

4. FINANCING PROGRAM

Description:

The Financing Program provides the financial planning basis for the acquisition, development, operation, and maintenance of regional open space lands, including regional open space corridors, parks, harbors, beaches, riding and hiking trails, and Class I off-road bikeways. This program includes an annually updated 5 Year Capital Plan and an analysis of annual operation and maintenance requirements both updated annually by the Harbors, Beaches and Parks and CSA 26. This plan identifies the fiscal capacity of RDMD/HBP to acquire, develop, operate, and maintain new regional open space lands and facilities compared to available financing.

Action:

- Annually update the RDMD/HBP 5 Year Capital Plan and HBP operation and maintenance financing requirements.
- Annually update the HBP Program Report.
- Coordinate with RDMD for the acquisition, development, operation, and maintenance of open space and/or open space improvements.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency: RDMD

Source of Funds:

- CSA 26 (successor to Harbors, Beaches and Parks district)
- Dana Point Tidelands Fund
- Newport Bay Tidelands Fund
- Fish and Game Propagation Fund
- Santa Ana River Environmental Enhancement Fund
- User Fees
- Concession Income
- Grant Revenues
- County General Fund
- County Services Area Funds
- Developer Endowments
- Gifts

NOTE: For Description of Financing Program Funds, see Attachment VI-2 on page VI-131.

CULTURAL-HISTORIC RESOURCES

Introduction

Cultural-historic resources are defined as buildings, structures, objects, sites, and districts of significance in history, archaeology, architectural history, and culture. In Orange County, resources of paleontological significance are included in the cultural resource management program.

The energy saved from recycling one aluminum can will run a TV set for three hours.

Key Ranch, located in Placentia, was one of the original Sunkist groves in Orange County.

The preservation, management, study and use of these resources is important for a number of reasons. We seek to preserve because these resources are all that physically link us to our past. They provide a frame of reference, both psychologically and historically, for a society rapidly moving into a technological future.

Cultural-historic resources are an educational tool for learning about the events, persons, conditions, and lessons of the past. Many such resources have high scientific and aesthetic values, as well as being economic assets to a community for their potential reuse, stimulating jobs and attracting tenants or tourists.

Background

Orange County has a history and prehistory that, despite the rapid change of the recent past, has left us a rich heritage of valuable cultural resources. The ancient geological formations have yielded and still contain paleontological resources of major significance.

The Los Coyotes area of North County and the Pectin Reef area of South County are among the most prolific and scientifically valuable fossil deposits in the nation.

Evidence of human occupation in Orange County dates from 17,000 B.C. Over 1,000 archaeological sites are registered in Orange County. They contain artifacts and features of value in reconstructing cultural patterns of prehistoric life.

In 1542, Juan Rodriguez Cabrillo sailed along the coast of future Orange County, but apparently contact with native inhabitants by Europeans was not initiated until over two centuries later when such prominent figures as Father Junipero Serra and Gaspar de Portola participated in the initial exploration and settlement.

The Mission San Juan Capistrano, established in 1776, is a National Historic Landmark and numerous adobe buildings from the late 18th and early 19th centuries still remain.

The Rancho Era of this time yielded to the American Era of the second half of the 19th century as ranching continued, but the

economy and population diversified and towns were settled. Many of the cultural resources remaining today date from the first land development boom of the late 1880s when the architectural fashion was Victorian.

The 20th century has seen further rapid growth with citrus and other agricultural crops, business, oil, the proliferation of the automobile, and expanding commerce and light industries. Remaining are the scattered rural ranch houses and associated features,



commercial centers, and residential neighborhoods of varying styles dating usually from periods of prosperity such as the mid-1920s.

Location/Sensitivity

Important physical remnants of our cultural heritage are present throughout Orange County. Resources significant in history or architectural history are logically concentrated in the areas where settlement and growth occurred during the historical era, roughly from the late 18th century

through World War II. With the exception of San Juan Capistrano and smaller South County communities such as Laguna Beach and San Clemente, most pre-World War II development of Orange County occurred in North County towns and cities.

Sub-surface resources such as archaeological and paleontological sites are abundant in South County, along the coast and in creek areas. Several factors

contribute to this condition. Certain geologic formations, due to their nature and age, are fossil-bearing or nonfossil bearing. Fossil-bearing formations are prevalent in South County. Prehistoric human occupation was most prevalent in areas where food, water, and shelter were available.

Perhaps the most important factor in the presence or absence of cultural resources is the subsequent activity in the area which may have impacted the resource. Activities such as floods, erosion, grading, demolitions, etc., if they occurred since the time when the cultural resource came into existence, may have destroyed or damaged the site. This is actually a perpetual sequential process and explains in part why the areas of pre-World War II development in the county contain a greater number of significant structures and fewer archaeological sites.

Although identifying large, broad areas of resource trends is historically interesting and academically valuable, greater specificity is

The County's Harbors, Beaches and Parks Division operates seven historical facilities, a cultural resources warehouse and the Old Orange County Courthouse Museum.

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needed for planning purposes and cultural resource management. Areas and levels of sensitivity have been developed for archaeology and paleontology by professionals in these fields.

These resources sensitive areas are depicted in the County Master Environmental Assessment (MEA) Sensitivity Maps. This computerized mapping system is a valuable tool in the planning process, primarily as it relates to environmental issues and to the cultural resource management programs.

For paleontology, they are based on known outcrops or sites and on the underlying geological formations, which have a strong predictive validity. For archaeology, numerous factors are considered including known sites, topography, proximity to food and water, etc. MEA maps for archaeology show sensitivity levels only. No MEA Sensitivity Maps exist for historical sites. Further survey data are needed. For paleontology, registered sites often are simply small outcroppings visible on the surface or sites encountered during grading. While the sites are important indicators, it is the geological formations, of which these sites are a part, that are most important for large planning purposes since the formations may contain more fossils.

Maps for paleontology show some of the best known sites as well as sensitivity levels which are predicated primarily on the underlying geological formations. (See Figure VI-9.) Paleontological sites are not considered as great a planning constraint as

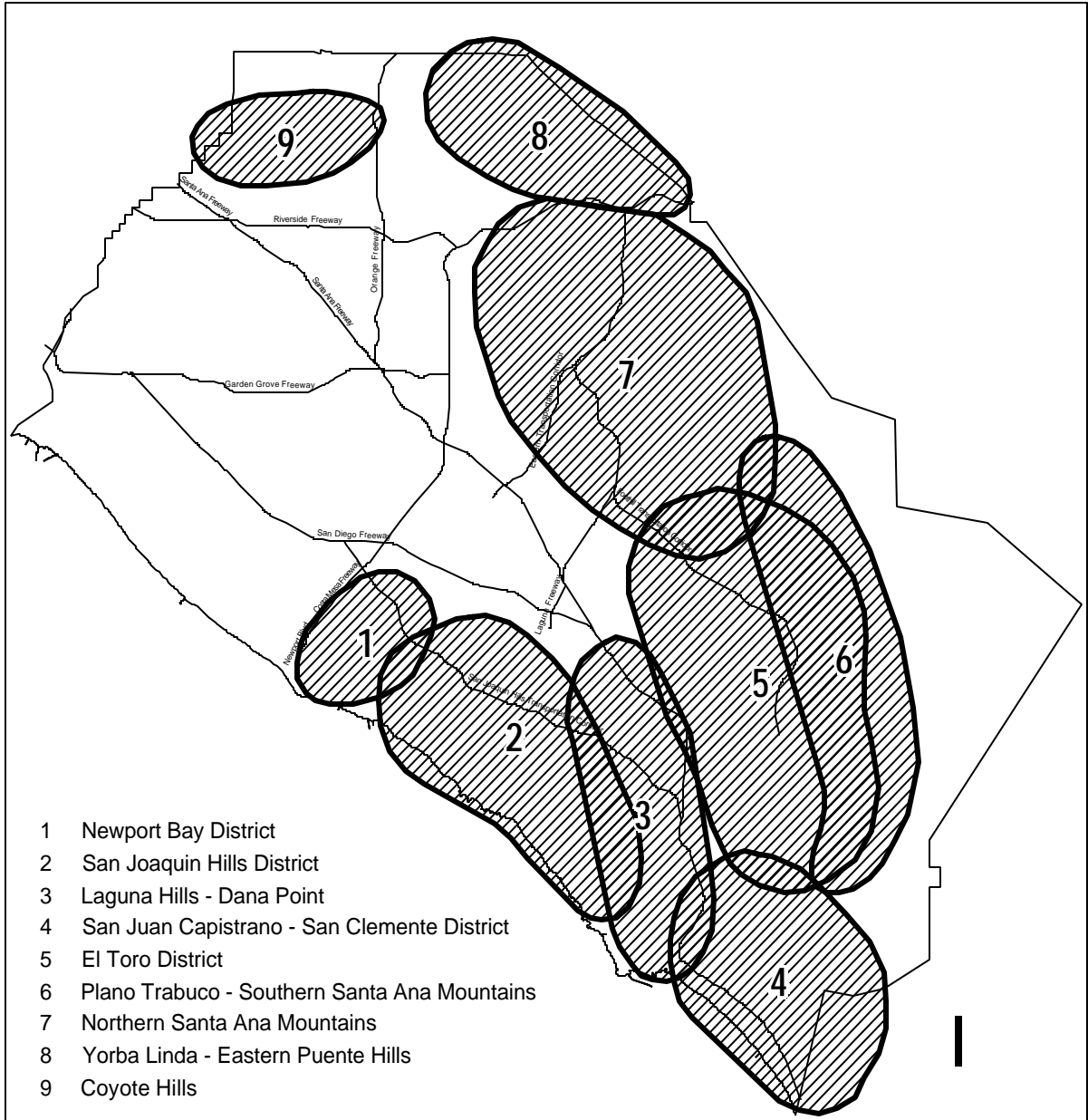
archaeology or history and are also not considered as sensitive to vandalism.

For archaeology, information regarding location of sites is considered very sensitive. "Pot hunting" and other deliberately destructive acts are a problem. Over 1,600 archaeological sites have been registered in Orange County at this time. The location of many of the sites are commonly known, others are protected on private property, and still others have been destroyed. Therefore, specific site locations are not depicted in order to protect them. (See Figure VI-10.)

For history, far less field survey information is available. Although several Orange County cities have been systematically surveyed, additional information is needed for unincorporated areas. In addition, all of the historical registration programs are passive and hence not at all comprehensive.

Figure VI-11 shows some of the most important historic sites but should not be construed as thorough because a very large portion of Orange County has not yet been field surveyed.

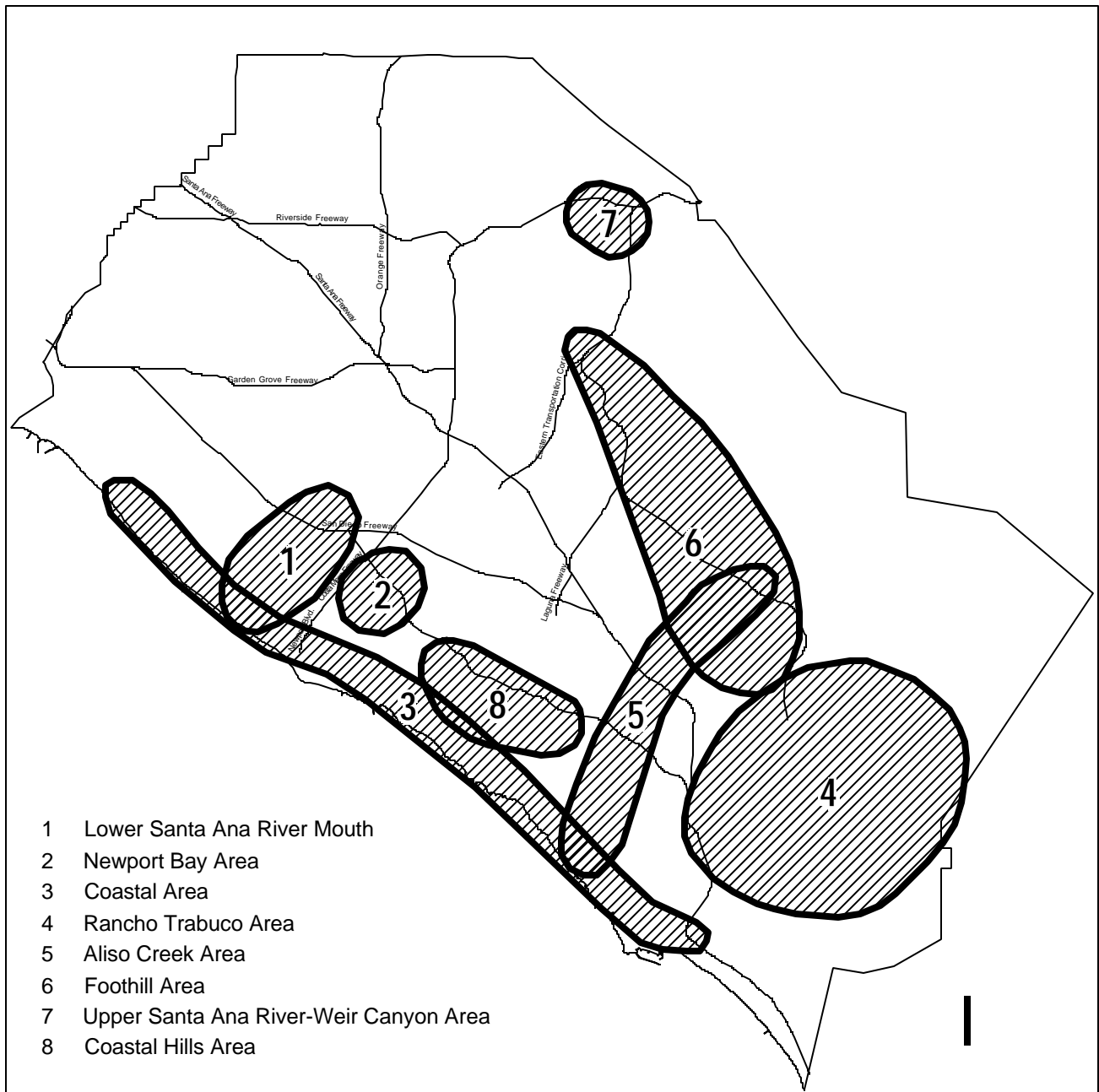
Figure VI-9



Source: Orange County Public Facilities & Resources Department

PALEONTOLOGY
General areas of Sensitivity

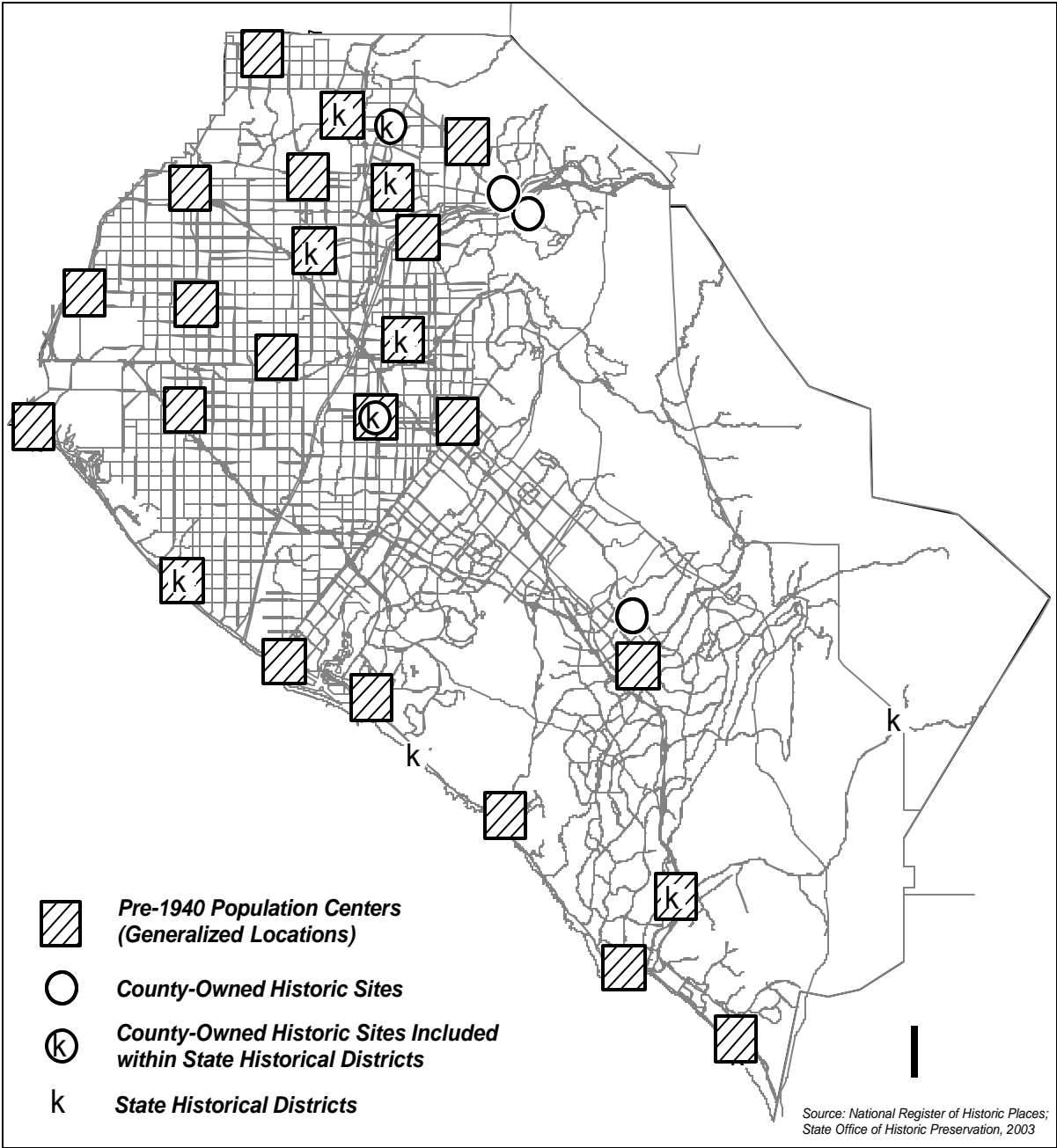
Figure VI-10



Source: Orange County Public Facilities & Resources Department

PREHISTORIC ARCHEOLOGY
General Areas of Sensitivity

Figure VI-11



ORANGE COUNTY HISTORICAL AREAS



**Cultural-Historic Resources
Preservation**

NATIONAL

Early efforts to preserve cultural and historic resources at the national level are exemplified by the action of the Mount Vernon Ladies' Association in the mid 1850s when they succeeded in preserving a nationally significant building threatened with demolition for a new resort hotel complex. The threatened building was George Washington's Mount Vernon.

Systematic federal involvement began with the passage of the Antiquities Act of 1906, designed to protect Indian ruins and relics in the Southwest. In 1935, the Historic Sites Act was passed by Congress to further federal preservation efforts, to consolidate them in the National Park Service of the Interior Department, to create some related jobs, and to establish the National Historic Landmarks program. Several projects were undertaken in Orange County.

In 1966, the keystone of contemporary federal preservation efforts became law, the National Historic Preservation Act (NHPA). This act established the current programs and funding. It delineated procedures and methods for both the environmental planning approach and the economic incentives approach to preservation.

Both approaches are used in Orange County. For example, road, block grant, and redevelopment projects are reviewed via the environmental planning approach during project review. Similarly, many historic buildings are rehabilitated with the assistance of economic incentives; that is special tax credits, low interest loans, and grants.

Numerous other laws have been passed (e.g., National Environmental Policy Act (NEPA)) and agencies have developed staff and procedures to deal with environmental regulations, primarily regarding archaeology. The biggest federal boost to historic preservation came with the Economic Recovery Tax Act of 1981 which established

a 25 percent investment tax credit for rehabilitating a historic building.

STATE

As with federal preservation efforts, State level preservation in California is focused in the parks department. State historic parks, such as the gold rush town of Columbia in the foothills of the Sierras, were first established in the late 1920s.

In California, the State Historic Preservation Office (SHPO), which administers both federal and State preservation programs in California, is organizationally within the State Department of Parks and Recreation.

Planning-related preservation activities are performed by a variety of State agencies, with principal local liaison from SHPO, and coordination with the State Office of Planning and Research and Department of Transportation. Since the mid-1960s, most financial incentives for preservation have been granted by the federal government through the SHPO to local governments and private entities in the form of grants or tax credits.

In Orange County, State involvement in cultural resources has several forms. The California Environmental Quality Act (CEQA) adopted in 1970 provides a mechanism for the consideration of cultural-historic resources as a part of the local environmental review process.

Grants through the State Department of

Parks and Recreation and SHPO have been received for historic surveys and acquisition and development projects. SHPO reviews private historic rehabilitation projects and, with other state agencies, participates in the environmental review process on projects such as roads.

QUASI-PUBLIC

The principal quasi-public preservation entity is the National Trust for Historic Preservation, established by Congress in 1949. In recent years, numerous "preservation" projects have been undertaken by private entities and local jurisdictions through a combination of federal funding sources (e.g., Housing and Urban Development, Revenue Sharing, NHPA, or federal tax credits) and local or private sources.

The number of local preservation organizations in the U.S. has expanded tenfold in the last fifteen years. Many are partially grant funded. Numerous local governments have established cultural resource preservation commissions during this time to deal with increased public

interest, environmental regulations, funding opportunities, and projects such as house museums, historic surveys, and preservation ordinances. In Orange County, there are over sixty organizations which promote the preservation and study of cultural and scientific resources in the County.

LOCAL



Orange County has a rich storehouse of cultural and scientific resources, beginning with prehistoric fossils and artifacts and carrying on through the historically and architecturally significant sites and buildings of the past two-hundred years. These resources are important for academic research and publications, for the education of school children and the general public, and for their cultural, social, and economic values.

Efforts to preserve these resources in Orange County started in 1897 when the first

preservation organization in California, the Landmark's Club of Southern California, selected as its first project the Mission San Juan Capistrano.

The twentieth century has seen museum development (such as the Bowers), the flourishing of numerous historical societies, the adoption of cultural environmental

policies by the Board of Supervisors, the emergence of advocacy and fund-raising groups, and the undertaking of private historic rehabilitation projects as well as academic/research excavations.

Preservation of Orange County's significant archaeological, paleontological and historical resources in a manner that both preserves the site and is compatible with development is desirable. The County encourages early identification of significant resources in order that cultural resources can be given major consideration in land use planning.

GOALS, OBJECTIVES AND POLICIES : *Cultural-Historic Resources*

Goal 1

To raise the awareness and appreciation of Orange County's cultural and historic heritage.

• ***Objectives***

1.1 Facilitate and participate in

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activities that inform people about the social, cultural, economic, and scientific values of Orange County's heritage.

- 1.2 Work through the Orange County Historical Commission in the areas of history, paleontology, archaeology, and historical preservation.

- ***Policies***

- 1.1 To stimulate and encourage financial support for projects in the public and private sector.
- 1.2 To coordinate countywide programs and be the liaison for local organizations.
- 1.3 To advise and aid the public and private sectors in meeting museum needs and finding funding sources for same.
- 1.4 To stimulate and encourage research, writing, and publication of articles on Orange County subjects.
- 1.5 To develop and maintain a County archive for historically valuable records.
- 1.6 To encourage and facilitate cooperation among local historical societies.

Goal 2

To encourage through a resource management effort the preservation of the county's cultural and historic heritage.

- ***Objectives***

- 2.1 Promote the preservation and use of buildings, sites, structures, objects, and districts of importance in Orange County through the administration of planning, environmental, and resource management programs.
- 2.2 Take all reasonable and proper steps to achieve the preservation of archaeological and paleontological remains, or their recovery and analysis to preserve cultural, scientific, and educational values.
- 2.3 Take all reasonable and proper steps to achieve the preservation and use of significant historic resources including properties of historic, historic architectural, historic archaeological, and/or historic preservation value.
- 2.4 Provide assistance to County agencies in evaluating the cultural environmental impact of proposed projects and reviewing EIRs.
- 2.5 Provide incentives to encourage greater private sector participation in historic preservation.

Policies

The cannon in Irvine Regional Park once stood on the Santa Ana Court house lawn and was brought to California during the Civil War.

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The following policies addressing archaeological, paleontological, and historical resources shall be implemented at appropriate stage(s) of planning, coordinated with the processing of a project application, as follows:

- Identification of resources shall be completed at the earliest stage of project planning and review such as general plan amendment or zone change.
- Evaluation of resources shall be completed at intermediate stages of project planning and review such as site plan review, subdivision map approval, or at an earlier stage of project review.
- Final preservation actions shall be completed at final stages of project planning and review such as grading, demolition, or at an earlier stage of project review.

Archaeological Resources Policies:

1. To identify archaeological resources through literature and records research and surface surveys.
2. To evaluate archaeological resources through subsurface testing to determine significance and extent.
3. To observe and collect archaeological resources during the grading of a project.
4. To preserve archaeological resources by:

- a) Maintaining them in an undisturbed condition, or
- b) Excavating and salvaging materials and information in a scientific manner.

Paleontological Resources Policies:

1. To identify paleontological resources through literature and records research and surface surveys.
2. To monitor and salvage paleontological resources during the grading of a project.
3. To preserve paleontological resources by maintaining them in an undisturbed condition.

Historic Resources Policies:

1. To identify historic resources through literature and records research and/or on-site surveys.
2. To evaluate historic resources through comparative analysis or through subsurface or materials testing.
3. To preserve significant historic resources by one or a combination of the following alternatives, as agreed upon by RDMD and the project sponsor:
 - a) Adaptive reuse of historic resource.

Paleontologists have discovered the remains of prehistoric camel, whale, bison and the largest collection of fossilized pond turtles in Southern California at Ralph B. Clark Regional Park.

- b) Maintaining the historic resource in an undisturbed condition.
- c) Moving the historic resource and arranging for its treatment.
- d) Salvage and conservation of significant elements of the historic resources.
- e) Documentation (i.e., research narrative, graphics, photography) of the historic resource prior to destruction.

Goal 3

To preserve and enhance buildings structures, objects, sites, and districts of cultural and historic significance.

• **Objectives**

- 3.1 Undertake actions to identify, preserve, and develop unique and significant cultural and historic resources.
- 3.2 Develop and maintain a County archive for historically valuable records, thereby promoting knowledge and understanding of the origins, programs, and goals of the County of Orange.

• **Policies**

- 3.1 To pursue grants and innovative funding strategies for acquisition or development of significant properties.
- 3.2 To develop, utilize, and promote effective technical conservation and restoration strategies.
- 3.3 To appraise, collect, organize, describe, preserve, and make available County of Orange records of permanent, historical value.
- 3.4 To serve as a research center for the study of County history.

IMPLEMENTATION PROGRAMS:
Cultural-Historic Resources

1. **ADVISORY BODIES PROGRAM**

Description:

Provide for and assist cultural/historic resource and facility advisory bodies.

Action:

- Provide policy direction and staff support for Orange County Historical Commission, Historical Records Commission, Old Courthouse Museum Advisory Committee, Modjeska Advisory Board, etc.

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In the 1830s, Dana Point Cove was known as “Bahia Capistrano” and was the major port between San Diego and Santa Barbara.

- Provide policy direction and staff support for advisory bodies of a temporary nature such as task forces or ad hoc committees.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency: RDMD

Source of Funds:

- Grants
- Harbors, Beaches and Parks District
- Private Sources

2. ARCHAEO/PALEO CERTIFICATION PROGRAM

Description:

Administer program for certification of professionals in fields of archaeology and paleontology.

Action:

- Coordinate and perform review of resumes submitted by applicants.
- Present to Planning Commission for action.
- Maintain, update, and distribute list and resume file for client use.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agencies:

- RDMD

- Planning Commission

Source of Funds:

- County General Fund

3. ARCHIVE PROGRAM

Description:

Develop and operate a County archive to preserve for conservation and research use those historically valuable materials which document the origins, activities, and achievements of the County.

Action:

- Provide facility for the storage and preservation of County records of historic significance.
- Develop and conduct inter-agency program to train records coordinators.
- Provide access to records for researchers and interested public.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agencies:

- Recorder’s Office
- RDMD

Source of Funds:

- Grants
- Recorder’s Office



4. COUNTY HISTORICAL PARKS AND FACILITIES PROGRAM

Description:

Provide for and administer a parks program which includes the preservation, restoration, and use of cultural and historical properties; and

promote the development and operation of County interpretive sites of cultural-historic significance.

Action:

- Coordinate to identify, preserve and acquire, as County parks, significant cultural resources.
- Plan, develop, and operate County parks to enhance and preserve cultural resources and for public enjoyment.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency: RDMD

Source of Funds:

- Harbors, Beaches and Parks
- Grants
- Leases and other Revenue

5. COUNTYWIDE HISTORIC SURVEY PROGRAM

Description:

Administer program for identification of historically significant properties. Promote and facilitate use of the survey material in related planning and historical preservation programs.

Action:

- Provide information and encouragement to local groups to expand the existing historic survey program.
- Provide contract administration, technical expertise, and data storage and retrieval for survey materials.
- Provide information to local

Many cities, historical landmarks and the County celebrate centennial anniversaries between the years 1985 and 2000 due to a boom period of 100 years ago following the end of the Civil War and the discovery of gold in California.

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planning departments to encourage surveying by cities.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency: RDMD

Source of Funds:

- Housing and Community Development Block Grants
- Other Grants
- Private Donations
- Private Development Fees
- Specific Public Projects

6. CULTURAL/SCIENTIFIC AND HISTORIC RESOURCE MANAGEMENT PROGRAM

Description:

Review public and private development proposals for their consideration of cultural resources and recommend measures to mitigate adverse effects, in accordance with California Environmental Quality Act (CEQA), federal historic resources legislation, and Board policy.

Action:

- Review/coordinate review of EIRs to address cultural resources and provide comments and recommendations to the lead agency/responsible office.
- Monitor the development process

to ensure protection of cultural resources.

- Coordinate and manage research and preparation of cultural resource reports for County projects.
- Respond to inquiries from the public.
- Maintain historic, archaeological, and paleontological files and maps.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency: RDMD

Source of Funds:

- Harbors, Beaches and Parks
- Specific Public Projects (roads, parks)
- Project Developer Fees

7. INFORMATION CLEARINGHOUSE PROGRAM

Description:

Provide information clearinghouse and technical advisory services regarding registration, design, finance, construction, management, and use of cultural resources. These services are provided to a wide-spectrum clientele including County offices, private developers, planning and engineering firms, archaeologists, paleontologists,

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historians, and local jurisdictions (planning departments, redevelopment agencies).

Action:

- Gather information from a wide variety of cultural heritage resource persons/organizations and maintain files for their use.
- Respond to requests for information, distribute information, and refer public inquiries to other sources and organizations.
- Provide speakers for a variety of conferences, seminars, workshops, and presentations.
- Maintain and distribute lists of consultants, professionals, and information sources to cultural heritage resource persons and others.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency: RDMD

Source of Funds:

- Harbors Beaches & Parks
- Public Projects
- Project Developer Fees

8. LOCAL HISTORICAL ORGANIZATIONS LIAISON PROGRAM

Description:

Provide a communication network through the Orange County Federation of Historical Organizations, newsletters, and meetings.

Action:

- Facilitate communication between County historical groups by gathering and disseminating information.
- Maintain detailed listing of all County historical organizations. Update and distribute listing regularly.
- Produce and distribute a quarterly newsletter.
- Organize and conduct workshops/

The landmark Old Orange County Courthouse is Southern California's oldest court building and is on the National Register of Historic Places.

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meetings on topics of historical interest.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency: RDMD

Source of Funds:

- Harbors Beaches & Parks
- Private Donations
- Grants

9. PLAQUE PROGRAM

Description:

Acknowledge significant historical places through their evaluation and designation and through the placement of plaques and markers overseen by the Historical Commission.

Action:

- Receive and review requests for placement of plaques.
- Research County history to determine sites eligible for plaques and significance of proposed plaques.
- Coordinate with local historical groups and special interest groups (e.g., to conduct research, order plaques, and plan dedication ceremonies).
- Maintain files on local historic sites

and make information available to the public.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency: RDMD

Source of Funds:

- Harbors, Beaches & Parks
- Private Donations

10. PRESERVATION INCENTIVES/ OPPORTUNITIES PROGRAM

Description:

Encourage greater private sector participation in historic preservation through the development and operation of preservation incentives and opportunities.

Action:

- Work with County offices and others to investigate the feasibility and implementation of contemporary preservation incentives such as joint ventures, façade easements, Mill's Act Program, etc.

New or Existing Program: New

Implementation Schedule: As feasible

Responsible Agency: RDMD

Source of funds:

- Development Fees
- HBP
- Private Donations
- Grants

11. PUBLICATIONS PROGRAMS

Description:

Encourage, assemble, and disseminate information in the form of articles, brochures, and publications.

Action:

- Coordinate, research, publish, and update a guide to local cultural heritage resources.
- Research, publish, and distribute informational brochures on specific County-owned sites (e.g., parks).
- Provide information to newspapers, radio, and television for their use in promoting the County's cultural heritage.
- Solicit and accept material for cultural resources research and maintain it for public use in a variety of publications.

New or Existing Program: Existing

Implemented Schedule: Ongoing

Responsible Agency: RDMD

Source of Funds:

- Harbors, Beaches and Parks
- Grants
- Private Donations

12. SPECIAL ACTIVITIES PROGRAM

Description:

Coordinate countywide cultural activities on publications of a unique or one-time only nature.

Action:

- Seek out and review proposals for special activities such as conferences, seminars, fairs, and celebrations.
- Initiate and coordinate the presentation of such activities with local interest groups and County agencies.
- Research, write and publish historical-based publications.

New or Existing Program: Existing

Implementation Schedule: Ongoing

Responsible Agency: RDMD

Source of Funds:

- Private Donations
- Harbors, Beaches and Parks
- Grants