

ORANGE
GENERAL PLAN

HISTORIC PRESERVATION

PREFACE

This Historic Preservation Element is an outgrowth of previous actions taken by the Orange City Council to recognize the historic resources within the City and of the recently conducted Historic Survey.

In the late 1979, demonstrated citizen interest and support resulted in Council action to establish the Old Towne Steering Committee. This committee has been in existence since that time to assess and direct the special planning needs for the square mile of old Orange which contains the primary concentration of historic homes and buildings within the City. Soon after the establishment of the Old Towne Committee, they took action to recognize the unique characteristics of the downtown commercial core, in particular, and joined with the Orange Community Historical Society and City officials to nominate the four-block commercial area to the National Register of Historic Buildings. This area, now known as the Plaza Historic District, is officially listed on the National Register and is the subject of special detailed planning by the Old Towne Steering Committee.

In 1981, the Old Towne Steering Committee acted upon the interest of local citizens and property owners to recommend to Council that specific boundaries be established for the primary square mile portion of old Orange. That same year, Council adopted what is now referred to as the Old Towne boundaries which include the streets of Cambridge, La Veta, Batavia and Walnut. These boundaries, which encompass both sides of each of the boundary streets, are shown on the following map, Figure HP-1.

Recognizing that a complete assessment was necessary before further planning action could be taken for the square mile Old Towne area outside the Plaza Historic District, Council acted upon a request by the Old Towne Steering Committee to have a complete Historic Survey conducted. This survey was conducted from September, 1981 to June, 1982 and included evaluation of all pre-1940 homes and buildings throughout the City of Orange with a primary emphasis of study on Old Towne. The purpose of this Historic Survey was to inventory and document the buildings and homes in Orange associated with the City's history prior to W.W.II and to use the data gathered to formulate an Historic Preservation Element.

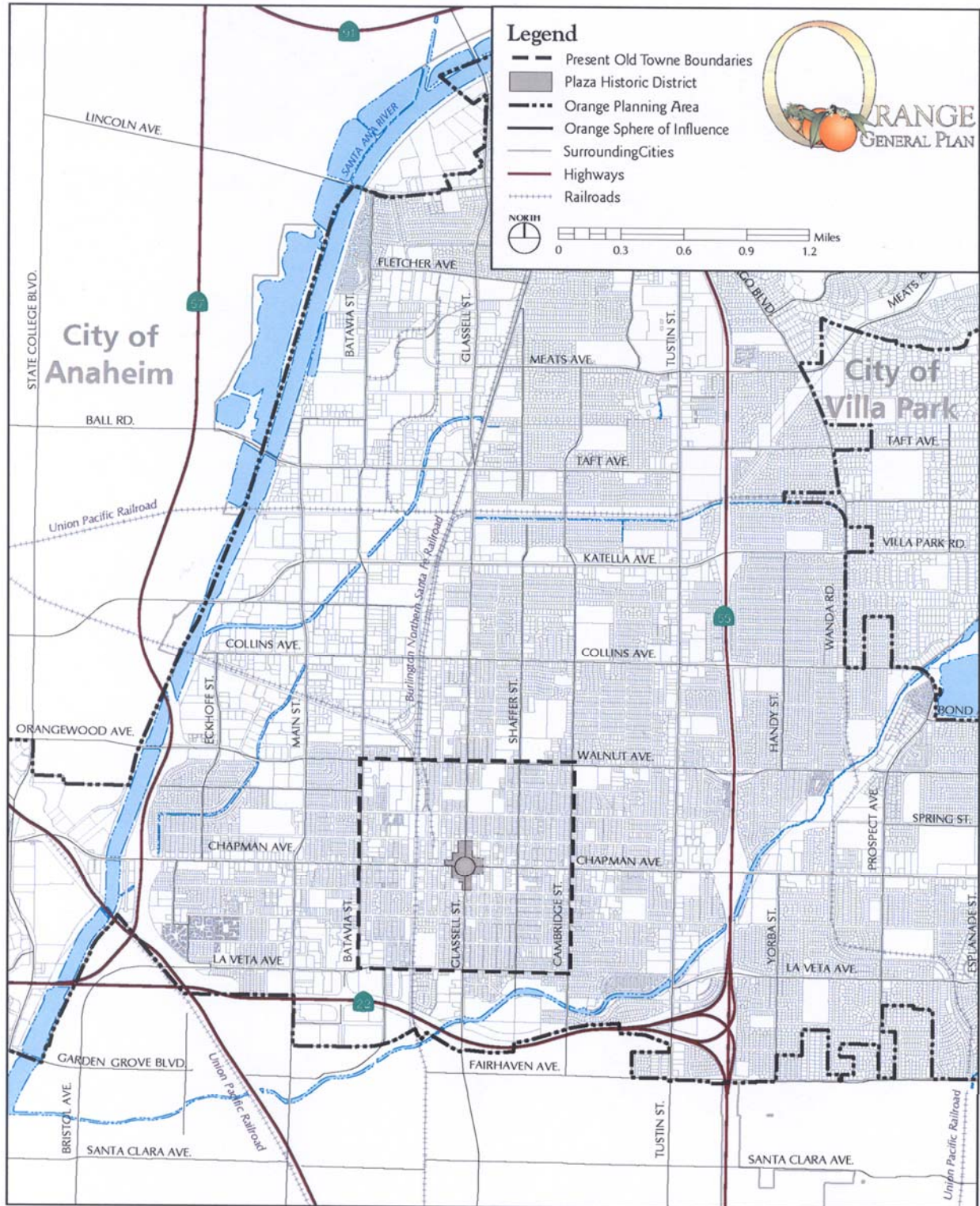


Figure HP-1
Present Old Towne Boundaries



Subsequent to selecting Heritage Orange County, Inc. to perform the Historic Survey, Council appointed a 13-member Historic Survey Advisory Board to oversee and monitor the effort. This Advisory Board is made up of a cross-section of citizens representing the Old Towne Steering Committee, the Orange Antique Dealers Association, the Downtown Orange Merchants Association, the Orange Community Historical Society and property owners within Old Towne. The volunteer work of the Historic Survey Advisory Board has resulted in the recommendations presented in this Historic Preservation Element.

INTRODUCTION

The City of Orange has embarked upon an important program which seeks to recognize, enhance and protect the historic, architectural and design features of the City. This has been done in the belief that this will add to the cultural richness and diversity offered to residents of Orange and will increase the economic vitality of the City.

Orange is unique among Orange County cities in that more than 1,300 homes and buildings remain intact in the original square mile of the City. Unlike other towns that have witnessed the insensitive redevelopment or decay of their older neighborhoods, the older portions of Orange have continued to evolve as physically intact and economically stable neighborhoods. These neighborhoods enjoy a relatively strong economic base while, at the same time, their presence represents the living architectural history of Orange.

Within and near the present Old Towne boundaries (Walnut, Cambridge, La Veta, Batavia) a diversity of architectural styles, building types and neighborhood characteristics is present. A strong commercial core, now known as the Plaza Historic District, is complemented by the surrounding residential neighborhoods. Commercial buildings dated from the 1880's through the 1920's are present and exhibit an array of styles and architectural details unmatched in our modern times. Similarly, homes from the 1880 Victorian through post-World War I Period Revival styles are present in nearly the same concentrations as they existed in the 1920's. While this would be enough to distinguish old Orange, Old Towne is made all the more exciting by the fact that a complete array of building types remain to make this area almost as well-rounded and self-sufficient as it was originally. The complete stock of commercial buildings and residential homes which are a part of the Old Towne community is made all the more interesting by the churches, schools, depot, post office, parking houses, industrial buildings, clubhouses and parks which still remain in active use since their establishment in the early part of the century.

The heart of Orange is more than just a few randomly located landmark buildings. It is a complete district of historically interdependent buildings which still exhibit the special ambiance associated with their time and place in history.

On the whole, the homes and buildings are in a well-maintained condition and retain their original architectural integrity. Old Towne and its environs is a living historic community.



HISTORIC PRESERVATION

Based on the results of the Orange Historic Survey and the findings of the Advisory Board, it was determined that there are special areas of historic importance in Orange that warrant preservation and conservation. It is the belief that these areas may be threatened if mechanisms which insure their protection are not implemented. The protection of the historic neighborhoods of Orange will insure that their special characteristics will continue to exist for the benefit, pleasure and pride of the property owners, residents and general citizenry of Orange.

A logical and sensible preservation program will enhance the historic neighborhoods and the quality of life in Orange in four primary ways:

- ➔ Protection of the desirable and unique features of the historic neighborhoods.
- ➔ Protection and stabilization of property values.
- ➔ Protection that compatible rehabilitation will occur and that deterioration will be minimized.
- ➔ Protection that insures new construction in historic neighborhoods will be structurally and architecturally compatible.

As these objectives are achieved, several benefits will occur automatically. The protection of important neighborhood qualities in combination with protection against deterioration, will result in economic revitalization and continued economic vitality. At the same time, recognition of these historic neighborhoods will add to the diversity of lifestyles offered in Orange as well as provided for a common identity and increased community pride of residents in the historic neighborhoods.

The City of Orange recognizes the importance of its historic neighborhoods and seeks the proper balance between preservation of its historic resources and redevelopment of substandard housing. An appropriate preservation program will add distinction to the Old Towne environs, will enhance opportunities for a diversity of housing opportunities and lifestyles in Orange and will bring economic benefits to property owners.

HISTORIC AND ARCHITECTURAL BACKGROUND

The history of the City of Orange is amply represented in the homes and buildings that remain today. From the original Plaza fountain to the 1880's pioneer homes, the turn-of-the-century store buildings and the multitude of bungalows, the evidence and story of the evolving history of Orange exists. The buildings built by the real estate entrepreneurs and the homes of the families of Orange still remain today largely in the Old Towne environs.

Like other cities in Orange County, Orange was founded as a real estate venture. Two men, Andrew Glassell and A.B. Chapman acquired the land for the founding of Orange in trade for legal services they had rendered. In 1871 they subdivided the land into saleable town lots reserving eight lots in the center for a public Plaza. Orange has the distinction of being the only American town in the region which was laid out around a Plaza in the manner pioneered by William Penn in the design of Philadelphia and other east coast cities.



Messers, Chapman and Glassell originally named their new town Richland but in 1873 it was changed to Orange because another town of Richland already existed in California. Glassell's brother, Capt. Wm. T. Glassell, laid out the town on a north-south axis with two major spoke streets intersecting the Plaza. These two streets were "humbly" named Chapman and Glassell. It was envisioned from the beginning that the core area near the Plaza would form the commercial heart of town and the outlying and adjacent streets would form the residential districts. This same pattern of development still remains today in Old Towne.

The first decade and a half in Orange was rather quiet. A few pioneers trickled in, but it was not until the real estate "boom" of the late 1880's that considerably more people arrived. The railroad rate war of 1887 that caused a new flow of immigrants to California resulted in a boom for Orange as well. Much happened in Orange in the four quick boom years. In 1885 the first newspaper was founded, in 1887 the railroad arrived and the first bank was opened, in 1888 the City was incorporated and by 1890 the population reached 866.

During this time the downtown buildings began to expand in size and were constructed in the then popular Italianate commercial style. The residences that were built ran the gamut from hand built homestead houses to the elaborate Victorian styles like those springing up all around the west coast. Most of the early pioneers were of Scandinavian or German heritage and were largely men who came to Orange to take up gentleman farming. First grapes and nuts, then later citrus, occupied the 10-20 acre farm lots. Each of these lots were usually distinguished by a large two-story Victorian home of the owner. Many of these remain today and are usually located on corner lots in Old Towne and scattered around other parts of the City.

The more elaborate Victorian era homes were characterized by a vertical emphasis with much jigsawed ornamentation particularly around the porch, windows and entry. Many of the Victorian period houses in Orange, even the larger ones, simplified the ornamentation due mostly to the fact that the building resources and materials were not as readily available in Orange.

The boom years saw the creation of other new towns nearby. McPherson and El Modena, both in what is now East Orange, were two of the most prolific. While most traces of McPherson have since vanished, El Modena continues today as a vibrant community with a considerable concentration of homes that were constructed after the boom and following the turn of the century.



Victorian Style House Popular 1880-1900



In 1889, Orange vied to become the County seat. When not selected, she settled back down to operating as a quiet, small town and began to emerge as a self-sufficient and friendly community setting the trend for a way of life that still continues today.

During this time, some businesses which still exist today and some businesses that were forefathers of those which exist today came into being. Prime among them are Watson's Drug Store (founded 1899), The Orange County Fruit Exchange (now a part of Sunkist), which incorporated in 1893 and the Wells Fargo Bank Branch – a successor to the 1886 Bank of Orange.

Names which now grace the streets of old Orange represent the most industrious of the pioneers which helped build Orange during these early days. Among them are pioneers of the 1870's like the Parkers, Albert Clark (first President of the S.A.V.I.) and Nathan Harwood; or businessmen and boosters from the 1880's like D.C. Pixley and Charles Culver. Other streets bear the names of hometowns pioneers left behind, like Batavia and Palmyra. Many of the descendents of these families still live in Orange today.

With the turn of the century, Orange entered another growth period. As is usually the way, this coincided with a new architectural movement. As the new century brought an increase in the citrus industry it also brought with it an increase in economic prosperity to Orange. Those persons building homes for themselves preferred the new Classical Revival style which offered greater simplicity and affordability than the previously popular Victorian homes.



Whereas the Victorians were upright and vertical, ornate and busy, the Classical Revival homes were boxy, sleek and simple. Ornamentation was kept to a minimum with the emphasis being on the classically styled columns. During this period, there was a notable rise in contractor built homes. It was during this time that the real estate and housing industry began to develop a firm footing.

With the growth of the citrus industry, there was a demand for more workers in the area. In addition to the farm managers, there was a need for field workers, irrigators, packing house workers and truckers. In turn, increased workers in the area, brought a need for more stores, shops and goods. That, of course, brought about a rise in the merchant class which further increased the demand for housing.

Classical Revival Style House Popular 1900-1910



A surprisingly large number of Classical Revival style homes from the 1900-10 still remain. While these are predominantly located near to the downtown core, there are ample numbers scattered throughout Old Towne. When compared with other cities in Orange County, Orange has a particularly high concentration of homes from this period.

The citrus industry which formed the mainstay of the city's economy continued to grow during the first quarter of the century. Beginning about 1912, another economic surge began which produced nearly two decades of prosperity. During this time, the commercial core grew rapidly with handsome two story buildings being constructed to form what now comprises the Plaza Historic District. These buildings were generally constructed of brick and featured ornamental cornices with special architectural emphasis also given to the fenestration. That these buildings



were built in a solid manner with an architectural appeal is backed up by the fact that they still remain in popular use today.

At the same time that the downtown was growing, so were the residential areas. While the more well-to-do were still constructing large stately homes for themselves along Chapman and Glassell, the proliferating middle class was residing in increasing numbers on the interior streets.

Beginning in 1912, the residential architectural styles again began to change. There was again a reaction to previous styles. Instead of the simplicity and classical emphasis of the Classical Revival homes, Californians began to favor a more indigenous style which was an outgrowth of the work of two Pasadena architects, Charles and Henry Greene. The Craftsman style homes as they began to be called emphasized a horizontal quality coupled with ornamentation which was functional, not just decorative. Furthermore, these houses were meant to harmonize with the terrain on which they were located and, therefore, featured broad open porches and large picture windows to emphasize the relationship between the interior and exterior spaces.

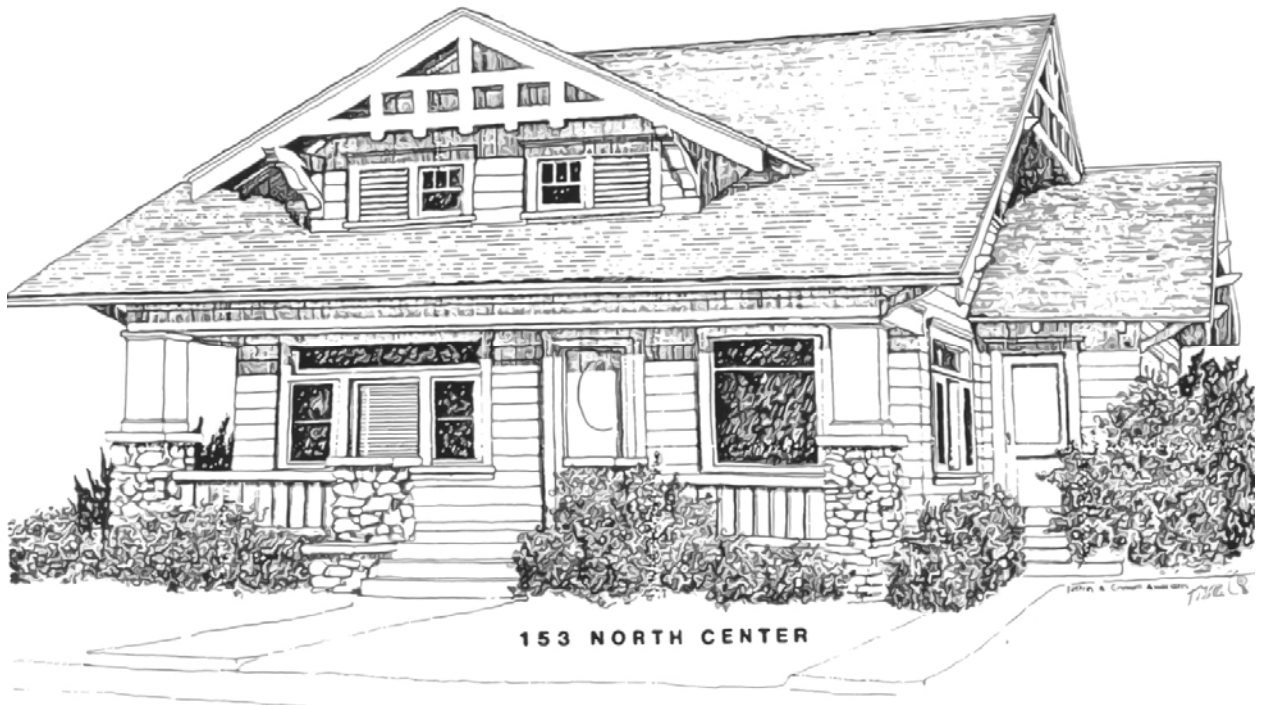
The first of these houses to be located in Orange, and there were many, were generally one and a half stories in height and featured a full width front porch supported by wide tapered piers. Typically the leading merchants in town and ranchers (those who lived in town, but had land on the outskirts which was farmed) owned these houses. There is a great similarity amongst these early Craftsman houses though each usually has its own unique mark of distinction.

The demand for housing in Orange became great, but not everyone could afford the larger Craftsman type home. An affordable off shoot was created - - the bungalow. Imitating the Craftsman homes in styling and character these homes were decidedly smaller, usually one story and could be constructed for a lesser price. At a time when lots were running about \$500 apiece, the price of constructing a bungalow was about \$1,000.

The bungalows did, and still do, dominate the streets of old Orange. The persons that lived in these bungalows were the people it took to keep a self-sufficient town operating - storekeepers, bakers, contractors, packing house operators, teachers and carpenters. Many of these homes were built for speculation as part of the flourishing real estate industry. With the rapidly growing economy of Orange however, the houses usually sold as quickly as they were built.



Craftsman Style House
Popular 1910-25



As the citrus economy continued to flourish on into the Twenties, the demand for housing grew and the residential styles once again changed. In place of the California oriented Craftsman houses came European influenced Tudor, Provincial, Mediterranean and Norman Revival styles. These were the style preferences that the World War I soldiers brought home with them. Having seen the country houses while doing battle in Europe they instructed the local contractors here to build in the European manner. The Mediterranean Revival style was by far the most popular in Orange and those that remain exist primarily on the outskirts of the Old Towne boundaries.

With the Thirties came the Depression and a collapse of the housing industry. Building virtually came to a standstill until after the war years when once again the housing business boomed. But instead of the individualized custom construction that characterized the houses before World War II, after the war, houses were built in singular styles in large tracts. The houses that remain in the Old Towne environs and throughout Orange from the period before 1940 are an important part of the legacy of Orange and remain today as significant features of the urban environment of the City.



Mediterranean Revival Style House
Popular 1922-30





HISTORIC SURVEY METHODOLOGY AND RESULTS

The primary purpose of the Historic Survey and the resulting inventory was to provide documented information which could be used to develop this Historic Preservation Element. Information gathered during the survey process was used to determine which properties and neighborhoods in Orange have historical and architectural significance.

The Orange Historic Survey was conducted by Heritage Orange County, Inc., a local historic preservation consulting firm with staff professionals in the areas of architectural history and historic preservation planning. The Historic Survey project was funded using matching monies from the City of Orange and the California State Office of Historic Preservation. In addition, more than 1,700 hours of volunteer time was contributed by Orange residents toward research, photography, administrative and advisory assistance on the Historic Survey.

The Historic Survey also provides essential information for the completion of State Historic Resources Inventory forms. These forms provide informational data to both the City of Orange and the State of California. Listing on these forms does not constitute historic designation of any type, but merely serves to provide a data base for future land use planning decisions.

The Historic Survey also provides a reliable source of information for city staff to consult when public or private projects are proposed within the Historic Survey area. The availability of this information assures that the impact of a project upon historic homes and buildings will not be overlooked. The survey results are also available to the public and represent a valuable tool for community education and information.

How the Survey Was Conducted

The Historic Survey was launched in September of 1981 and continued for a period of one year. The survey was conducted in three phases under the principal direction of a survey coordinator acting as a consultant to the City of Orange. All work and data associated with the Historic Survey was monitored at monthly meetings attended by a 13-member Historic Survey Advisory Board made up of a cross-section of Orange citizens. The three phase process used to conduct the Historic Survey was as follows:

- Phase I – Resource Identification and Community Outreach (3 months)
- Phase II – Field Survey and Research (6 months)
- Phase III – Development of Final Work Products (3 months)

A thorough windshield survey was initiated to determine the primary survey area. It was found that the greatest concentration of pre-1940 structures was located within and near the established Old Towne boundaries which represent the original portions of the town of Orange. In addition, a considerable concentration still exists in the portion of El Modena located within the incorporated city boundaries. (The remaining half which is within the County unincorporated area also has a considerable concentration, but could not be included as part of the Historic Survey



because it was not within the jurisdiction of Orange.) Lastly, several remaining farm houses from prior to 1925 are still located in scattered portions of the City. It was determined that the Historic Survey would focus on the above named geographic areas.

All the data gathered during the survey was reviewed by the Historic Survey Advisory Board. It was their responsibility to decide in conjunction with the consultant which buildings are placed on the Historic Resources Inventory and which buildings are eligible for the National Register. In addition, it was their decision as to which neighborhoods would be recommended for a preservation program and what the parameters of such a preservation program would be.

Homes and buildings included on the survey inventory are those which still retain their original architectural integrity or have undergone only minor alteration. It should be understood that no building is static and almost every building has been adapted somewhere along the way. On the whole, the homes included have undergone virtually no visible alteration and still retain their original architectural features.

Historic Survey Results

The Historic Survey produced a total of 1,377 homes and buildings which are included on the final State Resources Inventory forms. These forms include photographic, architectural and historical documentation. (The Plaza Historic District was not part of the Historic Survey since action associated with placing it on the National Register already provided for its documentation and preservation.) The Final Resources Inventory is available for viewing at the City Hall Planning and Development Services Department, the Main City Library or by contacting the Orange Community Historical Society.

Historic Survey Residential

The Historic Survey results are presented on the Inventory forms under four entries:

- Old Towne and its environs (1,248 homes and buildings included)
- Nutwood Place (34 homes included)
- El Modena (70 homes and buildings included)
- Outlying farm houses (25 homes and buildings included)

The relative geographic location of these group listings are shown on the map in Figure HP-2.

The single greatest concentration of homes is within and near Old Towne as shown on the map in Figure HP-3. The survey was not just confined to the area within Old Towne in order that the appropriateness of those boundaries could be fully evaluated. It was determined that the boundaries should be extended on the south to include the Nutwood Tract and W.O. Hart Park. The Nutwood Tract was subdivided in 1906 as the first neighborhood community within Orange. It was the first residential neighborhood to receive paved streets and was meant to be the elite



neighborhood in Orange. Its orientation toward the park and the park itself along with the preponderance of pre-1940 homes and period landscaping make this neighborhood commensurate with the areas within the Old Towne boundaries. In addition, those areas which contain new sub-divisions or concentrations of newer units are recommended for exclusion from the Old Towne planning boundaries (these areas would not be included as part of any future historic preservation programs). The recommended revisions to the Old Towne boundaries are shown on the map in Figure HP-4.

A total of 70 homes are listed in the El Modena portion of the Historic Inventory. These consist primarily of smaller bungalow homes which, for the most part, originally served as farmworker related housing. The homes in this nucleus are an important part of the citrus history in Orange. It is a possibility that El Modena could become part of a preservation program in Orange. Preservation of the homes there would need to focus on the existing architectural character as part of the bungalow tradition. Every effort should be made to recognize the historic importance of El Modena both as an architectural entity and as a part of the local Mexican-American heritage.

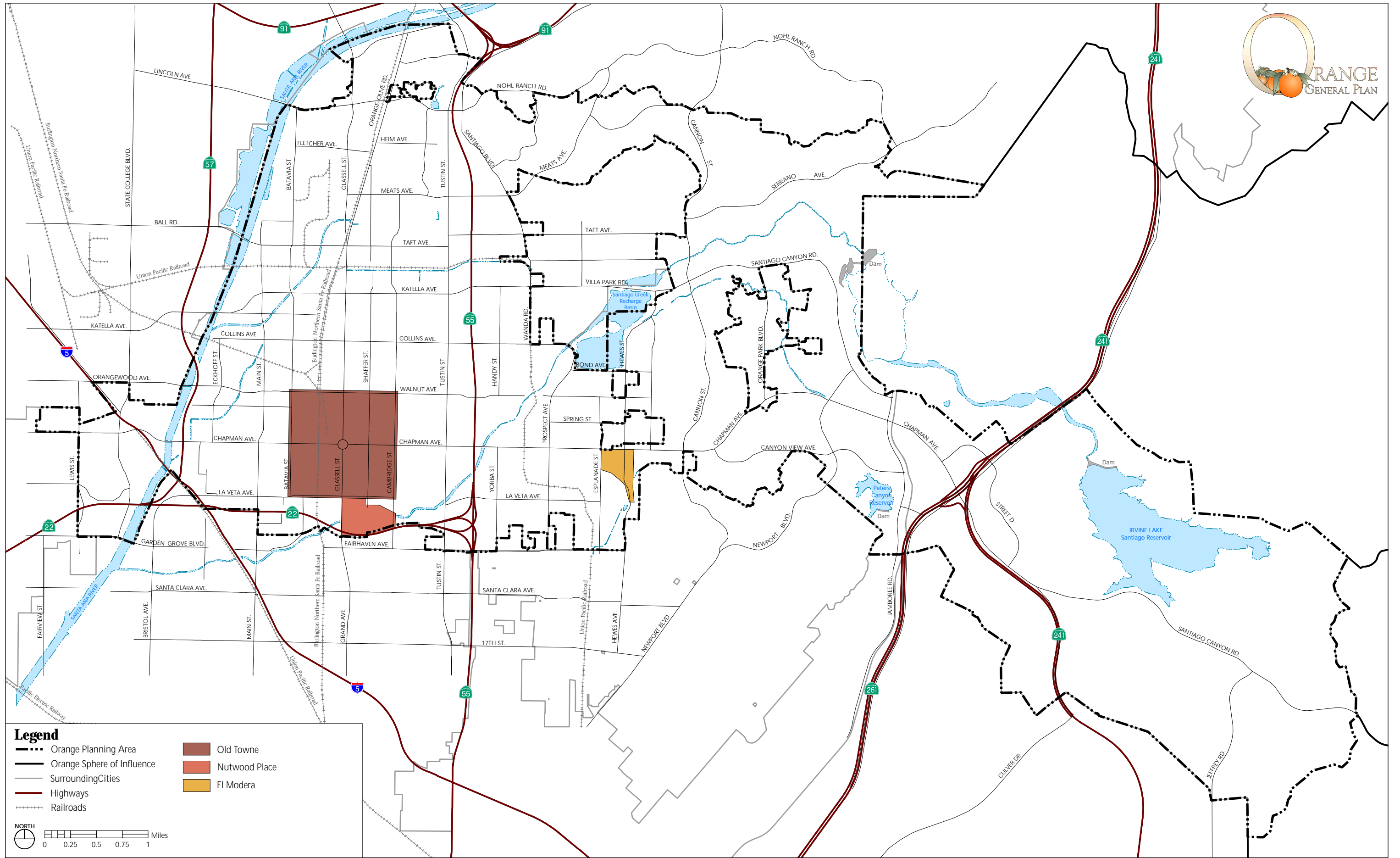
A total of 25 homes are listed in the section of the Historic Inventory dealing with the outlying remaining farmhouses. These are in scattered locations and are generally homes which were originally surrounded by orchards. Because the agricultural land which once surrounded these homes has since been developed, these houses typically are estranged from their original environment and are often on main thoroughfares. Despite the fact that preservation of most of these homes is unlikely, they also form an important part of the agricultural and architectural history of Orange. Whenever possible, the historic importance of these homes should be recognized.

Historic Survey Commercial

As mentioned earlier, the Plaza Historic District, which forms the core, and basically the essence, of pre-1940 commercial structures in Orange, was not included as part of the Historic Survey per se, but is recognized as a component of this Historic Element. Special detailed planning programs are already underway to recognize and protect the historic importance of this area.

In addition to the buildings in the Plaza Historic District, a few other commercial buildings are located in Old Towne, particularly along W. Chapman. These were included in the Historic Inventory as part of the Old Towne entry. Recommendations for their preservation are included as part of the recommendations for Old Towne.

The spoke streets beyond the Plaza Historic District play a quasi-commercial role though that is primarily the result of older houses being used for office-professional and some retail purposes. Again these are listed in the Historic Inventory as part of the Old Towne entry because they were historically, and still are, integral to the rest of Old Towne.



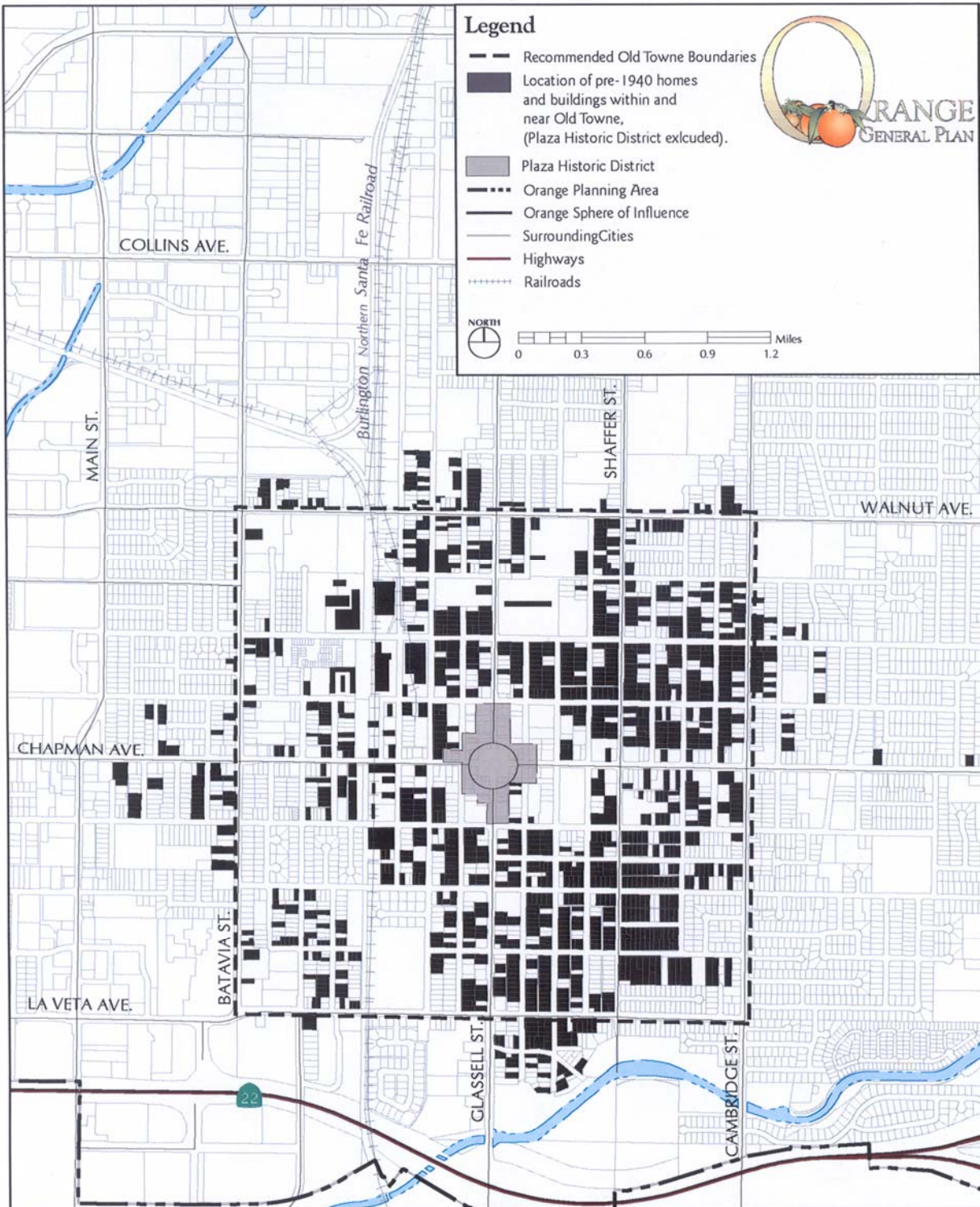


Figure HP-3
Pre-1940 Homes



Figure HP-4
Recommended Old Towne Boundaries



National Register Eligible Buildings

It was the role of the Historic Survey Consultant and Advisory Board to use the best possible professional judgment in determining which homes and buildings in Orange might be eligible for the National Register. National Register homes and buildings are the most historically and architecturally significant of the City's older buildings. In addition to being of outstanding importance in and of themselves, they play an important image making role for the Old Towne character as a whole. These homes and buildings are greatly complemented by the many other pre-1940 buildings in Orange.

The Historic Survey uncovered 31 homes and buildings that appear to qualify for listing on the National Register. (That is in addition to those already listed on the National Register including the Plaza Historic District, the Ainsworth House and Chapman College.) Special recognition and protection should be extended to these homes and buildings both as part of an on-going community awareness program and as part of the daily land use planning process.

In addition to the buildings listed as eligible for the National Register, another 22 were indicated as being potentially eligible. This recognition was given to homes and buildings which clearly possessed outstanding features, but had been architecturally modified and/or were lacking sufficient historic information to fully enlist them as eligible.

No buildings in either category have been nominated to the National Register. This task is up to the property owner. It is recommended, however, that the City inform these property owners that their buildings are eligible for the National Register and assist them in anyway possible with the processing.

Summary

Based on the results of the Historic Survey, the Advisory Board made the following recommendations:

1. Given the significant concentration of pre-1940 homes and buildings in Old Towne, a Historic Preservation Element should be adopted and a complete preservation program enacted to insure the longevity of Old Towne as an economically viable historic community.
2. Amend the Old Towne boundaries to include Nutwood Place and W.O. Hart Park.
3. Make Old Towne the targeted preservation planning area and utilize a three-tiered planning approach to developing the appropriate preservation planning programs.
4. Reserve the option of including El Modena as part of the preservation planning program.

The goals and implementation program embodied in this Historic Preservation Element are an outgrowth of these above recommendations.



ISSUES AND CONCERNS

During the course of conducting the Historic Survey, the Advisory Board evaluated not only the historical and historic architectural significance of neighborhoods, but also considered the impact of the existing land use and zoning patterns. Based on the current trends, a number of issues and concerns were raised with regard to the impact of these patterns on the desired revitalization effort.

The following stated issues and concerns form the foundation for the goals and implementation actions of this Historic Preservation Element. Given the high quality historic architectural community of Old Towne Orange and the need to insure a firm economic base for this area, these are a need to achieve the following:

- Protection of the desirable and unique features of the historic neighborhoods.
- Protection and stabilization of property values.
- Protection that compatible rehabilitation will occur and that deterioration will be minimized.
- Protection that insures new construction in historic neighborhoods will be structurally and architecturally compatible.

The following issues and concerns dictate the need for a logical and sensible preservation program:

*THERE IS A DISPARITY BETWEEN THE BASE ZONING AND THE EXISTING USE IN MOST OF THE OLD TOWNE ENVIRONS.

The majority of Old Towne is zoned is for medium density residential usage or higher. This is in contrast to the preponderance of older historic single family homes which are concentrated throughout Old Towne particularly in the eastern quads. This situation produces an incentive to increase the land use densities. In order to preserve the Old Towne community, its character, density and lifestyle, an overlay to the present zoning must be added to encourage alternative to demolition and to channel rehabilitation and new construction in architecturally compatible directions.

* NO FINANCIAL INCENTIVES EXIST FOR REHABILITATION

To achieve full preservation and economic revitalization of any older neighborhood, it is necessary for the public sector to lead the way by forming a partnership with private property owners which is based on incentives extended by the city in return for attaining desired urban development goals. Currently the City of Orange offers no such incentives to owners of historic structures. The presence of such incentives as the Historic Building Code and low-interest rehab loans would provide financial incentives to encourage rehabilitation and preservation.

* NO CONTROL EXISTS ON THE DEMOLITION OF HISTORIC HOMES AND BUILDINGS.

For preservation of the many homes and buildings which contribute to the significant Old Towne community to occur, then mechanisms must be in place to safeguard the long-term character and



quality of the area. Currently any property owner may obtain a demolition permit as a simple over the counter transaction. Because a demolition permit can be obtained on the spot, no provision is available to seek alternatives to the demolition request. If a period of time were instated for an applicant to wait before which a demolition permit was granted, then alternatives, including finding a lot on which to relocate a house, might be found.

* NO REHABILITATION GUIDELINES EXIST FOR PROPERTY OWNERS WHO WISH TO REHABILITATE AND/OR REMODEL THEIR PROPERTY.

Currently the City of Orange offers no rehab guidelines for older properties to insure that they are rehabilitated in an architecturally compatible manner. As a general rule, the lay public is uneducated as to the appropriateness of architectural rehab of historic buildings and homes. Guidelines which channel proper rehab in the areas of density, bulk, site coverage, set backs, open space, parking and architectural features will provide a valuable mechanism for insuring that the Old Towne streetscape and neighborhood quality be retained.

(It should be noted that this situation has been partially remedied in those areas where the RCD (Residential Combining District) overlay zone is in place.) The location of the RCD zone is shown in the map in Appendix A. Properties with this designation must obtain a Conditional Use Permit when a second story or new unit is being added. These plans must be brought before the Design Review Board to check for architectural compatibility, though to date, the DRB has no formal guidelines with which to measure the compatibility.

* NO GUIDELINES EXIST FOR NEW CONSTRUCTION IN HISTORIC NEIGHBORHOODS

Because the zoning in much of the Old Towne environs permits uses at a higher density than presently exist, some property owners have exercised the option to redevelop their property. In both this situation and in the situation where new construction is occurring on vacant lots, the new use is not subject to any special design guidelines which keep the new project compatible with the adjacent homes and buildings in the neighborhoods. Appropriate guidelines are necessary for new construction in older neighborhoods to assure that all new construction will be of a high architectural quality so as to complement the remaining portion of the neighborhoods. The RCD zoning overlay mentioned above only partially provides this assurance.

* THERE IS A NEED TO RECOGNIZE OLD TOWNE AS A DISTRICT OF HISTORICALLY INTERDEPENDENT HOMES AND BUILDINGS AND NOT TO MERELY ISOLATE A FEW KEY STRUCTURES.

The historic character of an area is best experienced when a total environment or neighborhood of historic structures is present. While many homes and buildings in Orange are single-handedly important for their architectural and historical significance, most of Old Towne is comprised of groups of houses which together represent the shaping of history. The older homes of Orange should not be judged individually, but should be appreciated and recognized in relation to their surrounding neighborhood environment. The strength of most older homes is in their common community spirit and not just their individual blessing.



* THE DIVERSITY OF BUILDING TYPES AND HOUSING STYLES IN OLD TOWNE NEEDS TO BE RETAINED OVER THE LONG-TERM.

Just as the collective contribution of numbers of houses in Old Towne is important, so too is the array of buildings representing different uses. Old Towne is not just houses, but also includes industrial buildings, schools, community buildings, commercial buildings and parks. These all combine to make a complete community of integral elements. At the same time a range of architectural styles is present which also adds to the depth and richness of Old Towne. A strong preservation program should account for the interdependent historic elements which comprise an outstanding historic district.

(Please note: Other issues commonly included within the sphere of a Historic Preservation Element are those related to the preservation and protection of natural historic landmarks and archeological sites. These have not been included as a part of this element at this time. Their omission here should not be construed as lack of concern about these subjects, and it is recommended that consideration of these preservation-related matters be given attention in the near future).

GOALS

Given the need for a sound revitalization program for Old Towne, the following goals and implementation actions are fundamental to the long-term protection and enhancement of this significant resource in the City of Orange.

Goal #1

While there are many homes and buildings of individual distinction, the greater importance of old Orange lies in the collective contribution and presence of the diverse styles and types of buildings which make up the historic neighborhoods of the City. Special efforts shall be made to benefit and enhance the commercial and residential sectors of these neighborhoods.

Interpretation

To merely preserve a few key buildings would not achieve the community purposes of preservation. The beauty and marketability of the Old Towne environs lies in the neighborhood characteristics. This encompasses the quality derived from the streets of similar architecture, density and landscaping. Whereas no one house or building may assume importance on its own, the collective concentration provides an important historic panorama, creates a sense of time and place and adds to the economic and social desirability of living in an old house.

Generally property owners will only engage in rehabilitating their house or building when they have some assurances that protective mechanisms are in place to enhance the quality of life and that others, too, will invest in improvements on their homes. When a positive partnership exists between property owners and the City, then owners are more likely to make the necessary investment and improvements in their residence.



Implementation Actions

1. Give recognition to the Old Towne planning boundaries with the additions and deletions shown on the map in Figure HP-4. In addition to the present boundaries, the Nutwood Tract and W.O. Hart Park south of La Veta should be included. Deletion of newer neighborhoods within the boundaries should be omitted from any preservation planning programs. Official Council action should be taken to amend the present Old Towne boundaries.
2. A three-tiered planning approach should be used in developing the appropriate preservation planning programs and historic overlay zones. The following map in Figure HP-5 shows the recommended planning areas which include the eight-block Plaza Historic District area, the Spoke Streets, and the four residential quadrants. This approach will take into account both the commercial and residential portions of Old Towne and will provide for appropriate planning tailored to the needs of each area.
3. A special historic overlay zone should be established for each of the three Old Towne planning areas. This overlay zone would be tailored to the needs of each area and would be in addition to the existing base zone. The primary components of the overlay zone are to be 1) guidelines for rehabilitation and new construction in Old Towne, 2) demolition control, and 3) use regulation.

An historic overlay zone for the Plaza Historic District will be essential for the protection and guarantee to property owners that district wide maintenance of the momentum for the preservation of this area of concentrated commercial buildings will occur. Property owners are not likely to invest in their own buildings unless their neighbors are doing the same. Provisions for controls on demolition, guidelines for new and rehabilitation construction, and use regulations must be developed to protect the architectural character and economic vitality of the District.

The Spoke Streets are the gateways to Old Towne and, as such, have a special role in defining the image of the historic community. Adaptive reuse of the many large homes should be encouraged in order that economically viable use can be made of these estate quality homes along the two premier streets of Old Towne.

With regard to the four residential quads in Old Towne, an historic overlay zone should be developed which expands upon the existing RCD zone. The historic overlay zone should assure proper monitoring of rehabilitation and new construction in order that it be compatible with the existing design features of the historic neighborhoods. In addition, such a program should provide a mechanism so that time can be allotted to seek alternatives to demolition when such an action is proposed.



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4. In order that rehabilitation and new construction performed as part of compliance with the historic overlay zone be given the most professional possible review, a special board known as the Old Towne Advisory Board should be established. This board would be comprised of persons with special expertise and knowledge of historic preservation planning.
5. Design guidelines for rehab of older homes and commercial buildings should be a part of an adopted historic overlay zone program. These guidelines should include, but not be limited to the following:
 - Every reasonable effort should be made to provide a compatible use for the building/house which will require the minimum alteration to the historical character of the structure and its environment.
 - Rehab work should not destroy the distinguishing features or character of the property and its environment. Removal or alteration of historical architectural features should be kept to a minimum.
 - All buildings should be recognized as products of their own time. Alterations to create an appearance inconsistent with the actual character of the building should be discouraged.
 - Every effort should be made to maintain the existing character of building/house spaces and setbacks.
 - Every effort should be made to retain the existing height, bulk and massing which serves as an important characteristics of the historic neighborhoods. By doing so, the pedestrian scale will be preserved and the streetscape will retain its all important sense of harmony and rhythm.

For an example of sample guidelines see Appendix "B".

6. Design guidelines for construction of new buildings in older neighborhoods and in the commercial core should be part of an adopted historic overlay zone program. These guidelines should include, but not be limited to the following:
 - New buildings should not only be visually compatible with the adjacent buildings, but they should work to enhance and encourage the pedestrian vitality of the streetscape.
 - Every effort should be made to create new buildings that emulate the existing character of spaces and setbacks so as to retain the natural harmony of the streetscape.



- ✦ The design of new buildings should be done in such a way as to reflect the architectural components and the spirit of detailing on existing buildings in the historic neighborhoods.

For an example of sample guidelines see Appendix "C".

GOAL #2

The encouragement and incentives to achieve long-term preservation of the historic neighborhoods in Orange will be provided through financial, planning and zoning incentives which assist property owners in rehabilitating and preserving their homes and buildings.

Interpretation

Historically there has been a bias on the part of planning, lending and taxing institutions toward new construction and against rehabilitation. This situation is changing gradually as witnessed by the rehab tax incentives in place for National Register buildings under the Economic Recovery Act of 1981. In order for rehabilitation to be competitive with new construction, financial advantages must be created which will willingly channel investment into the older areas of Orange.

At the same time, most of Old Towne is faced with a disparity between the base zoning and the existing use. The majority of the Old Towne environs (excluding the Plaza Historic District) are characterized by single family homes. For the most part, these homes are located on land zoned to accommodate dual or multi-family usage. Incentives which encourage rehabilitation and preservation will help protect the existing character of the neighborhoods. A program which offers flexibility on the construction of second units, particularly on the many lots zoned for dual unit usage, will assist with the retainment of the existing streetscape.

Implementation Actions

1. A program of low-interest rehab loans should be re-established by the City. Using HCD Block Grant funds in combination with the cooperation of private lending institutions, low-interest loans should be issued both on the basis of income needs and the need for historic preservation
2. The Historic Building Code should be adopted by Council in order to assist both the City Building Division and property owners with a more lenient approach to rehab of older structures while still insuring that health and safety goals are met. For information on the Historic Building Code see Appendix "D".
3. The Planning Department should study the feasibility of relaxing some development standards for second and third units on properties where a trade-off can be made with preservation of an historic unit. This will also provide a financial incentive to the property owners while at the same time assuring that the streetscape features are retained.
4. The City should work with local lending institutions in establishing a joint committee of bankers, businessmen and city officials to discuss financing of rehabilitation in Orange. This



committee should have in mind at all times the obligation of private banks under the Community Reinvestment Act to assist their local cities in upgrading the community.

5. Notification and assistance should be given to property owners whose buildings appear to be eligible for the National Register based on the findings of the Historic Survey. If listed on the National Register, these property owners are eligible for special income tax benefits relative to the cost of rehabilitation. For information on the National Register program see Appendix "E".
6. The City should adopt a certified local ordinance for the establishment of Registered Historic Districts. The findings of the Historic Survey indicate that two possible Registered Historic Districts exist in the two eastern quads. Additional benefits would be accrued to property owners in such a district by virtue of the fact that they would be allowed to take facade easements on their property which would translate into a significant one-time income tax savings. For information on Registered Historic Districts, see Appendix "F" and on facade easements, see Appendix "G".
7. Special staff from both the Building and Planning Divisions should be assigned to the creation and implementation of the above named programs. Both representatives of each department should have special expertise and interest in the historic architecture and preservation opportunities.

Goal #3

Community awareness and education concerning the unique and special history and architectural history of the built environment in the older neighborhoods of Orange shall be promoted through the assistance of the City.

Interpretation

It seems to be a characteristic of man that he has a natural interest in his own local history and roots. When such appreciation is satisfied, the benefit to the community is greater recognition and preservation of the historic resources which exist there.

In order to satisfy the need for information on local history, residents in a community must have sources for obtaining this information. Such knowledge will result in an increase in community pride.

Implementation Actions

1. As a logical extension of the Historic Survey and the Poster and Walking Tour produced by the survey, the City should develop a booklet geared toward homeowners who want more information on how to rehab, research and appreciate their historic property. This booklet would be geared entirely toward the specific styles, building parameters and local resources available to the property owner in Orange.



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2. Utilize to the greatest extent possible the local cable T.V. channel to produce programming which educates the community on the history and architectural history of Orange.
3. Continue funding reprints of the Historic Walking Tour Brochure produced by the Historic Survey so that information on the history of many of the downtown buildings and homes can be appreciated by ever growing numbers of residents and visitors alike.
4. Work with and through the Orange Community Historical Society to promote the importance of history and the preservation of old Orange.
5. Coordinate with the local library to establish a technical preservation resources library on restoration and preservation techniques and on the local history of Orange. In particular, this should include resources remaining from the Historic Survey which will help residents research the history of their own home. This special component of the library should also include an expanding group of specially acquired publications geared toward home restoration.
6. The City should develop a local historic register program which recognizes landmark homes and buildings in Orange. This program would be monitored by an Old Towne Advisory Board (the same board which would also review rehabilitation plans mentioned previously) to approve listing of buildings with suitable historic merit. A sample ordinance for a local historic register designation program is presented in Appendix "H".
7. Continue the cooperative work of the City Council, the Old Towne Steering Committee, the Historic Survey Advisory Board, the Downtown Merchants Association and the Orange Antique Dealers Association in creating and implementing special events and programs which recognize and protect Old Towne.

CONCLUSION:

A sound and workable preservation program in Old Towne will act as a community insurance policy. The protection of the historic neighborhoods of Orange will insure that their special characteristics will continue to exist for the benefit, pleasure and pride of the property owners, residents and general citizenry of Orange.

Old Towne is comprised of a strong commercial component and a strong residential component. The two interact today to complement each other just as they have done historically. Both of these components provide an opportunity to capitalize upon the historic integrity of Old Towne to achieve a unique and economically vital community within Orange. Protection of these historic resources will revitalize the commercial downtown and will make Orange a leader in housing opportunities and diversity of lifestyles offered among Orange County cities.

In order for the revitalization to occur, the integrity of the neighborhoods, including their pedestrian scale and historic image, must be protected. Property owners within Old Towne need incentives and they need guarantees. Financial incentives spur property owners to improve their



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property while land use planning guarantees assure them that their improvement effort will be followed by their neighbors.

These goals which protect the neighborhood integrity of Old Towne, provide incentives to property owners, and promote community awareness of historic resources provide insurance to both the community of Old Towne and the City of Orange that there will be long-term protection mechanisms to make Old Towne a focal point of the City. The implementation actions required to achieve each of the goals are all necessary to achieve the greatest level of protection. Each of the goals and auxiliary implementation actions are interdependent and combine to form an important community insurance policy for the long-term preservation of Orange's greatest historic asset. The following graphic example in Figure HP-6 illustrates the hierarchy of levels of protection that comes with adoption and implementation of a historic preservation planning program.

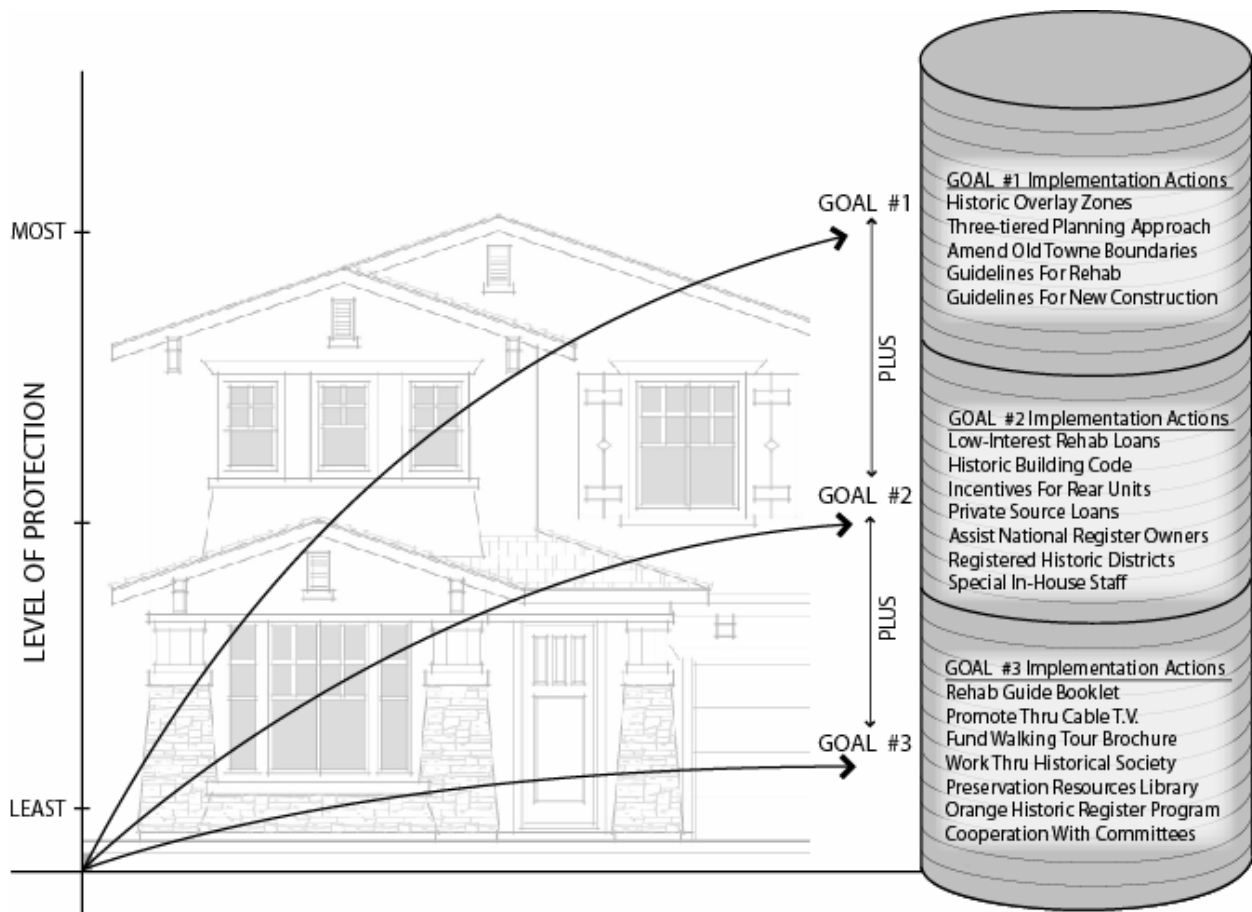


Figure HP-6
Historic Preservation