resources Information System (CHRIS). The CHRIS is an organization comprised of the SHRC, OHP, and twelve Information Centers (ICs).



Conducting research at the Southwest Information Center, Imperial Valley College Desert Museum

Photo: Karen Collins

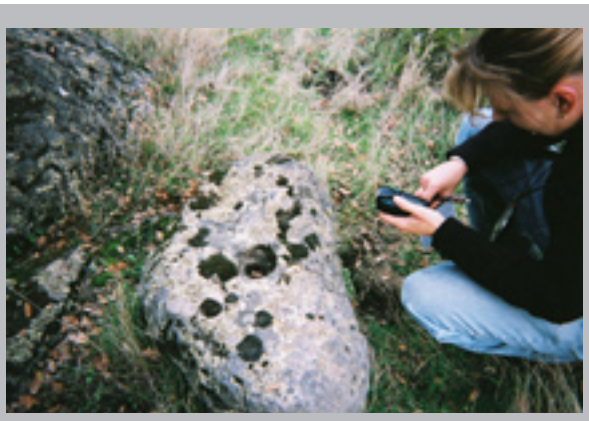
The ICs, located primarily at universities and colleges, operate under contract on behalf of OHP. The ongoing operations and success of the CHRIS depend on the support and assistance of various partners in historical resource management, including agencies, tribes, private firms, and the public. Each IC manages information for a region in California and provides access to, interpretation of, and education about this information to a broad base of public and private clients. Although every IC operates under a contract and is guided by the same business rules, each IC has its own abilities, needs, and issues. As a result, many users of the CHRIS must familiarize themselves with the different operations at multiple ICs, making access to, and use and exchange of information more complicated than is desirable. Due to the importance of access to regularly updated historical resource information, this situation likely increases the overall cost of historical resource management.

The practice of historical resource management now involves the use of modern technologies, allowing information to be managed and accessed in ways that were not possible or feasible several years ago. The CHRIS has not kept up with these changes. The 1997 and 2000 State Plans emphasized the need for improving the management and increasing the fiscal support of the CHRIS, but both issues are still problematic today. Efforts by OHP to increase funding to the ICs have been largely unsuccessful. As a result, the ICs rely on their own income to fund the majority of their work. They, along with OHP, are often unable to address or effectively implement steps to standardize or modernize their operations, and often must focus their activities and decisions on maintaining adequate income to continue basic operation.

While OHP is required to maintain a statewide inventory, all entities charged with managing historical resources maintain their own inventories in some fashion. In many cases, government agencies have developed processes and computer applications that are managed almost independently of the CHRIS Inventory. While this may occur out of necessity, it highlights the inefficiency of the current historical resource information management situation in California. Although different entities priorities and

timelines do not necessarily coincide, those with common goals must seek ways to work more closely with each other, knowing that each potential partner is at a different level and rate of information technology adoption and use.

Overall, historical resource information management presents many challenges and opportunities. Clearly, with funding and effective planning, support, and implementation, many improvements in management of the CHRIS Inventory may be accomplished. Additionally better partnering and communication amongst those with similar needs could help make management of historical resources more efficient and effective. Choices must be made that result in effective information management in the present, but that will also allow for and enhance effective, efficient, secure, and affordable information management in the future.



Documenting a historical resource using GPS technology
Photo: Leslie Steidl, California Department of Parks and Recreation

Goal

7. 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.

Objectives

I. Improve the management and enhance the availability of the California Historical Resources Information System (CHRIS) Inventory, in part by improving the CHRIS technological infrastructure, processes, and information management capabilities.

II. Assemble a CHRIS Information Management Committee. Committee to include representatives of stakeholders in historical resource management to produce recommendations for standards for data content, management, and access.

III. Implement statewide standards for providing Native American tribal access to the CHRIS Inventory.

IV. Support tribal awareness and understanding of the CHRIS.

V. Establish secure funding base for maintenance of the CHRIS Inventory, including Information Center and OHP operations.

VI. Develop partnerships among federal, state, and local agencies and Native American tribes for the purpose of efficient information management and improved access to historic resource information.

VII. Train users of the CHRIS and CHRIS Inventory

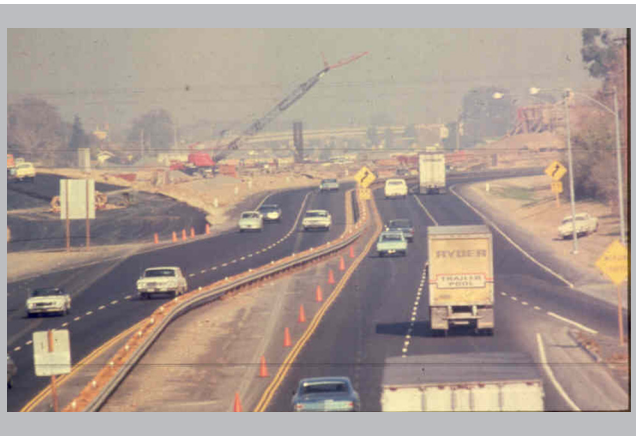
VIII. Disseminate information regarding the CHRIS and the use of and access to the CHRIS Inventory.

land use planning

During the 20th century, California experienced tremendous population growth; in the past 50 years, the population more than tripled. California has added more than a half million new residents each year since the 2000 Census. Present projections are that the state's population will grow by more than 11 million people, from 34.5 million in 2000 to 45.8 million in 2020.

Many older communities have deteriorating infrastructure while newer communities developing in the suburbs are having difficulty meeting the infrastructure demands of new residents. Housing is in short supply at high prices. Poverty is increasing most quickly in developing suburbs. Farmland and open space are disappearing to make way for low-density urbanized developments outside of cities and towns. Traffic congestion is increasing and longer commutes are the result of affordable housing being in short supply and far removed from job centers.

State leadership and widespread public concern over the state's growth and its potential consequences have resulted in several studies and initiatives to identify the contributing factors



and develop policy recommendations and pragmatic, effective solutions for addressing the challenges of California's growth. A growing consensus among business, academic, government, social equity, labor, and environmental leaders and land use planning professionals is that smart growth strategies must be implemented at local, regional and state levels if California is to accommodate projected growth while preserving people's quality of life. Smart growth strategies are based on planning principles compatible with historic preservation values and practices.

Existing buildings represent a significant investment in materials, labor and infrastructure development. Demolition of older housing stock result in loss of historic fabric and community character and adversly impacts the environment. Construction debris accounts for approximately 1/4 of landfill materials.

In fact, historic preservation is an important tool for smart growth. The recognition that we can no longer afford to waste our resources, whether financial, natural, or human, relates directly to the preservation and adaptive reuse of the material resources and human labor represented by historic building stock and infrastructure. The smart growth principle values mixed use, pedestrian-oriented developments using existing infrastructure and can fit with adaptive reuse and revitalization of historic downtowns and neighborhoods, as demonstrated in Main Street communities. Smart growth recognizes the economic values of promoting small business; older and historic buildings and business districts are ideal candidates for and encourage the development of diverse small businesses. In contrast to new construction, rehabilitation of older buildings and historic neighborhoods creates jobs for local workers and business for local merchants. Reinvestment in historic building stock translates into multiplied economic benefits resulting from downtown revitalization, heritage tourism, affordable as well as luxury housing, preservation of agricultural lands and open spaces, decreased costs for landfill from demolition waste disposal, and maintenance of existing infrastructure rather than costs of new infrastructure for roads, utilities and other services. The links between preservation and land use planning, with both economic and social benefits, determine a community's quality of life today and for the future.

California's population expansion and economic growth create development pressures that threaten historic resources including prehistoric and historical archeological sites, historic housing stock, and historic rural landscapes and agricultural resources as well as cultural landscapes and traditional cultural properties. The goal of every community should be to preserve that special sense of time and place and cultural and social diversity created by its historic buildings, neighborhoods, and landscapes. All too often historic designation is seen as limiting property rights and historic preservation is viewed as a deterrent to development. This may be the result of the emphasis in the past on historic designation rather than on the development of a

With the help of a preservation consultant, the Town of Truckee, a town near Lake Tahoe with a rich history associated with lumbering and railroading, developed a comprehensive plan for integrating historic preservation into local land use planning which includes: a planning component (design guidelines, planning policies); an identification component (survey and evaluation work); a protection component (design review authority); and an outreach component (brochures and workshops on the economic benefits of preservation in a tourist community).

comprehensive approach to integrating historic preservation values and strategies into land-use planning and economic development.

Local governments in California are required to adopt general plans that include seven specified elements. As of 2004, only 91 of California's 550 plus cities and counties had included the optional historic preservation element in their general plans; 166 jurisdictions have a historical resources commission or committee, 48 cities and four counties are Certified Local Governments. As these numbers indicate, historic preservation is not well integrated into local government planning.

In November 2003, the Los Angeles Conservancy published "the Los Angeles County Preservation Report Card" in which local governments were graded on their efforts and the tools they use to ensure the "preservation of historic and cultural resources that are in private hands. Of the 89 jurisdictions within Los Angeles County, only eight meet the federal preservation standards to be CLGs, fewer than half have ever performed a comprehensive historical resources survey, and most had "no meaningful regulatory tools to protect historic landmarks beyond CEQA requirements." Six cities received a grade of A or A-; 39 were graded as C or D; and 46 were tagged "preservation truants" because they have no legal protections for privately owned historic resources.

The LA Conservancy concluded their report:

Our ideal city would have the ability to designate landmarks and historic districts without owner consent, and to protect those resources absolutely against unnecessary demolition or inappropriate alteration...would participate in the Certified Local government program and have an active Mills Act Historic Property Contracts program...have a qualified cultural Resources Commission, a trained staff to handle preservation issues and administer designation programs, and a completed comprehensive historic resources inventory with a plan for continuing updates.

The ideal city would also have tools few or no cities in Los Angeles County have currently adopted...including economic incentives such as programs guaranteeing property tax rebate for

historic preservation projects, state income tax credits for the rehabilitation of historic properties, and grants or low interest loans for the repair or restoration of historic properties; city funded public programs...that actively advocate for, promote, and provide advice and assistance for the preservation of historic resources; city housing and community redevelopment programs that fund the restoration of historic residential buildings to create affordable and dignified housing alternatives; and city real estate banking programs that discourage demolition by neglect and encourage the revitalization of historic properties.

San Diego Trust and Savings Building - Formerly a bank and offices, this building was adapted for use as a hotel and restaurant and utilized 20% historic preservation tax credits.
Photo courtesy of OHP/Tim Brandt

Although local planners, planning commissioners and other local officials have a wealth of information available to better understand planning laws and issues, little attention in these materials is given to historic preservation. The League of California Cities lists several broad topics relevant to planning issues but historic preservation is not among them. The Planning Commissioner's Handbook, developed by the Institute for Local Self Government and updated in 2004, addresses historic preservation in four brief paragraphs. The Local Government Commission, committed to making communities "more livable, prosperous and resource-efficient" in accordance with the Ahwahnee Principles for urban and suburban planning, provides no substantive references or information relevant to historic preservation or its importance in land use planning.

Further evidence of the need to reach and educate a larger audience about the benefits of integrating historic preservation into local land use planning comes from responses to the State Plan Needs Assessment Survey. Garnering 51 percent, "integrating historic preservation into land use planning" was the highest ranked single issue in response to the survey question asking which activities OHP should focus on in the next five years. Survey results also placed a strong emphasis on providing technical assistance to local historic preservation commissions and providing review of CEQA documents.

In response to the question of which preservation activities typically performed by other groups or agencies, should OHP promote, the top ten answers involve local governments in one way or another. When asked to identify the major threats to historical resources four of the top five

answers identified land use problems. As to tools, "local historic preservation ordinances and commissions" with "local zoning regulations" were also highly ranked. Additionally, a number of the comments also spoke to the importance of educating and assisting local governments to understand the processes (including CEQA) and benefits of integrating historic preservation into land use planning.

In dealing with archaeological resources, the gap between standards used in federal project review and local agency review has widened. The archaeological resources encountered in local projects are often the same or similar to those encountered in state and in federal projects. The care used in surveying, evaluating, and treating those resources should also be similar if not identical.

Natural disasters such as the Paso Robles-San Simeon earthquake and the fires in Southern California in 2003, Hurricanes Katrina and Rita in 2005, as well as homeland security issues have emphasized the importance of identifying, evaluating and understanding historic resources at the local level in order to provide an appropriate emergency response. This emphasis on pre-disaster planning can help protect these resources before they are damaged or destroyed by disaster response efforts or pressing security needs.

Historic preservation takes place (or fails to) primarily at the local level. Preservation succeeds where concerned citizens and property owners, preservation advocates, and elected officials and other local government decision-makers work together to recognize, preserve, and appropriately utilize the historical assets of the community by integrating preservation planning strategies and programs into the broader land use planning processes. The preservation community should foster and strengthen regulatory, advocacy, and educational efforts to that end.

Acorn (Marrow) Building, Paso Robles - Built in 1892, this historic unreinforced masonry building collapsed December 22, 2003 during a 6.5 magnitude earthquake. 82 downtown buildings, some of them historic but not listed, were also damaged by the quake.
Photo courtesy of Joshua Marrow

Goals

8. Integrate preservation planning strategies and programs into broader land use processes.

Objectives

I. Train local government historic preservation commissioners, planning staff and officials in historic preservation goals and practices.

II. Develop a citizen's guide to historic preservation planning in California.

III. Reach out to the professional planning community including the American Planning Association to provide training materials on integrating historic preservation into planning.

outreach & public education

Outreach and public education is and continues to be an important component of all historic preservation activities. OHP staff members and preservationists statewide regularly provide special training and participate in workshops and the annual California Preservation Conference educational.

When requested and as time permits, OHP staff also provides special training and presents educational programs to local governments, college classes, and community-based preservation organizations.

In addition, the Internet has made information more accessible to the public. OHP has put all of its technical assistance bulletins and other program information available online. Workshop training materials including PowerPoint presentations are also available online. OHP's web site provides links to other state and federal agencies and organizations with programs relevant to historic preservation. Additionally, the California Preservation Foundation, California Council for Public History, Society for California Archaeology, Getty Trust and other organizations maintain web sites with a variety of preservation information and tools for Californians. The National Park Services Heritage Preservation Services web site and National Trust for Historic Preservation web site provide information to a national audience.

In spite of these efforts, the need for the preservation community to reach out to local governments and citizen groups to provide technical assistance and leadership is reiterated repeatedly in the answers and comments given in the survey of preservation needs conducted by the OHP. One comment put it, "OHP needs to be a stronger agency in California, a go-to source for historic preservation information, cultural tourism how-to's and a public information agency for the general public." Another comment was, "historic preservation needs to become a widely visible issue, not just something for the literary/historically inclined or for an

exclusive group of experts. If this is part of a huge statewide initiative, lots of media coverage would be beneficial." With the Main Street Program now administered by OHP, there are additional opportunities for outreach and education that links historic preservation with redevelopment and revitalization and engages those beyond the preservation community.

Training for historic preservation commissioners and planning departments are two of the needs specifically identified in the survey. More widespread education about the benefits and methodologies of preservation for the general public was also identified as a need, along with more education about the standards and guidelines for compliance both with Section 106 of the NHPA and CEQA. Survey responses suggest that OHP and the preservation community need to develop more materials and programs and provide more training to a wider audience than is presently served. For example, the preservation community could make a far more active effort to reach out to and educate real estate professionals and developers about the economic benefits and land-use planning implications of preservation, particularly in small cities and counties where there has been little or no participation in the Federal Rehabilitation Tax Credit Program. The preservation community could also actively extend its outreach program to all cities and counties that have not in the past been active in the larger preservation program, particularly the counties in the Great Central Valley. These efforts would better educate and assist citizens, local government decision-makers, and cultural resource consultants in meeting the challenges and opportunities for historic preservation within their communities and the state.

If OHP staff members are to be vital participants in preservation statewide, they need to be knowledgeable about the current issues and trends that intersect with and complement preservation activities and programs such as smart growth, mixed-use, sustainability, green buildings and cutting edge technology in the preservation field. There have been few opportunities for staff members to attend professional conferences or participate in specialized training opportunities due to the lack of training and travel funds. Yet, when staff members work in a vacuum, focused on primarily on bureaucratic processes of discrete program areas, they can become detached from the larger realities and opportunities for preservation in California and are less effective at providing leadership. Their roles are reactive rather than proactive. OHP needs to address the ongoing professional development and educational needs of staff through in-service and cross-training as well as making provisions for staff members to be participants as well as presenters at professional symposiums and conferences.

Goals

9. Increase understanding and appreciation of California's heritage among a variety of public and professional audiences.

Objectives

I. Increase the capabilities of the preservation community to provide meaningful heritage education materials.

II. Establish partnerships among the preservation community, state and federal agencies, tribes, local governments, education professionals and community groups to develop and deliver heritage education materials and programs.

III. Increase understanding and awareness of the economic values of historic preservation.

IV. Develop educational materials and programs in Spanish as well as English.

V. Create a library of existing historic contexts and make them available online.

VI. Develop statewide historic contexts that local contexts can be linked to, such as:
- o Women in California History
- o Labor Movements
- o Fraternal Halls

preserving the recent past

At the end of World War II, all of America, but especially California, entered into a prolonged state of economic growth and development, this resulted in the construction of millions of new buildings and structures in California. Because it grew faster than any other part of the nation in the era, California was the trendsetter in post-war architecture and design.

The Sea Ranch, Condominium 1, Sonoma County is an exceptional example of 1960s Modernism. Designed by Charles W. Moore, Donlyn Lyndon, William Turnbull, Jr., and Richard Whitaker (MLTW) in 1965 as an environmentally sensitive second-home development, each 24-foot redwood cube features glass bays with window seats, solariums, terraces, decks, and walled gardens with ocean views.

Many of these post-war resources are now achieving the NPS minimal 50 year definition of historic used to evaluate significance and all of the rest of the nation is looking to California to provide leadership in how to survey, evaluate, and manage these resources, which collectively represent the majority of the buildings and structures in the state as well as historic and cultural landscapes.

Havens House, located on a steep slope on Berkeley's Panoramic Hill, was designed by master architect Harwell Hamilton Harris and completed in 1941. Distinguished by its detachment from the hillside and its complex inverted gables, it is an excellent example of California Modernism and among the most influential designs in the Bay Area.

To its credit, the SHRC of California has created a task force to address this specific issue. That task force has held hearings and symposia across the state to gather public input on what, within the vast vocabulary of post-war resources and landscapes, deserves priority treatment in the historic preservation program of the state.

The NPS has also been active in this field. Recognizing the need to address the issue of preserving the recent past, the NPS organized two conferences, one in 1995 and another in 2000, focused on preservation of twentieth-century resources. Two publications came out of those conferences. The first, Preserving the Recent Past, examined the evaluation and preservation of twentieth-century resources in a collection of seventy-one papers. Preserving the Recent Past added nearly sixty papers on the evaluation, planning, and preservation strategies, and technology, conservation and rehabilitation of twentieth-century structures and material. In addition the NPS has produced a National Register bulletin on historic residential suburbs.

At the turn of the 21st century, a vast new landscape of property types approached the fifty-year mark. Such property types as auto and roadside related properties including motels, hotels, restaurants, cocktail lounges; subdivisions and tract housing; cold war properties, corporate architecture; and modern landscapes reflecting the aesthetic values, technological developments, and rapidly changing and diversifying cultures of the mid-twentieth century were now old enough for consideration as potentially significant historic resources.

After World War II, the United States was recognized as the international leader in modern architecture. Richard Longstreth wrote in his essay in the March 1995 publication of Preserving the Recent Past, "The legacy of work by a wide range of highly creative designers of landscapes and interiors as well as buildings during

the postwar era is probably unmatched by any other single nation. Also included is a broad range in the vernacular realm." As stated in Preserving our Recent Past, the best known buildings of the recent past are "recognized as works of art and icons of their time. But the story of the recent past cannot be told through the icons alone. Many other, less prominent, places are important to a community's sense of identity and memory. Local architectural firms, builders, entrepreneurs, and artists helped shape the 20th century landscape by adapting national and international trends to fit local needs. These buildings and sites have no assurance they will survive."

Survival is in question because while many want to preserve the places that best exemplify the events, people, and the designs of engineering and technological achievement of the recent past, much more research and documentation is needed to establish the context upon which to build consensus about which persons, events, designs, or infrastructures are historically significant. H. Ward Jandl's introductory paper in the March 1995 publication of Preserving the Recent Past identified some of the issues facing preservationists in documenting, evaluating, and conserving theses historic resources of the twentieth century. One issue is the lack of a broad body of information and knowledge about their history, significance, and care.

The general public and even some preservation professionals are not convinced that the recent past needs to be protected. Personal taste in architecture can outweigh the more legitimate criteria for the determination of historic significance of buildings. Buildings of the recent past are frequently regarded as awkward and obsolete. Since the initial construction, population growth and change, paid mortgages, expended depreciation, expired leases, and rapidly rising land prices have accelerated the threats to these resources of the recent past; many

In 1932, Richard Neutra designed the Silver lake Research House as his family residence. Recognized as one of the earliest "modern" houses in the US and an outstanding example of the International Style, it burned in 1963. Four years later, Richard Neutra and his son, Dion, collaborated in designing a new house on the original foundation. Reflecting Neutra's changing aesthetic through a visual network of reflective and transparent planes which integrates interior and exterior space, the Neutra VDL Research House II is a Los Angeles Cultural Monument and was listed by World Monuments Watch as one of the 100 Most Endangered World Monuments in 2000.

Built in 1965, the Salk Institute for Biological Studies, La Jolla, includes two laboratory buildings and a central plaza overlooking the Pacific Ocean designed by Louis I. Kahn. Kahn is considered by many to be the greatest architect to appear since the mid-1900s, and the Salk Institute is considered one of the most spell-binding sights in American architecture.

original coffee shops, gas stations and shopping malls will not last fifty years. In California the demolition in recent years of buildings by master architects Edward Durrell Stone, Richard Neutra, and Rudolf Schindler, to name a few, has heightened the sense of urgency for the need to study and better understand the cultural resources of the Modern Age. Although several historic preservation organizations in California are making significant contributions in the identification and registration of mid-century resources, more needs to be done. As noted in Preserving the Recent Past, "Like 19th century main streets, buildings and neighborhoods from the recent past that are preserved encourage further economic development. Historic tax credits and other incentives can assist with these efforts. The 20th century's distinctive places need to survive not only for economic potential, or beauty, or fame, but also because they provide a continuous thread to past lives and times. These buildings, from skyscrapers to supermarkets, deserve our attention."

Goal

10. Increase awareness, scholarship, and the exchange of information on and preservation of resources of the recent past.

Objectives

I. Encourage awareness, scholarship and the exchange of information on resources of the Recent Past.

II. Develop statewide contexts on the study of the California suburb with a focus on auto-related resources, migration patterns, suburban segregation patterns, suburban regulation and industrial/commercial suburban properties.

III. Hold two seminars on the recent past, and post seminar papers on the web.

IV. Conduct surveys of resources of the recent past.

V. Make the Office of Historic Preservation's web site more useful and easier to navigate to links on modern resources, provide examples of successful nominations to the National Register with historic properties of the recent past.

VI. Include information about resources of the Recent Past in presentations to the general public; to meetings of professional organization and as CLG forums.

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