

Chapter 11. Historical and Archaeological Resources

INTRODUCTION

A Historical and Archaeological Resources Element is not a required element of the General Plan by state law, but a desirable one. The purpose of incorporating the Historical and Archaeological Resources Element into the General Plan is to provide the basis for enabling legislation that will allow the City of San Bernardino to effectively preserve, enhance, and maintain sites and structures that have been deemed architecturally, historically, archaeologically, and/or culturally significant. This is critically important in our City since it contains many older structures and historic sites, which may be threatened with demolition or removal.

Purpose

The Historical and Archaeological Resources Element provides policy guidance that addresses the preservation and reuse of the City's historic and archaeological resources.

Relationship to Other Elements

The Historical and Archaeological Resources Element is closely linked with the Land Use and Natural Resources Elements. Together, these Elements address the preservation and enhancement of our historical resources.



ABOUT OUR HISTORIC AND ARCHAEOLOGICAL RESOURCES

The following historic background is a summary of a more complete report prepared by San Buenaventura Research Associates and contained in Appendix 13, Historic Context. This report contains a detailed history of San Bernardino, a detailed description of incentives for preservation, a glossary of terms, and a list of source documents.

Historical Timeline

The timeline below lists the events that had an impact on the historical development of San Bernardino, and provides a broad overview of the City's history, as well as the external events that helped shape it. A more complete historical context, along with a property typology, is included in Appendix 13.

1771	Mission San Gabriel founded within the Los Angeles basin
1772	Pedro Fages Expedition
1776	Garces Expedition
1810	First Spanish settlement in San Bernardino Valley
1819	San Bernardino Asistencia of Mission San Gabriel established at Guachama Rancheria
1822	Mexican independence from Spain First Mexican land grants in Alta California
1834	Mission secularization proclaimed
1842	Rancho San Bernardino granted to Don Jose del Carmen Lugo
1843	Rancho Muscupiabe granted to Miguel Blanco (Michael White)
1846	Mexican-American War begins
1848	Treaty of Guadalupe Hidalgo ends Mexican-American War
1850	California Statehood
1851	Mormon Battalion immigrants arrives in San Bernardino Valley
1853	San Bernardino County established
1854	City of San Bernardino incorporated
1862	Damaging flood in San Bernardino
1869	Transcontinental railroad connects San Francisco to eastern U.S.
1876	Southern Pacific Railroad completes line between San Francisco and Los Angeles

- 1883 Southern Pacific Railroad arrives in nearby Colton
Opera House built
- 1885 Santa Fe Railroad connection between San Bernardino and Barstow over Cajon Pass
- 1887 Santa Fe Railroad connection between San Bernardino and Los Angeles completed
- 1888 Pioneer Society organized
- 1890 First Arrowhead Springs Hotel built
Horse-drawn trolley established
- 1892 San Bernardino Woman's Club established
- 1893 National Forest established
- 1900 Trolley line established from San Bernardino to Arrowhead Springs Hotel
- 1906 San Bernardino Woman's Clubhouse built
- 1910 San Bernardino Chamber of Commerce organized
- 1911 National Orange Show established
- 1912 Opera House enlarged to hold 1400 people
YMCA built and YWCA started
- 1916 San Bernardino High School constructed
- 1917 U.S. enters World War I
- 1918 Santa Fe Railroad Depot built
- 1925 YWCA built
- 1926 Route 66 commissioned (completed in 1937)
- 1927 San Bernardino County Courthouse built, replaces older building
New Harris Company Department store built
San Bernardino College established
- 1928 California Theater built
- 1933 San Bernardino Cultural Center and Fire Hall built
- 1939 Third Arrowhead Springs Resort Hotel built
- 1938 Flood
- 1940 First McDonalds' Restaurant opened in San Bernardino
- 1941 U.S. enters World War II
- 1942 San Bernardino Army Airfield established on municipal airport grounds
- 1942 Kaiser Steel plant established in nearby Fontana
- 1950 San Bernardino Army Airfield renamed Norton Air Force Base
- c1970 Central City Mall built
- 1973 New City Hall and Convention Center built
- 1977 City of San Bernardino Historical Society founded
- 1980s Kaiser Fontana plant closes
- 1984 San Bernardino County building constructed on Arrowhead Avenue



1985	Feldheym Library built in Pioneer Park
1991-92	Santa Fe Railroad offices relocated
1994	Norton Air Force Base closes

Historic Resources in San Bernardino

Properties that should be regarded as historic resources for planning purposes in any community can be expected to change as buildings and neighborhoods age and new historic themes are identified. Consequently, no static list or combination of lists of historic properties alone can form a sufficient basis the identification of historic resources. Each existing list should be thought of as merely as a starting point, which may suggest the appropriateness of further study, identification, and evaluation.

The following are some of the more important historic resource reference documents available to the City:

Historic Resources Reconnaissance Survey. Although it was last conducted in 1991, the Historic Resources Reconnaissance Survey provides for the most complete overview of historically significant properties and neighborhoods within the City that were considered historically sensitive at the time of its adoption. As such, it forms the single most important resource to the City for historic preservation planning.

State Historic Resources Inventory. Maintained by the California Office of Historic Preservation, this list includes all properties evaluated in State-sponsored survey projects and undertakings requiring Federal environmental review. Current copies of this tabular list can be obtained from the San Bernardino Archaeological Information Center in Redlands.

Environmental Impact Reports and Special Studies. EIRs, EISs, and other environmental documents may include determinations of eligibility for historic properties within the City.

National Register of Historic Places (NRHP) listings. Current NRHP listings for the City can be obtained online from the National Park Service. *Examples of properties within the City listed on the NRHP are the Santa Fe Railway Passenger and Freight Depot, the San Bernardino County Courthouse, and the U.S. Post Office Downtown Station.*

State Landmarks and Points of Interest listings. Current State landmarks can be obtained online from the California Office of Historic Preservation. A current Points of Interest list can be obtained by contacting the Office of

Historic Preservation. *Examples of State Landmarks within or near the City are the site of the Mormon Stockade and the Arrowhead.*

Regulatory Setting for Historic Resources Management

1. State Regulations: The California Environmental Quality Act

The California Environmental Quality Act (CEQA) requires evaluation of project impacts on historic resources, including properties “listed in, or determined eligible for listing in, the California Register of Historical Resources [or] included in a local register of historical resources.” A resource is eligible for listing on the California Register of Historical Resources if it meets any of the following criteria:

- ◆ Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage;
- ◆ Is associated with the lives of persons important in our past;
- ◆ Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or
- ◆ Has yielded, or may be likely to yield, information important in prehistory or history.

The California Register may also include properties listed in “local registers” of historic properties. A “local register of historic resources” is broadly defined in §5020.1 (k), as “*a list of properties officially designated or recognized as historically significant by a local government pursuant to a local ordinance or resolution.*” Local registers of historic properties come essentially in two forms: (1) surveys of historic resources conducted by a local agency in accordance with Office of Historic Preservation procedures and standards, adopted by the local agency and maintained as current, and (2) landmarks designated under local ordinances or resolutions. (Public Resources Code §§ 5024.1, 21804.1, 15064.5)

By definition, the California Register of Historical Resources also includes all “*properties formally determined eligible for, or listed in, the National Register of Historic Places,*” and certain specified State Historical Landmarks. The majority of “formal determinations” of NRHP eligibility occur when properties are evaluated by the State Office of Historic



Preservation in connection with federal environmental review procedures (Section 106 of the National Historic Preservation Act of 1966). Formal determinations of eligibility also occur when properties are nominated to the NRHP, but are not listed due to the absence of owner consent.

The criteria for determining eligibility for listing on the National Register of Historic Places (NRHP) have been developed by the National Park Service. Properties may qualify for NRHP listing if they:

- ◆ Are associated with events that have made a significant contribution to the broad patterns of our history; or
- ◆ Are associated with the lives of persons significant in our past; or
- ◆ Embody the distinctive characteristics of a type, period, or method of construction or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- ◆ Have yielded, or may be likely to yield, information important in prehistory or history.

According to the National Register of Historic Places guidelines, the “essential physical features” of a property must be present for it to convey its significance. Further, in order to qualify for the NRHP, a resource must retain its integrity, or “the ability of a property to convey its significance.”

The seven aspects of integrity are: Location (the place where the historic property was constructed or the place where the historic event occurred); Design (the combination of elements that create the form, plan, space, structure, and style of a property); Setting (the physical environment of a historic property); Materials (the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property); Workmanship (the physical evidence of the crafts of a particular culture or people during any given period of history or prehistory); Feeling (a property’s expression of the aesthetic or historic sense of a particular period of time), and; Association (the direct link between an important historic event or person and a historic property).

The relevant aspects of integrity depend upon the National Register criteria applied to a property. For example, a property nominated under Criterion A (events), would be likely to convey its significance primarily through integrity of location, setting, and association. A property

nominated solely under Criterion C (design) would usually rely primarily upon integrity of design, materials, and workmanship. The California Register procedures include similar language with regard to integrity.

The minimum age criterion for the National Register of Historic Places (NRHP) and the California Register of Historical Resources (CRHR) is 50 years. Properties less than 50 years old may be eligible for listing on the NRHP they can be regarded as “exceptional,” as defined by the NRHP procedures, or in terms of the CRHR, “*if it can be demonstrated that sufficient time has passed to understand its historical importance.*” (Chapter 11, Title 14, §4842(d)(2))

For purposes of NRHP eligibility, reductions in a resource’s integrity (defined as the ability of the property to convey its significance) should be regarded as potentially adverse impacts. This framework for evaluating impacts on historic resources is well supported in the historic preservation literature is the most generally accepted professional standard for evaluating impacts.

These integrity criteria are generally, if not explicitly, referenced in the CEQA Guidelines, which state: “*an historical resource is materially impaired when a project... [d]emolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for, inclusion in the California Register of Historical Resources [or] that account for its inclusion in a local register of historical resources pursuant to section 5020.1(k) of the Public Resources Code or its identification in an historical resources survey meeting the requirements of section 5024.1(g) of the Public Resources Code, unless the public agency reviewing the effects of the project establishes by a preponderance of evidence that the resource is not historically or culturally significant.*”

A lead agency is responsible for the identification of “*potentially feasible measures to mitigate significant adverse changes in the significance of an historical resource.*” The most current CEQA guidelines adopted in 1999 clarify what types of measures may constitute mitigation of impacts to less than significant levels, and brings the guidelines into conformance with recent court decisions in this respect. In particular, the guidelines specify a methodology for determining if impacts are mitigated to less than significant levels. These are the Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings and the Secretary of the Interior’s Standards for Rehabilitation and Guidelines for

Requirement for CEQA Review

Public Resources Code §21084.1 establishes historic resources as environmental resources and the requirement to evaluate project impacts under CEQA, stating: “*a project that may cause a substantial change in the significance of an historical resource is a project that may have a significant effect on the environment.*” The Public Resources Code broadly defines a threshold for determining if the impacts of a project on an historic property will be significant and adverse. By definition, a substantial adverse change means, “demolition, destruction, relocation, or alterations,” such that the significance of an historical resource would be impaired (PRC §5020.1(6)).



Rehabilitating Historic Buildings (1995), publications of the National Park Service. (PRC §15064.5(b)(3-4))

The purpose of citing the Secretary of the Interior's Guidelines and Standards in this context is twofold. First, the Guidelines and Standards have been developed and refined over a period of several decades, and have become widely accepted as cornerstones of the practice of professional historic preservation in the United States. Secondly, the Guidelines and Standards direct the development of mitigation measures towards the substance of historic preservation, and away from palliative measures, such as the documentation of destroyed historic properties.

2. Federal Regulations: Section 106 of the Historic Preservation Act of 1966

Section 106 of the Historic Preservation Act of 1966 (36 CFR Part 800) requires that federal agencies take into account the effects of their undertakings on historic properties, and to provide the Advisory Council on Historic Preservation with an opportunity to comment on such undertakings when the effects are considered to be adverse. These regulations were last revised on a comprehensive basis in May 1999.

By reference, Section 106 reporting responsibilities also apply to local agencies utilizing federal funds for local projects, such as housing rehabilitation projects conducted with Community Development Block Grant funding. The federal agency undertaking the project is technically responsible for compliance with the Section 106 regulations; however, in practice, the technical steps required to comply are delegated to the local agency expending the federal monies.

The first step in the Section 106 process is the identification and evaluation of historic properties within the Area of Potential Effect (APE). This impact zone is defined in the regulations as "the geographic area or areas within which an undertaking may cause changes in the character or use of historic properties, if any such properties exist," and will vary depending on the scope of the undertaking and the character of the site and environs. Historic properties are defined for the purposes of Section 106 as properties listed, or eligible for listing, on the National Register of Historic Places, and may include individually eligible buildings, structures, objects, sites, or districts. Agencies are encouraged to consult with local governments, groups and individuals with knowledge and interest in historic properties during the determination of eligibility phase.

The agency is required to consult with the State Historic Preservation Officer (SHPO) on determinations of eligibility, who is granted a limited

period during which the SHPO may state concurrence or non-concurrence with the agency's opinion. Failing any stated view by the SHPO, the SHPO is presumed to agree with the agency. Unresolved disagreements between the SHPO and the agency on the question of eligibility are resolved by a request by the agency to the Keeper of the National Register for a formal determination of eligibility.

If historic properties are found to exist within the APE, the agency must determine if the undertaking will have an effect on the historic properties. An undertaking is seen to have an effect on an historic property, "*when the undertaking may alter, directly or indirectly, the characteristics of a historic property that may qualify the property for inclusion in the National Register.*" [36 CFR 800.5(a)(1)] The agency is required to characterize the undertaking as having either "no effect," an "adverse effect" or "no adverse effect," based on the Criteria for Adverse Effect detailed at 36 CFR 800.5(a)(2). Adverse effects include the physical destruction, damage, or alteration of the historic property, isolation from its historic setting, the introduction of out-of-character visual, audible or atmospheric elements, or the neglect, transfer, sale or lease of the historic property. Federal agencies are once again encouraged to consult with local governments, groups and individuals with knowledge and interest in historic properties during the determination of effects phase. [36 CFR 800.6 (a)]

If an adverse effect occurs, the agency is required to consult with the SHPO in order to develop methods to reduce the harmfulness of the undertaking. The Advisory Council on Historic Preservation must also be notified by the agency of the finding of adverse effect, and should invite the Council's participation in the consultation. This consultation process will sometimes result in a Memorandum of Agreement between the agency and SHPO. Failing agreement between the SHPO and the agency, the regulations provide for the participation of Advisory Council on a request basis.



ACHIEVING THE VISION

From the Arrowhead to the Depot, San Bernardino has a rich and diverse history that we want to celebrate and capitalize upon. Like many other older communities in southern California, virtually all areas within the City now have to address issues arising from the changing characteristics of the community, as the ongoing wave of growth poses a continuous challenge to properly identify and preserve important historical aspects of the City's heritage. Salient among these issues is the preservation of key landmarks and revitalization of San Bernardino's historic era downtown.

Fortunately, these issues are by no means unique to San Bernardino. Since the mid-1960s, precisely for the purpose of meeting such challenges brought about by accelerating growth, both the federal and state authorities have created a number statutes, regulations, and programs to help local communities preserve their historical and cultural heritage. The City of San Bernardino has taken advantage of some of these opportunities, while others remain to be implemented.

The Historical and Archeological Resources Element is responsive to our Vision because it represents our stated desires to:

- ◆ Enjoy the social benefits of historic preservation that come in the form of increased community pride;
- ◆ Realize a recognizable identity for San Bernardino that come from a popular interest in the community's past;
- ◆ Create a rich cultural community in which we will be able experience the City's past;
- ◆ Enhance property values and increase economic and financial benefits in the older parts of our City; and
- ◆ Create a unique environment that attracts investments and visitors through historic preservation, adaptive reuse, and compatible design controls.

GOALS AND POLICIES

Since 1989, we have met several historic preservation goals. Most significantly, we completed a Historic Resources Reconnaissance Survey Report in 1991, which is contained in five volumes and available at the City Hall. Also accomplished were the adoption of the Main Street Overlay District, a Historic Building Demolition Ordinance, the Historic Depot District Concept Improvement Plan, and, by ordinance, the waiver of fees charged for permits issued for repairs, alterations or additions related to the preservation or rehabilitation of a qualified historical property.

However, there are still steps we can take to strengthen our historic preservation efforts: from updating historic surveys, to creating additional incentives for historic preservation, to increasing public awareness about our resources. The following presents the goals and policies for historic and archeological issues in the City of San Bernardino planning area.

Preservation Program

Goal 11.1 Develop a program to protect, preserve, and restore the sites, buildings and districts that have architectural, historical, archaeological, and/or cultural significance.

Policies:

- 11.1.1 Develop a comprehensive historic preservation plan that includes:
- Adoption of a Preservation Ordinance that authorizes the City to designate resources deemed to be of significance as a City Historical landmark or district.
 - Establishment of a Historic Resources Commission that will review and recommend preservation ordinances, design standards, and historical designations of resources.
 - Adoption of the Secretary of Interior Standards for Historic Rehabilitation and the standards and guidelines as prescribed by the State Office of Historic Preservation as design standards for alterations to historic resources.



- Establishment of a design review process for potential development projects in or adjacent to Historic Preservation Overlay Zones. (A-1 and HAR-1, 2, 3, and 4)
- 11.1.2 Maintain and update the Historic Resources Reconnaissance Survey database files of historic, architectural, and cultural resources conducted in 1991, and integrate it into the City's ordinance and environmental review process. Prior to public distribution, Native American tribes should be consulted to address any issues of confidentiality. (A-1)
- 11.1.3 Consider, within the environmental review process, properties that may have become historically significant since completion of the survey in 1991. (LU-1)
- 11.1.4 Compile and maintain an inventory, based on the survey, of the Planning Area's significant historic, architectural and cultural resources. Prior to public distribution, Native American tribes should be consulted to address any issues of confidentiality.
- 11.1.5 Continue to adopt historic district and overlay zone ordinances as described in the Historic Resources Reconnaissance Survey Report. Consider the designation of Historic Districts and Historic Overlay Zones as described in the Historic Resources Reconnaissance Survey Report.
- 11.1.6 Consider the need for a comprehensive survey for Downtown as well as establishing priorities for future intensive-level surveys.
- 11.1.7 Require that all City-owned properties containing or adjacent to historic resources be maintained in a manner that is aesthetically and/or functionally compatible with such resources.
- 11.1.8 Continue to develop design standards for commercial areas, similar to those in the Main Street Overlay District, which promotes the removal of tacked-on facades and inappropriate signage, the restoration of original facades, and designs that complement the historic pattern.

11.1.9 Require that an environmental review be conducted on all applications (e.g. grading, building, and demolition) for resources designated or potentially designated as significant in order to ensure that these sites are preserved and protected. (LU-1)

Incentives

Goal 11.2 Provide incentives that can be used to preserve our historic and cultural resources.

Policies:

- 11.2.1 Encourage owners of historic income-producing properties to use the tax benefits provided by the 1981 Tax Revenue Act or as may be amended.
- 11.2.2 Encourage the use of the Historic Building Code in order to provide flexibility in building code requirements for the rehabilitation of historic buildings.
- 11.2.3 Provide for the purchase of facade easements from private property owners; allow private nonprofit preservation groups to purchase facade easements. A historic easement would include any easement, restriction, covenant or condition running with the land designed to preserve or maintain the significant features of such landmarks or buildings.
- 11.2.4 Adopt the Mills Act program to allow for a reduction in property taxes for historic properties.

Examples of Incentives (See Appendix 13 for more options and greater detail)

- **State Historic Building Code:** an alternative building code for the preservation of historic buildings.
- **Federal Rehabilitation Tax Credits:** tax credits for the rehabilitation of certified historic structures.
- **Property Tax Reductions:** allows a reduction in property taxes on historic properties.
- **Preservation grants:** grants for the rehabilitation of historic buildings.
- **California Heritage Fund:** supports a wide range of historic preservation activities through competitive grants.
- **Marks Historical Rehabilitation Act:** allows the City to issue tax-exempt revenue bonds for historical rehabilitation.
- **Transfer of Development Rights:** permits greater densities when historic resources are provided or preserved with the development.
- **Community Development Block Grants:** grants for facade rehabilitation and historic preservation projects.



Community Involvement

Goal 11.3 Promote community appreciation for our history and cultural resources.

Policies:

- 11.3.1 Promote the formation and maintenance of neighborhood organizations and foster neighborhood conservation programs, giving special attention to transitional areas.
- 11.3.2 Develop brochures to accommodate pedestrian and vehicular tours of historic buildings, landmarks, neighborhoods and other points of historical interest in the San Bernardino area.
- 11.3.3 Cooperate with local historic preservation organizations doing preservation work and serve as liaison for such groups.
- 11.3.4 Encourage the involvement of San Bernardino City Unified School District, private schools, adult education classes, California State University at San Bernardino, the San Bernardino County Museum, San Bernardino Valley College in preservation programs and activities.

Historic Protection

Goal 11.4 Protect and enhance our historic and cultural resources.

Policies:

- 11.4.1 Encourage the preservation, maintenance, enhancement, and reuse of existing buildings in redevelopment and commercial areas; the retention and renovation of existing residential buildings; and the relocation of existing residential buildings when retention on-site is deemed not to be feasible.

- 11.4.2 Consider creating a program to relocate reusable older buildings from or into redevelopment projects as a means of historic preservation.
- 11.4.3 Utilize the Redevelopment Agency as a vehicle for preservation activity. The Agency is currently empowered to acquire, hold, restore, and resell buildings.

Archaeological Resources

Goal 11.5 Protect and enhance our archaeological resources.

Policies:

- 11.5.1 Complete an inventory of areas of archaeological sensitivity in the planning area. Prior to public distribution, Native American tribes should be consulted to address any issues of confidentiality.
- 11.5.2 Develop mitigation measures for projects located in archaeologically sensitive areas to protect such locations, remove artifacts, and retain them for educational display. Native American tribes should be consulted to determine the disposition of any Native American artifacts discovered.
- 11.5.3 Seek to educate the general public about San Bernardino's archaeological heritage through written brochures, maps, and reference materials.