



# PRESERVATION MATTERS

## THE NEWSLETTER OF THE CALIFORNIA OFFICE OF HISTORIC PRESERVATION

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### Walking the Walk: Fresno's Fulton Mall

Milford Wayne Donaldson, FAIA

On April 30, 2010, the State Historical Resources Commission voted unanimously to determine that the Fulton Mall, in Fresno, is eligible for listing on the National Register of Historic Places. The Fulton Mall is a six-block long pedestrian mall in downtown Fresno, constructed in 1964. The mall was the "crown jewel" centerpiece of an urban renewal plan by Austrian émigré Victor Gruen to transform Fresno's downtown area and enhance the Central Business District's reputation as the retail center of a six county region and to halt a decline in downtown property values.

The pedestrian mall concept for Fresno was not new for Gruen, known as the "father of the shopping mall." Gruen's Northland Center in suburban Detroit was America's first outdoor suburban shopping mall when it opened in 1954, which sparked a wave of copycat developments nationwide. In 1956, he developed the nation's first indoor shopping mall, Southdale Center in Edina, Minnesota. In 1955, Gruen unveiled a massive "superblock" plan for downtown Fort Worth, Texas, that would have banned cars from a wide swath of the city. Though never built, the plan generated great interest and led to the construction of the nation's first downtown pedestrian mall in Kalamazoo, Michigan, completed in 1959.

In 1958, Gruen was hired to develop a comprehensive plan for the redevelopment of Fresno's downtown. The plan included new freeways, parking, high rise office and residential development, a new downtown traffic pattern, and the centerpiece – a six-block-long pedestrian mall on Fulton Street. The finished mall opened on September 1, 1964, to great fanfare that included the presence of Governor Edmund G. "Pat" Brown and a crowd of thousands, capping a week-long celebration of arts and culture called the "Fresno Festival."

The mall itself was designed by modernist landscape architect Garrett Eckbo and includes over a dozen water features, hundreds of trees and



Fulton Mall and "Clock Tower" sculpture laminated wood and fiberglass by Jan de Swart

shrubs, and a diverse collection of artwork from both local and international artists. The art collection was funded with donations from the local community totaling \$185,000, a collection now valued in the millions. Such artists as Renoir, Peter Voulkos, Claire Falkenstein, George Tsutakawa, and Charles Owen Perry provide pedestrians with an incredible array of artwork. The mall consists of a number of different elements inspired by nature and the agricultural roots of the Fresno area, including numerous water elements, featuring fire clay standpipes by local artist Stan Bitters. Mosaics by local artists help provide color and visual drama to the mall's seating areas.

Plantings on the mall include grapes, olives and figs, all major crops in the San Joaquin Valley. The mall's concrete still bears traces of its original color, a light brown to reflect the color of the Valley soil, which gives the region life and much of the world its food. Its surface is punctuated by undulating ribbons of cast concrete set with Mexican river stones, providing a unique rhythmic quality

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## Walking the Walk: Fresno's Fulton Mall

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**Fulton Mall and Three Fires sculptures: "Spreading Fires" "Leaping Fires" and "Smoldering Fires" by Claire Falkenstein**

to the mall's pavement. Eckbo's organic concept can also be seen in the design of the many pools, seating areas and planter beds.

Upon completion, the mall received several national design awards, including the "Excellence in Community Architecture" (1965) from the American Institute of Architects and the "National Design Excellence" award from the Department of Housing and Urban Development (1968).

Fulton Mall is the only intact pedestrian mall to be designed by renowned landscape architect Garrett Eckbo. Its only rival is the Downtown Mall in Charlottesville, Virginia, designed by the late Lawrence Halprin, but that mall has undergone modifications and more are contemplated.

Of the approximately 200 pedestrian malls built during the 1960s and 1970s, fewer than two dozen survive. Last year Sacramento began a study to reopen the K Street Mall. Redding has removed the roof its Main Street Mall, and other cities, such as Riverside, El Centro, Boston, and Memphis are struggling to find tenants and are turning to universities, training companies and other institutions to occupy the spaces. The need for the shopper to be entertained, fed and comfort catered has changed over the years. Lack of maintenance by cities has forced the closing of fountains and removal of plants from many malls.

Planners and governments need to understand that malls and public spaces rely on people to relate to one another differently than they did 40 years ago. Successful malls now integrate housing, entertainment, and upscale shopping boutiques with a reuse of neighborhoods offering the rich essence of design that the Fulton Mall still maintains. Long Beach, Santa Monica, Denver, Boulder, Ithica, and Athens, Georgia, are wonderful and successful downtown mall environments. Ann Arbor, Michigan, has opened its mall to limited traffic, remaining closed most of the time for festivals, art fairs, and special events. Sidewalks are extra wide, and housing upstairs from commercial shops keeps people downtown and circulating after normal business hours.

Fresno's Historic Preservation Commission, like the State Historical Resources Commission, determined that Fulton Mall was eligible for listing on the National Register. The City of Fresno, however, contends that the mall is disliked by its community—that the mall is the cause of declining retail tenancy, breeds crime and simply does not work. I encourage the City of Fresno to revisit their planning efforts and once again embrace the Fulton Mall as cause and source of urban pride. A successful renaissance of the mall requires the potent addition of mixed use living/working/retail/services to draw and retain people in the area. Increasingly, people are drawn to urban areas where they can live, eat, work, and shop within a radius of blocks that don't require driving from place to place. The Historic Gaslamp Quarter in San Diego is a good example. Denver uses light rail and small buses to serve those who work and live along their urban mall. Sponsor, encourage, and support community activities along the mall like those supported by Santa Monica, whose Third Street Promenade is an entertainment destination for young and old alike.

I share Fresno's concerns regarding the economic viability of their downtown and wish them every success in their planning efforts. The Fulton Mall is a world class historic landscape that with proper planning, restoration, and adaptive reuse, could help bring life and people back to downtown Fresno with sufficient force and vitality to once again be the "crown jewel" of the San Joaquin Valley.



**"Aquarius Ovoid" brass water fountain by George Tsutakawa**

## Project Review: Department of Energy's ARRA -Funded Projects

Ed Carroll

The American Recovery and Reinvestment Act, commonly known as ARRA, was signed into law on Feb 17, 2009, with the intention of creating jobs and improving America's infrastructure. One of the indirect and perhaps most unanticipated effects of this program was a drastically increased workload for SHPOs nationwide.

In California, the Department of Energy (DOE) was among the first federal agencies to submit a heavy volume of submissions under the ARRA program. These submittals provide an excellent example of the drastic rise in ARRA driven submittals in California. The DOE did not submit a single undertaking between January and October 2009, but between November 2009 and the present, we received over 250 submissions administered under a variety of DOE programs, including the Weatherization Assistance Program (WAP), Energy Efficiency and Conservation Block Grant Program (EECBG) and the State Energy Plan 1% loan guarantee program (SEP). Compounding the effects of this increase was the fact that the majority of these submissions involved activities not typically examined under the Section 106 process and therefore identified as projects rather than undertakings.

The distinction between a project and an undertaking is an important one. According to the 36 CFR Part 800.3(a)(1) of the National Historic Preservation Act, the "agency official shall determine whether the proposed Federal action . . . has the potential to cause effects on historic properties" in order to establish a potential undertaking. If the proposed action is determined to "not have the potential to cause effects on historic properties, assuming such historic properties were present, the agency official has no further obligations under Section 106" and the proposed action is thus defined as a project rather than an undertaking.

Taking into account recipients' lack of familiarity with Section 106 and the strict timelines imposed upon them by DOE and ARRA regulations, it became clear that a specialized review process would be necessary were the program to succeed here in California. Because the vast majority of ARRA -funded DOE activities are by definition projects, we needed to filter these projects out of the SHPO review process.

To date, project activities have been implemented in historic structures, in National Landmark Districts as well as in buildings of more recent construction. Typical activities have ranged from residential and commercial energy-saving measures such as HVAC, light bulbs, and traffic signal upgrades, to more com-

plex projects including solar farms, observatories, and geothermal plants.

Because so many of these activities were not by definition Section 106 undertakings, this office saw the need to refine and redefine our review approach to accommodate grantees new to the 106 process. First, an expedited or abbreviated review template was developed for the less complicated projects, such as HVAC and light bulb replacement, to assist grantees who had no practical 106 experience. This helped streamline the process and enabled our office to quickly and simply review a majority of submittals, which not only helped grantees, but also kept the projects moving efficiently through our office.

Once the scope and volume of the first round of projects was determined, the SHPO reached out to the DOE and California Energy Commission (CEC) to learn how this process was being handled by other states and agencies. Central to this was the development of a Letter of Understanding and then ultimately a Programmatic Agreement (PA) between the CEC and the SHPO outlining each agency's specific obligation under ARRA. Using Oregon's PA as a template and taking a cue from other SHPOs who had already executed similar documents, we agreed upon exempt activities that both agencies felt comfortable excluding from review and designed a system that enables both agencies to work in tandem. After further consultation with the DOE over the content and structure of the PA, the signatory agencies agreed on the document's final draft.

Ultimately, submittals were prioritized as follows: DOE staff reviews activities proposed by large cities and counties, while the CEC reviews those submitted by small cities and counties to determine whether those activities are potential projects or undertakings. Those categorized as potential undertakings by either agency are then forwarded to the SHPO for review to determine the extent of their potential to affect historic properties. An interagency PA was put in place to help prioritize applications according to project components. After much discussion, we created an efficient system to reduce not only confusion,

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## Project Review: Department of Energy's ARRA Funded Projects

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but also review turnaround time. The result has exceeded all expectations. Since the signing of the PA, OHP staff has managed to reduce review time to approximately one week for less complex projects (no ground disturbance and/or buildings less than 50 years of age), allowing reviewers more time to concentrate on those undertakings possessing more complex requirements and, consequently, needing a longer consultation period.

As the CA SHPO continues to receive ARRA-funded undertakings from a variety of federal agencies, it is clear that communication and adaptability are essential if we are to continue to meet the formidable challenge of balancing existing Section 106 responsibilities against the obligation of meeting ARRA imposed guidelines.

### Please Be Aware That

- ◆ **The Office of Historic Preservation is moving to 1725 23rd Street, Suite 100, Sacramento, CA 95816**
- ◆ **Anticipated Move Date:**  
**week of July 12-15, 2010**
- ◆ **Please check the office website at [www.ohp.ca.gov](http://www.ohp.ca.gov) for further details as plans evolve**

2010 35TH ANNUAL CALIFORNIA  
PRESERVATION CONFERENCE

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## Local Government: What Do Status Codes *Really* Mean?

Marie Nelson

In recent discussions with planners, consultants, and local commissioners, we in the Local Government Unit have noted some confusion in the preservation world about the meaning of status codes, which we hope the following will clarify.

In 1975, OHP created status codes 1-6 as a database tool to indicate the National Register eligibility of resources in the state's inventory. Status codes 1, 1D, 2, 2D, 3 and 3D were used essentially the way they are today. Codes 4 and 4D were used for resources that had the potential to become eligible for the National Register through aging, restoration, as a result of additional research, or if more significant examples of the property's architectural style were demolished. Codes 5 and 5D were used for resources listed or eligible for listing either individually or as a contributor to a locally designated historic district or preservation area. Code 6 meant the property was ineligible for any of the above.

In the early 1990s, a decision was made to split the existing code groups into more narrowly defined categories, which resulted in a complex elaboration and nearly 150 individual codes. For example, the 4s (4 and 4D) were expanded into 38 separate variations. Many of the new codes were ambiguously defined; others were never even used. Implicit in several of the twenty-some permutations of Status code 5, which was redefined as "ineligible for the National Register but still of local interest" was a notion that resources "of local interest" were less valuable or worthy of preservation than those eligible for or listed on the National Register. Although not necessarily true, that mistaken idea persists. (More on this below.)

In 1992, the California Register was created and Public Resources Code Section 21084.1 was added to California Environmental Quality Act. Section 21084.1 identified historical resources as part of the environment. As a result, under CEQA, a project that that may cause a substantial adverse impact on a historical resource is a project that could have a significant effect on the environment. Section 21084.1 defines a historical resource as a resource listed in or determined eligible for listing in the California Register of Historical Resources. It also states that historical resources included in a local register of historical resources, as well as resources identified as significant in a survey meeting particular requirements, are presumed to be historical resources for the purposes of CEQA. Thus resources evaluated through a survey which have a status code of 3, 4, or 5 are presumed to be historical resources under CEQA, unless a preponderance of evidence demonstrates otherwise.

Additionally, Section 21804.1 makes it clear that for the purposes of CEQA "historic resources" may include resources not already listed in, or determined eligible for listing in, the California Register of Historical Resources, as well as resources not already listed in a local register or identified as significant in a survey. Section 15064.5 of the CEQA Guidelines states that "Generally, a resource shall be considered by the lead agency to be 'historically significant' if the resource meets the criteria for listing on the California Register of Historical Resources." This underscores the need for lead agencies to determine whether resources that may be affected by a project subject to CEQA meet the California Register criteria, whether or not they have already been listed or surveyed.

In 2003, in order to simplify and clarify the identification, evaluation, and understanding of California's historic resources and better promote their recognition and preservation, OHP once again revised the status codes to reflect the application of California Register and local criteria. The name was changed from "National Register Status Codes" to "California Historical Resource Status Codes." Additionally, in the State Historical Resources Inventory (HRI), the old codes were converted to the new codes. A conversion guide is included in Technical Assistance Bulletin #8 "User's Guide to the California Historical Resource Status Codes & Historic Resources Inventory Directory," available online at [www.ohp.parks.ca.gov/pages/1069/files/tab8.pdf](http://www.ohp.parks.ca.gov/pages/1069/files/tab8.pdf).

**So what are status codes, really?** Simply, they are an index as to how resources have been identified or evaluated. They indicate which evaluation process and which criteria—local register, California Register or National Register—have been used. Status codes do not reflect the "value" of the resources or the level of research or documentation.

- Resources listed by either the Keeper of the National Register or the State Historical Resources Commission (SHRC) receive a 1 code.

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## Local Government: What Do Status Codes *Really* Mean?

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- Resources determined eligible for listing by either the Keeper of the National Register, the SHRC, through a Part I Tax Certification, or by consensus through a Section 106 review receive a 2 code.
- Resources identified and evaluated as “appears eligible” for either the National Register (NR) or the California Register (CR) through a survey receive a 3 code.
- Status code 4 is assigned to State-owned properties eligible for the NR or the CR.
- Status code 5 indicates properties recognized as significant by the local government. There are several ways a property can be designated locally. One is through a local nomination and designation process that parallels that of the NR and CR, using criteria spelled out in the local ordinance. Some local jurisdictions include in their local criteria resources listed or determined eligible for listing in the California or National Register. Other jurisdictions don’t take NR or CR listing or eligibility into consideration. Resources may also be designated locally as the result of a local ordinance or resolution which ascribes status to the resource. And thirdly, a resource may be evaluated as meeting the local criteria as a result of a survey, but not have gone through a formal designation process.

It is important to keep in mind that something recognized as significant by the local government is not necessarily less significant or less important than resources listed on the NR or CR. Some jurisdictions use criteria that are more restrictive than the NR or CR; other jurisdictions have broader criteria than would be eligible for either the NR or CR.

- Status code 6 is a bit tricky because it indicates that a resource has been determined not eligible for listing or designation by a particular evaluation or review process. It is not enough to know that a resource has been given a 6—you also need to know *why* it was given a 6. Resources evaluated under Section 106 or through

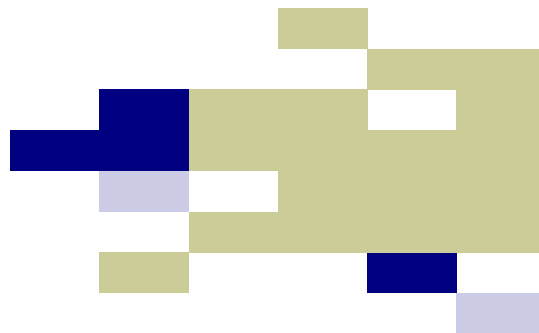
the Part I Tax Certification process are evaluated using NR criteria only; they are not evaluated for the CR or using the local register criteria. Therefore, a resource may have been given a 6 because it failed to meet the NR criteria, yet may still meet either CR or local criteria.

A resource may have been determined ineligible for the NR for a variety of reasons, yet still be eligible for the CR or local register. It is also possible that the resource was not evaluated within the appropriate context, that new information has been discovered, or that the resource has aged sufficiently since it was evaluated so that it could now be eligible for NR, CR or local designation.

Surveys completed before 1998 did not evaluate resources using CR criteria and usually did not use local criteria. That is why survey updates are important and why it is also important to know *why* the 6 status code was given. Dual status codes are often assigned in a survey. A resource could be identified in a survey as “appears eligible for the NR or CR,” thereby meriting a 3, but the same resource may also have been designated at the local level by meeting locally established criteria, thereby meriting a 5. Other combinations are possible as well.

- A 7 status code means that a resource has either not been evaluated for the NR or CR or that it needs reevaluation. Resources identified in a survey but not evaluated receive a 7. Resources given a 4 before 2003 now have a 7 under the code conversion. State Historical Landmarks numbered I- 769 and Points of Historical Interest designated before January 1998 need to be reevaluated using current standards.

**Bottom line:** Status Codes provide important information, but it is not enough to simply know the status code for a particular resource—one needs to know what the status code really means and why it was assigned.



## New Listings on the National Register of Historic Places

**Navarro Inn, Mendocino**  
Mendocino County  
Listed December 11, 2009



Constructed in 1865 by Captain John Fletcher to house male saw mill workers and sailors working the California coastal timber trade, the **Navarro Inn** is an example of a vernacular massed-plan building in the New England tradition. Significant for its association with redwood lumbering and milling in the 19th century and with ship building that provided vessels to transport timber from the forests of Mendocino to their principal market in San Francisco, the Navarro Inn is closely tied to the early settlement and economic development of the Mendocino Coast.

The **Kirkwood Lake Residence Tract** is a collection of 24 rustic cabins in a rustic landscape, built between 1932 and 1948. The cabins and the designed landscape are harmonized with the natural landscape in the Sierra Nevada. A federal nomination, it was listed on December 11, 2009 (No photo provided) Amador County

**Merwyn C. Gill House, Pasadena**  
Los Angeles County  
Listed December 23, 2009



**The Gill House** is a 1964 residence designed by the firm of Buff, Straub and Hensman, significant for its Japanese influence, integration of landscape architecture and building architecture, and use of modern plastic building materials. This nomination is associated with the Cultural Resources of the Recent Past—City of Pasadena Multiple Property Submission.

**Poppy Peak Historic District**  
Pasadena, Los Angeles County  
Listed December 23, 2009



This nomination is associated with the Cultural Resources of the Recent Past—City of Pasadena Multiple Property Submission. **The Poppy Peak Historic District** is characterized by a density of excellent examples of Modern 20<sup>th</sup> century residential architecture designed by a range of architects, including internationally renowned masters, nationally influential and regionally and locally recognized architects.

## New National Register Listings

(Continued from page 7)

### Pegfair Estates Historic District Pasadena, Los Angeles County, Listed January 18, 2010



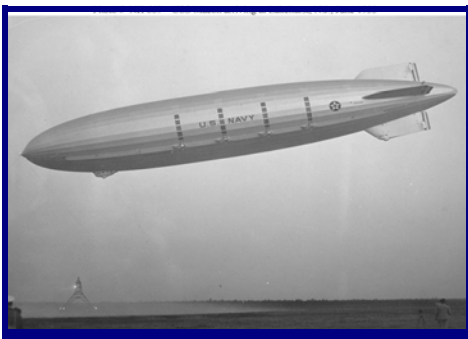
**The Pegfair Estates Historic District** consists of 25 single family residences constructed between 1961 and 1967. The District was nominated under Criterion C in the area of architecture. It is an intact and expressive example of a Post World War II subdivision of custom Contemporary Ranch style residences with Asiatic detailing. The district is exceptional in its exploitation of landscaping in integrating each house to a specific site as well as in incorporating Asian decorative influences, so that the resonance with Asian aesthetics is both subtle and overt. Pegfair Estates conveys Asiatic motifs with a sophistication and subtlety in a manner not seen in

### SMUD Headquarters Building, Sacramento Sacramento County, Listed January 4, 2010



Designed by the Sacramento architectural firm of Dreyfuss and Blackford in 1959, the **SMUD building** was nominated under Criterion C as an exceptional example of its style and property type at the local level of significance. The building remains a virtually pristine example of the International/Miesian style of post-WWII Modernism in Sacramento. It is an exceptional example of its style and building type, embodying the general precepts of the design canon, while also exhibiting innovation in energy efficient design, the use of new materials, and unique artistry.

### USS Macon (Address Restricted) San Juan Capistrano, Orange County, Listed January 29, 2010



**The USS Macon** was nominated under Criterion A for associations with events leading to the demise of the Navy's rigid lighter-than-air airship program. The Macon had accommodations for 100 officers and crew, including sleeping berths, a large mess room, a galley and observation platforms. The Macon carried its own protection-five sparrow hawk fighter planes stored in the aircraft's belly.



## New National Register Listings

(Continued from page 8)



**One Lombard Street**  
San Francisco  
San Francisco County  
Listed February 3, 2010

**One Lombard Street** was nominated at the local level for its association with master architect Willis Polk (1867-1924), one of San Francisco's most influential architects from the 1890s through the 1920s. Designed in 1900 and built the following year, One Lombard Street illustrates several principles of Polk's architectural approach, including his devotion to Classical architecture and his belief in decorative restraint to achieve lasting beauty, and established some principles of design that Polk employed for other industrial buildings. The building illustrates a transitional period in industrial design, from one that abandoned pure function to one that sought balance between function and beauty.



**Garment Capitol Building**  
Los Angeles, Los Angeles County  
Listed March 8, 2010

Completed in 1926, the **Garment Capitol Building** is a high-rise industrial building located in what is now known as the Fashion District. The area at the time of construction was being transformed from a primarily residential neighborhood to a commercial and industrial district with the construction of multi-story garment manufacturing buildings. The building was developed and constructed by Lloyd and Casler Incorporated, a company that specialized in such buildings during the 1910s and 1920s. The building was nominated under Criterion C as an excellent example of a high-rise industrial building influenced by Gothic Revival architecture.



**Bradbury House**  
Santa Monica, Los Angeles County  
Listed March 8, 2010

**The Bradbury House** was nominated under Criterion C in the area of Architecture. It is the first substantial adobe house designed by noted architect John W. Byers, and was instrumental in establishing his reputation as a strong proponent of, and specialist in, the Spanish Colonial Revival style and the modern use of adobe brick.



**Southern Pacific Roundhouse**  
Brisbane, San Mateo County  
Listed March 26, 2010

**The Southern Pacific Railroad Bayshore Roundhouse** and turntable at Bayshore were nominated under Criterion C as an example of an early 20th century transportation building. Developed in response to the need to service and repair locomotives during the steam era, roundhouses typically had circular footprints with tracks that were arranged radially leading to separate stalls. It is the only extant railroad roundhouse of the many that once existed in California during the era of steam locomotives.

## New National Register Listings

(Continued from page 9)



**El Toyon, Auburn**  
Placer County  
Listed March 31, 2010

**El Toyon**, constructed in Auburn in 1889 for Colonel Walter S. Davis, was nominated under Criterion C as a fine local example of the Shingle Style of architecture. Character defining features include the distinctive continuous wood shingle wall cladding, polygonal towers, projecting bays, porches, the use of local stone, and simplified architectural detailing.



**Geneva Office Building & Powerhouse**  
San Francisco, San Francisco County  
Listed March 31, 2010

**The Geneva Building and Powerhouse** were nominated under Criterion A for associations with the development of San Francisco's electrical railway system, and for an important role in labor history as the site of the Carmen's Strike of 1917. The property also meets eligibility under Criterion C for architecture. The Geneva Building and Power House embody the characteristics of both the Romanesque and Queen Anne styles in an eclectic blend that also incorporates industrial elements appropriate for a working railyard.



**Temple Sherith Israel**  
San Francisco, San Francisco County  
Listed March 31, 2010

**Temple Sherith Israel** was nominated under Criterion A at the local level in the area of Law as the principal site of the San Francisco Graft Prosecution of 1906-1908. The Graft Prosecution was a turning point in San Francisco's political history and influenced other cities to undertake similar prosecutions. Also nominated under Criterion C, Temple Sherith Israel is the work of master architect, Albert Pissis. Temple Sherith Israel is representative of Pissis' work in the transparent application of Beaux Arts principles.



**William Shipsey House**  
San Luis Obispo, San Luis Obispo County  
Listed March 31, 2010

**The William Shipsey House**, constructed in 1894, is an example of a well designed residence with Queen Anne and Eastern Stick influences designed by local architect Hilamon Spencer Laird and constructed by local master craftsman Joseph Maino. The house was built for William Shipsey, a prominent force in local politics and law whose work in various levels of government guided the city into a period of change bringing to an end the isolation that had preceded his participation. The property was nominated under Criterion B and C at the local level.

## New National Register Listings

(Continued from page 10)



**Davis Mill**  
Nevada City vicinity  
Nevada County  
Listed March 31, 2010

Built and operated between 1915 and 1940, the **Davis Mill** is a legacy of a small gold mining operation in Nevada County, a rare surviving example of an early 1900 stamp mill. The mill has a typical layout and array of machinery, most of which is intact. How the ore flowed through each step in the milling process is evident.

## New Listings on the California Register of Historical Resources



**Robert O. Peterson/Russell Forester Residence**  
San Diego County

Designed by noted master architect Russell Forester, the **Russell Forester Residence** was nominated under Criterion 3 for architecture and possessing high artistic value. The residence is a Modern, Asian-inspired, post-and-beam structure, influenced by the International Style and Organic Geometric architecture.



**Objects Associated with Apollo 11**  
Tranquility Base  
Listed January 29, 2010

Approximately 106 objects associated with the first human landing on the Moon by the crew of Apollo 11 on July 20, 1969. Nominated under Criterion 1 for their association with the first human exploration of another world, Criterion 2 for their association with the lives of Neil Armstrong, Buzz Aldrin and Michael Collins, Criterion 3 for their embodiment of a distinctive type of engineering technology purpose-designed for the mission, and Criterion 4 for their potential to provide important information on the early development of space technology.

## New California Point of Historical Interest



**Confusion Hill**, including the gravity house, gift and snack shop, manager's residence, restrooms, and landscaping, is the only example of a gravity house theme park in the Mendocino County area. In addition, Confusion Hill meets California Register eligibility under Criterion 1 and 3 for significance in the areas of tourism, recreation, roadside theme parks, and rustic vernacular architecture along the Redwood Highway.

## Commission Corner: Archaeological “White Papers” Summary

Donn Grenda, Ph.D.

In 2006, the Archaeological Resources Committee (ARC) was established by the California State Historical Resources Commission (SHRC) for the purposes of improving archaeological practices in California. The ARC was established following the recommendations and leadership of SHRC Commissioners Trish Fernandez (historical archaeology position) and Donn Grenda (prehistoric archaeology position). Enlisted as volunteers for participation in the ARC were: professional archaeologists representing the Society for California Archaeology (SCA), various state and federal agencies, academia, private consulting firms, and the Office of Historic Preservation (OHP); California Indians and others responsible for outreach to the Native American community; and local government organizations including OHP Certified Local Governments (CLGs).

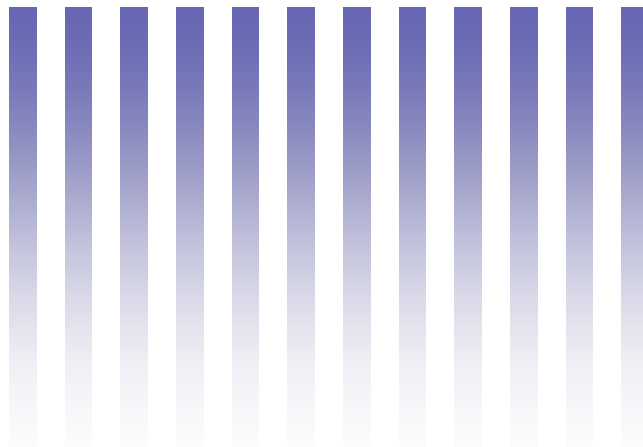
From 2006 to 2010, the ARC drew from the California Statewide Historic Preservation Plan by focusing on five areas for which professional archaeological practices may be improved: Curation; Conservation; Interpretation; Preservation; and Standards and Guidelines. These topics were the subject of position or “white” papers that addressed the current situation, the ideal situation, and ways to bridge the gap. Each white paper was drafted by a lead author, who reviewed past decades’ work and solicited comments from their ARC peers to produce a public review draft. Between March 2007 and September 2008, these versions were first published in the SCA Newsletter (Volume 41, Number 1), then posted on the OHP website and distributed by various means to interested parties along with requests for comments and feedback by the October 31, 2008, deadline. Focused outreach efforts were made to archaeologists through the SCA Newsletter and at a two-day workshop held at the 2007 SCA Annual Meeting in San Jose; to California Indians across the state through a number of special workshops, SCA Meetings, California Indian conferences, a Native American Heritage Commission (NAHC) meeting, special mailings and web postings; to CLGs and other county governments; and to construction and developer groups.

The stated intent of the white papers was to generally identify the current versus ideal situations for each of the five topic areas, requesting that comments offer general suggestions for how to bridge the gap. The white papers especially identify and address deficiencies in archaeology as identified by the California Statewide Historic Preservation Plan.

The ARC received 47 sets of comments on the white papers, totaling 324 individual comments on the subject topics. Among the 47 comment sets, 17 were from professional archaeologists, 28 from California Indian tribes, individuals and organizations, one from a local government, and one from an attorney. While comments addressed all topics, most addressed the curation white paper, and Native American concerns comprised the majority of these.

All comments received by the 10/31/08 deadline were posted on the OHP website, and were considered by the authors and ARC members in developing the final draft white papers for submittal to the SHRC for discussion and action at its April 2010 regular meeting, plus formal responses to individual comments that are consistent with the final draft white papers. The final draft white papers and response to comments were posted on the OHP website as part of the April 2010 SHRC meeting notice. These papers are now part of the long-term administrative record of the public’s efforts to affect change in the state’s policies on the aspects of archaeology discussed in the papers.

Building upon the foundation of a formal adoption by the SHRC, the ARC then plans to: (1) establish clear standards and guidelines for the performance of archaeological investigations in California in consultation with interested parties; (2) distribute these standards and guidelines to groups responsible for and affected by these standards and guidelines; and (3) affect enforcement of these standards and guidelines. It is the ARC’s desire that once adopted by the SHRC, the white papers will establish broadly defined solutions to the major issues that plague the profession. Further, the ARC will move forward with prioritizing the recommendations and developing specific action plans for each priority. These plans may include recommendations for legislative or statutory action to improve enforcement of standards and guidelines.



## Architectural Review: Construction Ahead Avoiding Common Tax Credit Review Roadblocks

Mark Huck

This is the second in a series of articles about the federal Historic Preservation tax incentive program and its implementation. This article focuses on common quality issues in application submittals that could result in Requests for Information (RFIs) due to unreadable or incomplete information, or incorrectly formatted applications or photographs. These submission deficiencies can be avoided by adopting the following simple practices, which will make possible a more streamlined review.

### I. APPLICATION QUALITY

#### A. Quality and Format of Photographs

Photographs often reveal the most information in an application; it is important that the photographs reinforce and illustrate the description of the project in the application.

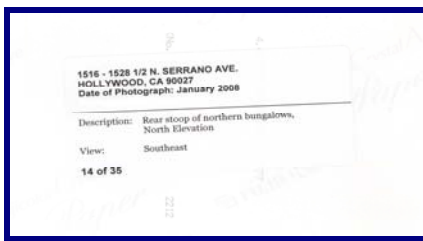
- Character-defining features described in the application must be accompanied by photographs showing the condition of the feature and a context shot. There is a photo reference and drawing reference field at the bottom of each description block in the application where relevant photos and drawings are flagged. All features depicted in the photo must be clear, in focus, and not obscured by shadow.
- The photograph format is well defined in the application instructions, but remains the one requirement that is most freely interpreted. The National Park Service guidance instructs the applicant to submit enough clear photos with the Part 2 to document both interior and exterior conditions, including site and environment, prior to any rehabilitation work. They must show the areas of proposed or completed work. Photographs of "before" conditions must be submitted even if the rehabilitation is completed. Elevations and interior features and spaces of the buildings must be shown. Photographs should be numbered, dated and labeled with the property name, the elevation or direction shown, and a brief description.
- A photo key must also be included, showing the photo number and direction on annotated floor plans.
- Current practice allows color photographs with a minimum size of 4 x 6 inches, with labels on the back. Successful submissions in the past

have good quality digital photos printed on photo stock in the full 4 x 6 inch format and uniformly sized to include the label below or to the side of the photo.

- No photos will be accepted in any size printed on plain bond paper.
- All photos must be submitted loose; bound "booklets" or photos in sleeves will be returned for reformatting.
- Two sets of identical photos are required – one set for OHP and one for the NPS. Requesting a second set adds time to the review. If photos are digital, it is recommended that a CD containing the photo submission be included as a supplemental document.



Sample Photo—Front



Sample Photo—Back with label

#### B. Description of the Site, Environment and Landscaping

Applicants sometimes focus on the built part of the project while neglecting the rest of the site. This is normally not an issue in built-up urban areas where the building occupies the entire site. Where the built project occupies just a part of the property, the scope of work to the

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## Architectural Review: Avoiding Common Tax Credit Review Roadblocks

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overall site also needs to be described in a block. Even if no work is proposed, this should be stated in a block devoted to the site.

Proposed landscaping should be compared to evidence of existing or original landscaping to retain the original character of the site. Restored landscaping should be based on solid physical, photographic or documentary evidence. Lacking any hard evidence of the original landscape, alternative landscaping compatible with the historical period and conforming to modern irrigation realities can be proposed. The text block describing the landscaping should be clear about the origins and basis of the landscape plan.

### C. Include a Complete Set of Full Size Drawings

Many RFIs include questions that could have been answered by a set of full size drawings. These questions typically surround architectural solutions to seismic, structural, or mechanical issues. Most times, a full set will answer such questions. Full size drawings are generally easier to read and expedite the review. If the applicant can ascertain that all drawings are fully readable with a half size set, one can be submitted. Drawings submitted on 8.5 x 11 or 11 x 17 inch sheets are hard to interpret and usually trigger a request for a larger set.

### D. Signature Block Content and Repagination

The front page of an Amendment or Continuation should be considered akin to a legal document. It must describe the contents of the document to follow, and have the Owner's signature visible as an acknowledgement of the veracity of the contents within. Displacement of signature blocks to the second page in a Word document on the Application or Continuation forms is a small issue that rarely occurs. When it does occur, however, the form must be returned to be reformatted, adding time to the review.

- The first page of any Amendment or Continuation must contain a synopsis of the issues being submitted.
- Care must be taken when filling out the form to ensure that the Owner signature block remains on the first page.
- Original Owner signatures must appear on all copies of all forms, to show that the Owner

agrees with the accuracy of all information submitted.

## II. PROJECT/PROCESS QUALITY

### A. Consultant Responsibility

Consultants should determine whether elements of the project meet the Standards and communicate that in the application. Reviewers do not "approve" or "allow" treatments for rehabilitation. Reviewers may agree or disagree with treatments for a project as compatible with the Secretary of the Interior's Standards, as proposed by the application. If the consultant is unsure whether a particular treatment is appropriate for the standards, a preliminary consultation on a specific issue can be arranged with a state and federal reviewer. Such consultations usually revolve around a single "make or break" issue and opinions are discussed verbally.

### B. Local Preservation Commission Approval

Local historic preservation review and approval is a separate process serving different goals from tax credit review and approval. Although both reviews may use the Secretary of the Interior's Standards, approval from local review does not guarantee approval for tax credit purposes. Although this may be stated as additional information, it does not influence the OHP or NPS review process.

### C. Untenanted Finished Space

Many tax credit projects typically include ground floor retail space that remains unrented at the time of the Part 3 application for Certification. Leaving these retail spaces in a raw, unfinished state prior to fit out by a tenant will not meet the tax credit program's requirement for a finished project if the retail space was finished in appearance at the time of acquisition of the property. The retail spaces, to qualify for the overall project, must have a minimum finished appearance, with a ceiling, a floor, clean windows and completed and painted walls. There should be nothing stored in the space such as construction equipment or debris. The issue of unfinished tenant space tends to be a common one at Part 3 Certification time, and can create a delay in certification.

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## Avoiding Common Tax Credit Review Roadblocks

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### D. Signage and the Standards

Corporate franchise tenants may have signage requirements that are at odds with the historical signage of the building. It is best to consider compatible signage guidelines initially and review these with potential tenants. Most tenants find ways to work within historic signage parameters. Submitting an overall signage strategy compatible with the Standards initially can reduce time needed to negotiate compatible solutions later.

Heeding the recommendations above can help to assure a trouble-free tax credit submission. Rigorous conformity to the NPS program instructions and adherence to the Secretary of the Interior's Standards for Rehabilitation offer the most direct path to a tax credit project that moves through OHP and NPS review with a minimum of delay. If you have questions as to the correct approach for your project, a call to an OHP reviewer can set you firmly on the path to a successful tax credit project.

## News to Me: What's Happening at OHP

The Office of Historic Preservation is pleased to announce that Jenan Saunders has returned to her old stomping grounds for a temporary stint as Staff Manager. Since 2001, Jenan worked in the California State Parks Interpretation and Education Division, where she managed that division's Planning and Programs Section and Photographic Archives. Before that, she supervised the Interpretive Publications Section. On top of that, she was responsible for statewide issues and programs related to school group programming, evaluation of interpretive staff, and accessibility as it relates to interpretive services.

OHP's former Registration Unit supervisor Gene Itogawa hired Jenan into her first permanent State position in 1997 as an Historian I to coordinate the then-new California Register of Historical Resources program. The following year, she moved with that program to the Local Government Unit, where she helped administer the Certified Local Government program. Later, she handled CEQA review of local agency projects. Jenan also coordinated OHP's publications program and was responsible for the design of the 1997 State Plan report, as well as the office's Technical Assistance series.

Ms. Saunders is a former member of the Board of Directors and former President of the California Council for the Promotion of History (CCPH). In addition, she also ably edited CCPH's newsletter for more than ten years.

After graduating with Honors from UC Davis, where her emphasis was 20<sup>th</sup> century U.S. and Latin American history, Jenan went on to obtain her M.A. in Public History from CSU Sacramento. What attracted her to history? The answer is simple and profound: "the stories." A family trip to Libya and Egypt when she was 12 and curiosity about her ancestry whetted Ms. Saunder's appetite for travel, so after college she spent a month "Eurailing" through Europe and then six weeks in Tunisia taking an intensive Arabic class, where her over-priced accommodations cost \$2 a night. Her next trip will



**New Staff Manager Jenan Saunders**

likely be to Belize, where her mother and two brothers live now.

Her passions? Old movies, especially comedies and musicals, reading (most recently, the Jeeves series by P.G. Wodehouse), cooking, and attending rock concerts with her husband, though she is a self-described homebody.

Though her background in history is a bonus, Jenan admits that it is her experience navigating the State's bureaucracy while employed by the Interpretation and Education Division that will be of special value in her new position at OHP. Her goal at this early stage is to assist with administration of the office so that staff can focus their time and energies on the programs OHP is mandated to carry out. Welcome back, Jenan!

LESTER A. SNOW  
SECRETARY FOR RESOURCES

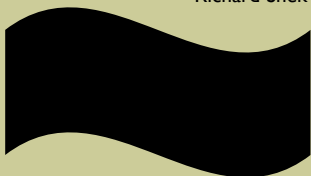
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Fernando Guerra, Ph.D.  
Rick Moss  
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**Preservation Matters** is the quarterly newsletter of the California Office of Historic Preservation, California State Parks. If you have questions or comments about this newsletter, email [preservationmatters@parks.ca.gov](mailto:preservationmatters@parks.ca.gov).

**This publication is available in alternate format upon request.**

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

## Upcoming Events in Historic Preservation

The **California Preservation Foundation** invites all to its 2010 Conference: The Sierra Nevada: Preserving a Sense of Place, to be held **May 12-15, 2010** in Nevada County. For more information, see <http://www.californiapreservation.org>

Join the **LA Conservancy** in celebrating outstanding achievements in historic preservation in LA County at the **29th Annual Preservation Awards Luncheon**, Thursday, May 13. For tickets, go to <http://www.laconservancy.org/>

The **LA Conservancy's** 24th season of classic films in historic theatres returns in May with six great films in three beautiful movie palaces. For tickets, go to <http://www.laconservancy.org/>

The **Advisory Council for Historic Preservation** has scheduled courses for those new to historic preservation compliance as well as experienced Section 106 users. **The Section 106 Essentials** will be held June 15-16, 2010 at the Mission Inn in Riverside; **Advanced Section 106 Seminar** will be held June 18, 2010 at the US Grant Hotel in San Diego and July 15, 2010 at the Hotel Monaco in Seattle. For information and registration, go to [www.achp.gov/106](http://www.achp.gov/106)

The **Tuolumne County Community Development Department** and **Tuolumne County Historic Review Commission**, in cooperation with **OHP**, is sponsoring an Historic Preservation Conference in Historic Downtown Sonora on Friday, June 28, 2010 from 8:45 am to 4:00 pm. For more information see [http://www.ohp.parks.ca.gov/?page\\_id=24681](http://www.ohp.parks.ca.gov/?page_id=24681)

The **Office of Historic Preservation** is moving! Current date for the anticipated move is the week of July 12-15, 2010. Please check the OHP website for further details as they evolve at <http://www.ohp.ca.gov/>

**California Council for the Promotion of History 2010 Annual Conference:** What's So Funny About History will convene in the Sierra foothill gold rush towns of Sonora, Jamestown and Columbia, October 21-23, 2010 For information, see <http://www.csus.edu/org/ccph/Conference/>

