



# The Los Angeles Historic Resource Survey Report

A Framework  
for a Citywide Historic  
Resource Survey



The Getty Conservation Institute



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Historic Resource Survey

Prepared by Kathryn Welch Howe

The Getty Conservation Institute  
Los Angeles

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The Getty Conservation Institute works internationally to advance conservation practice in the visual arts—broadly interpreted to include objects, collections, architecture, and sites. The GCI serves the conservation community through scientific research, education and training, model field projects, and the dissemination of the results of both its own work and the work of others in the field. In all its endeavors, the GCI focuses on the creation and delivery of knowledge that will benefit the professionals and organizations responsible for the conservation of the world's cultural heritage.

Front cover: The former Eastern Star Home (HCM #440), now the Archer School for Girls, Brentwood (top); a home in the proposed Balboa Highlands HPOZ, Granada Hills (middle); the Griffith Observatory (HCM #168), Griffith Park (bottom). Photos: Emile Askey.

Back cover: Airport Theme Building (HCM #570), Los Angeles International Airport. Photo: Gail Ostergren.

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## Foreword

Information from a historic resource survey can form the foundation for nearly every decision affecting a city's historic buildings and neighborhoods. The compilation of information in a survey can help guide the planning, maintenance, and investment decisions of owners, city officials, neighborhood groups, and investors, and can have the more intangible benefit of raising civic awareness and pride. As has been recognized in cities around the world, historic resource information is an essential component of effective historic preservation, city planning, and community development.

Since 2000, the Getty Conservation Institute has conducted and overseen research leading to the implementation of a citywide historic resource survey by the city of Los Angeles. The Getty's interest in assisting in the development of a citywide survey has been twofold. First, the work continues the trust's wide-ranging support for organizations and projects representing the diverse heritage of our hometown. Second, the survey presents an opportunity for the Getty Conservation Institute to contribute its professional expertise to a field in which many cities worldwide are active.

*The Los Angeles Historic Resource Survey Report* is another milestone in this collaboration between the GCI and the city of Los Angeles. In 2001, the GCI published its assessment of the purpose and value of a Los Angeles historic resource survey, the *Los Angeles Historic Resource Survey Assessment Project: Summary Report*. A year later, based on that assessment, the Los Angeles City Council adopted a resolution requesting the Getty's assistance in developing the goals of a citywide survey. The Getty offered to contribute research and advisory assistance on historic resource survey methods and on the function of a survey as part of broader community and historic preservation planning efforts.

In 2004, the GCI presented eight research papers to senior city staff representing thirteen municipal departments to help determine the potential value of the survey to their work. Using a best practices model, the research papers addressed survey standards and historic resource criteria, the role of a historic context statement, community engagement, the uses of survey data by public agencies, geographic information systems and databases, the role of incentives, and funding.

During this time, the GCI also published *Incentives for the Preservation and Rehabilitation of Historic Homes in the City of Los Angeles: A Guide for Homeowners*, which summarized the benefits available to owners of the city's historic homes.

Following endorsement of the research papers by city managers, the Los Angeles City Council unanimously passed a series of resolutions further advancing the city's commitment to pursuing a survey. In response to this expression of leadership, in 2005 the Getty Foundation extended a matching grant commitment to the city of Los Angeles for the survey over a five-year period. The city agreed to match this commitment and has since created the Office of Historic Resources and hired experienced professional staff, selected consultants, and taken significant steps to implement the survey. The citywide historic resource survey will be conducted over the next five years; the GCI will continue to provide research, technical, and advisory assistance throughout the course of the project.

This report is largely based on the 2004 research papers mentioned above and reflects further research as well as new initiatives and resources now available to the survey. It describes key elements of the comprehensive survey and how these elements will work together. These include clear survey standards and historic resource criteria, the role of the citywide historic context statement, the importance of centrally managing survey information and integrating it with other municipal property data, and the adoption of appropriate technology and means of communication to ensure effective use by public agencies as well as access to the data by the general public.

This report is perhaps best viewed as a road map through the often challenging procedural requirements and technical components of a survey undertaken on an enormous scale. The material is presented with the goal of explaining the process and providing information and research that the city of Los Angeles might use to help guide the process. This report is both a reference for the survey process and an indicator of the tools and best practices for accomplishing a survey. It is our hope that this framework, and the explanations and suggestions presented here, will be of value both in Los Angeles as

the city implements its survey, and to others around the country who may wish to undertake comparable work.

I would like to acknowledge the achievements of Kathryn Welch Howe, who has led the GCI's efforts in the Los Angeles Historic Resource Survey Project, balancing her research and publication responsibilities concurrently with advising the city on survey methods and implementation. Kathryn prepared this report and continues to advise the survey project as a consultant to the Getty. We are grateful for her dedication to the project and the care with which she undertook it. In the preparation of *The Los Angeles Historic Resource Survey Report* and in all aspects of the project, she was assisted by Frank Gilbert, senior project adviser, National Trust for Historic Preservation. Richard Starzak, a principal at Jones and Stokes, provided valuable technical expertise as well as many of the examples of historic buildings and areas used in the report. James Carberry, of Carberry Communications, and Catherine Barrier provided assistance in writing case study material for the report. Kathryn Welch Howe defined the scope of the project and directed the research for the papers completed in 2004 and drafted by GCI staff members David Myers, Gail Ostergren, Chris Seki, and Rand Eppich. These papers form the foundation of this report. Lynne Kostman edited the manuscript and Gail Ostergren performed a final technical edit. Carol Hahn, also of the GCI, undertook the compilation of the online Los Angeles Historic Resource Survey Bibliography ([gcibibs.getty.edu/asp/](http://gcibibs.getty.edu/asp/)). She and Yoko Coleman also provided valued administrative support.

The GCI also benefited greatly from the important contributions of a wide range of individuals and organizations too numerous to mention individually. Preservation professionals, public officials, government staff, and educators, as well as neighborhood, business, real estate, and civic leaders, were a part of this effort from the beginning. This work builds on the guidance provided by the National Park Service, the California Office of Historic Preservation, and cities across the country that have conducted community historic resource surveys. We want to thank everyone who contributed for their thoughtful assistance and counsel.

We especially want to thank our partners in the city of Los Angeles, including the Office of the Mayor, the members of the City Council, the Office of the Chief Legislative Analyst, and the Department of City Planning and its Office of Historic Resources, as well as state and federal agencies. All recognized the importance and magnitude of this effort and provided consistent, unwavering support. Special thanks also go to members of the professional peer group who reviewed both the initial research papers and this report, offering insightful and timely comments.

In 1962, the city of Los Angeles enacted one of the country's first citywide preservation ordinances, which called for the maintenance and survey of the city's historic assets. Since that time, the city has grown and developed enormously in terms of both population and international stature. The Cultural Heritage Ordinance will reach its fiftieth birthday, nearly coincident with the completion of the citywide survey. The survey will be a fitting accomplishment with which the city can celebrate its impressive achievements and heritage while charting its future path.

**TIMOTHY P. WHALEN**

Director

The Getty Conservation Institute

June 2008

## Foreword

A historic resources survey serves as a basic building block of any local historic preservation program: a city can take steps to protect its significant historic resources only if it knows what it has. More than four decades after the city of Los Angeles's first historic preservation ordinance called for a citywide survey, however, the city had never launched a comprehensive effort to identify its historic resources, nor had it developed the well-integrated municipal historic preservation program worthy of Los Angeles's remarkable architectural legacy and diverse cultural heritage.

Quite simply, it has been the leadership of the J. Paul Getty Trust, embodied in the research represented in this survey report, that has dramatically changed Los Angeles's historic preservation landscape. A comprehensive historic resources survey in a city as enormous and complex as ours would never have been possible without the Getty's active engagement to address the pressing conservation needs of its home city. Its leadership included a generous five-year matching grant to the city from the Getty Foundation that has made the project financially feasible.

This survey report represents the culmination of years of research by the Getty Conservation Institute's team, skillfully overseen by Kathryn Welch Howe. The report has given the city of Los Angeles a workable blueprint for conducting the nation's largest and most challenging citywide historic resources survey. The Getty's intellectual contributions and institutional credibility proved instrumental to securing the city's commitment to pursue the survey project.

When the city's Office of Historic Resources opened in 2006, we immediately drew on this report's research to give us a comprehensive guide to best practices in survey methodology and a workable approach to managing Los Angeles's survey process. This report also makes a major contribution to the field of historic preservation: it will serve as a valuable reference for other cities, large and small, that are seeking to identify their own historic resources.

The survey report represents the Getty's multiyear preparatory work for the survey and the progression of the project up to April 2007. Since that time, the city of Los Angeles has used this report as an indispens-

able starting point, and the project has continually progressed and evolved. The OHR renamed the project "SurveyLA: The Los Angeles Historic Resources Survey" and has worked diligently to implement and further refine the key components of the survey outlined in this report. These components include the following:

- A citywide Historic Context Statement to distill Los Angeles's architectural and historic patterns, themes, property types, and architectural styles into a workable framework for the survey
- A *Field Guide to Survey Evaluation* to help ensure consistent assessments by survey teams
- A state-of-the-art survey database
- Interdepartmental coordination among more than a dozen public agencies
- Public participation and outreach strategies, including a volunteer SurveyLA speakers bureau to serve as the project's ambassadors, multilingual project materials, and a half-hour survey video for the city's cable channel (LA Cityview, channel 35)
- The initiation of pilot field survey work in three major areas of Los Angeles

Interested readers should refer to the SurveyLA Web site, [www.surveyla.org](http://www.surveyla.org), for regular updates on the progress of the project.

SurveyLA marks a coming-of-age for historic preservation in Los Angeles. On behalf of the city of Los Angeles, we wish to thank Timothy P. Whalen of the Getty Conservation Institute, Deborah Marrow of the Getty Foundation, and the entire Getty team for giving Los Angeles and its residents this remarkable gift—one that truly will keep on giving.

### **KEN BERNSTEIN**

Manager  
Office of Historic Resources  
City of Los Angeles  
June 2008

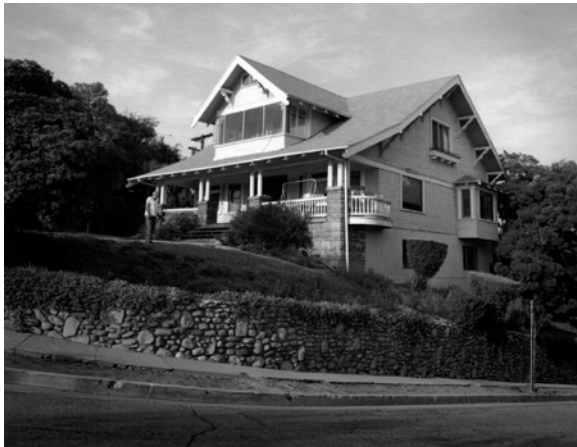


## Introduction

*At the turn of the 21st century, cultural resources professionals are faced with identifying, evaluating, and registering cultural resources that challenge commonly held assumptions about what is “historic” and worthy of preservation. The concept of significance changes with the passage of time, new scholarship, and a better understanding of the need to recognize historic places associated with all of the diverse cultural groups.*

— Carol D. Shull, “Evaluating Cultural Resources”

A historic resource survey conducted in 1980 by the Los Angeles Department of City Planning identified Highland Park as a potential historic district, known in Los Angeles as a Historic Preservation Overlay Zone (HPOZ). The survey sparked the active involvement of the city and its neighborhood residents, and Highland Park was transformed from an area marred by demolition and blight into a community filled with a renewed sense of vigor and rejuvenation. The survey documented the value of the neighborhood’s built heritage—namely, more than twenty-five hundred late-nineteenth- and early-twentieth-century historic properties—and led the



A house in the Highland Park HPOZ, which was designated in 1994. A 1980 survey identified the Highland Park neighborhood as a potential HPOZ based on its history as an early residential community and as a center for Los Angeles arts and culture at the turn of the 20th century. The LAHRS can guide homeowners in maintaining the character and value of historic homes and neighborhoods. Photo: John C. Lewis.

way to rehabilitating, reclaiming, and regenerating physically, economically, and socially one of the many important and diverse historic neighborhoods that characterize Los Angeles.

The recent renaissance of downtown Los Angeles also relates to historic resource surveys undertaken by the Los Angeles Community Redevelopment Agency and the Los Angeles Conservancy during the 1990s. These surveys identified the downtown area’s remarkable collection of late-nineteenth- and early-twentieth-century commercial buildings. Many of these properties have since been rehabilitated using Los Angeles’s Adaptive Reuse Ordinance, the Federal Rehabilitation Tax Credits, and the Mills Act Historical Property Contract Program. The \$6 billion invested in historic buildings as of August 2006 has generated more than eight thousand new apartments and condominiums, with an additional three thousand planned, helping to establish a vibrant, diverse downtown community.<sup>1</sup>

Such results point to the merit of a citywide historic resource survey, which will allow all parties involved, from the individual property owner to the mayor, to identify the wealth of the city’s historic



The Pacific Electric Lofts Building (HCM #104). This building’s conversion into apartments was achieved through the layering of preservation incentives, including the city’s Adaptive Reuse Ordinance, the Mills Act, and Federal Rehabilitation Tax Credits. Prior surveys identified many significant historic commercial buildings in downtown Los Angeles, leading to the use of local, state, and federal preservation incentives for their rehabilitation. Photo: Emile Askey.

resources, and which will facilitate discussion of the management of, utilization of, and investment in the city’s valuable heritage assets. Aimed at making the historic resource survey process and results widely accessible, the eight chapters of this report provide the framework for a comprehensive, citywide historic resource survey methodology and describe the Getty Conservation Institute’s (GCI) research findings on key survey elements, such as the citywide historic context statement, survey standards, survey criteria and classifications, and community participation. The report also focuses on survey management, including information technology designed to capture historic resource data and ensure public access to it, the use of survey information by public agencies, the role of preservation incentives, and issues of cost, timing, and funding.

This report outlines a systematic but flexible framework for conducting research and documenting resources, identifying and evaluating properties using professional standards, engaging the public, and ensuring access to survey results for both community agencies and city agencies. Prior surveys, contexts, and evaluations are taken into account, along with practical considerations such as the availability of information and expertise. As the survey is implemented, planning concerns such as development pressures and planning priorities and goals may influence decisions about the areas to be surveyed. In using this framework, it is anticipated that a large number of resources can be researched, identified, evaluated, and recorded within a reasonable period of time at a reasonable cost.

A Los Angeles citywide historic resource survey that utilizes community support and contemporary survey methods and technology may be accomplished economically. Success depends on meeting three specific challenges:

1. Reliability of information—creating and maintaining a reliable record of historic resources, and consistently meeting professional standards given the large geographic area, while also providing for updates over time
2. Depth of information—obtaining sufficient depth of information in order to identify and evaluate a range of diverse resources representing the city’s history and architectural heritage

3. Community discourse—engaging the community and disseminating survey findings so that historic resource information is widely used

This report addresses these three challenges.

## Components of a Citywide Survey

Many elements of the historic resource survey are defined according to survey standards set forth by the United States secretary of the interior and further defined by the California Office of Historic Preservation (OHP). The sections that follow outline the major survey components and management considerations essential to undertaking a comprehensive citywide survey of Los Angeles.

### 1. Survey Standards

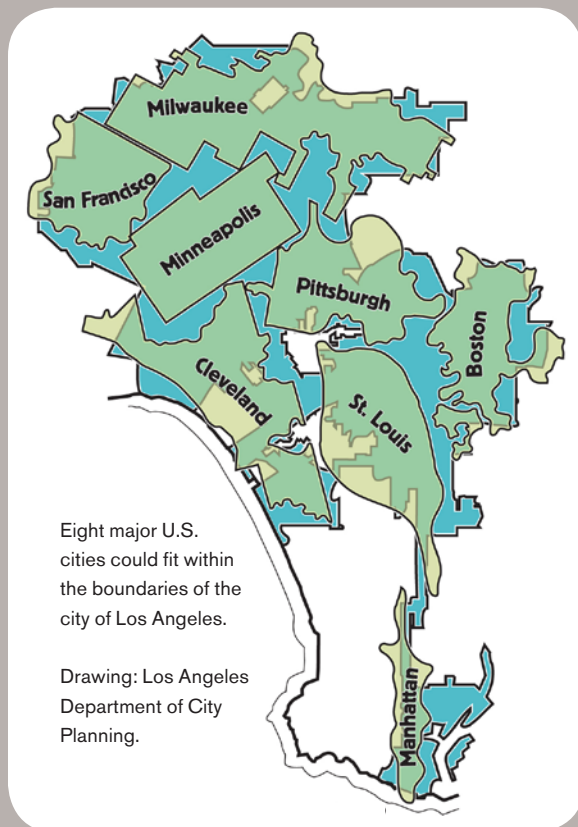
National and state professional standards, as well as municipal preservation ordinances, should be incorporated into the survey methodology so that information gathered is consistent and satisfies government programs and reviews at all levels (see appendix A for a summary of historic preservation programs, agencies, and organizations). These standards will inform the survey’s structure and serve as guidelines, covering issues such as the methods for gathering data, the level of research to be completed, and the professional qualifications required of surveyors.

Among the many types of historic resource surveys, the Multiple Property Submission (MPS) approach would be best suited for Los Angeles. It would match the scope and scale of the city and its diverse resources and would provide the benefits of a citywide perspective and in-depth research with which to evaluate and compare a wide range of properties and areas. This approach emphasizes the use of historic contexts as a streamlined way to organize research and fieldwork and to evaluate the significance of individual properties and areas as they are identified. The National Park Service developed the MPS format to facilitate the documentation and simultaneous listing in the National Register of properties related by theme, general geographic area,

*(continued on page 4)*

## LOS ANGELES HISTORIC RESOURCE SURVEY PROJECT SELECTED FINDINGS

- At 466 square miles, Los Angeles contains 880,000 parcels of land and is larger than Milwaukee, San Francisco, Minneapolis, Pittsburgh, Cleveland, St. Louis, Manhattan, and Boston combined.
- Although many surveys have been completed in Los Angeles, 85 percent of the city has never been surveyed.
- The city's first preservation ordinance, passed in 1962, called for the preparation of a citywide survey; however, this was never undertaken because of lack of funding and other constraints. Since that time, there has been significant growth and expansion of historic preservation, and the Los Angeles Historic Resource Survey (LAHRS) will at last fulfill this forty-five-year-old mandate.
- Preservation activity involves a wide range of properties and districts that have historic, architectural, social, and cultural value.
- Survey methods include application of historic contexts and specific criteria that ensure consistency and reliability regarding the significance of properties.
- Technological advances now permit the efficient gathering of information; the layering and combination of visual, spatial, and research information; continual updating of data; and accessibility to a broad array of potential users.



and time period, though the method can also be used, as it will be in Los Angeles, to establish registration requirements and identify historic resources at all levels of significance without submitting nominations.

## 2. Historic Context Statement

The historic context statement is a written history of the physical development of the city. It organizes the architectural, historical, and cultural development of the city and its properties by theme, place, and time. Placed in context, individual properties and areas may be assessed against a chronological and historical framework relative to comparable resources within the city, state, and nation. The context statement uses the concept of property types, which are groupings of similar properties associated with the residential, commercial, industrial, and civic development of the city. It defines registration requirements, which spell out the features of buildings and areas that could qualify them as significant at the federal, state, or local level. The context statement standardizes the methods and criteria for evaluation, ensur-



The citywide historic resource survey will facilitate the consistent evaluation and documentation of architectural, historic, and cultural resources as diverse as Union Station (above, HCM #101) and the Munch Box (below, HCM #750). Union Station, a monumental Spanish colonial revival-style structure with streamline moderne and Moorish details, opened in 1939 and is the nation's last grand passenger railway terminal. The Munch Box, a classic roadside hamburger stand, was built in the burgeoning San Fernando Valley suburb of Chatsworth in 1956. Photos: Emile Askey.





ing that evaluations will be consistent and substantiated with research. It provides a systematic yet flexible approach with which to research, compare, and evaluate a wide range of similar types of properties and areas.

### **3. Historic Resource Criteria and Classifications**

Evaluation criteria and classifications are used in conjunction with the historic context statement to determine architectural, historic, or cultural significance and the level of significance of an individual property or district. Survey evaluation criteria encompass city, state, and federal guidelines. While all properties in the city will be considered for inclusion in the survey, some areas may not be surveyed in detail based on age, lack of significance, or integrity of the property or area. The survey will make use of the California Historical Resource Status Codes (see appendix B), which were developed by the California OHP as a system of classifying and coding significant resources for listing in the California Register of Historical Resources.

### **4. Community and Owner Participation**

Community participation is a cornerstone of historic resource surveys. The Department of City Planning has already established effective communication tools and methods of working with community organizations that can be built on to actively involve property owners and residents in the survey. Through its Web site and in community meetings, the city's Office of Historic Resources (OHR) may encourage residents to contribute information and opinions about specific buildings and neighborhoods and their place in the survey. Explanation of the survey's purpose, use, and technicalities should begin early in the process and may be facilitated by allied organizations and agencies.

### **5. Information Management and Development: Managing, Integrating, and Providing Survey Data**

The survey will rely on a coordinated, sophisticated information management system. The Department of City Planning's Geographic Information System (GIS),

with its public access portal, the Zoning Information and Map Access System (ZIMAS), provides the infrastructure. This system allows data from different sources to be integrated, updated, and linked to interactive maps, providing agencies, owners, and other users one-stop access to comprehensive and accurate property information. Narrative and graphic information, as well as a property's current historic resource status, may be recorded over time, ensuring the continual updating of the data. Handheld computers may be used in the field to record and document historic properties; appropriate software and guidance for using these instruments must be developed. Data collected through the survey will be made available to a range of users through ZIMAS and a historic resources Web site.

### **6. Departmental Uses**

More than fifteen city agencies use historic resource information for environmental assessments, property management, and program activities. Current and projected uses of historic resource information will help guide the design of the citywide survey. The survey will provide all public agencies with a central, consistent resource to use in planning capital projects, conducting environmental reviews, identifying significant properties, shaping maintenance and investment priorities, and providing services and assistance to the community. For the OHR, the survey will facilitate the establishment of municipal preservation priorities and will enable the OHR to effectively assist other agencies and the public in identifying, managing, and protecting historic resources.

### **7. Preservation Incentives**

A range of financial and regulatory incentives is available for the preservation and rehabilitation of both residential and commercial historic properties. The survey will provide an opportunity to inform the community about existing incentives and will help determine the properties that are eligible. The development of additional incentives to encourage investment in historic resources may be an outgrowth of the survey.



The Amelia M. Earhart Regional Branch Library (HCM #302), North Hollywood. The Los Angeles Library Foundation and the Department of Public Works collaborated on this prize-winning rehabilitation project and a compatible modern addition, which kept the 1928 structure in active use. The citywide survey will help government agencies identify opportunities to rehabilitate important publicly owned historic resources such as this library. Photo: Emile Askey.

## 8. Survey Cost, Timing, and Funding

The development of a comprehensive survey can be organized in two phases: survey initiation and survey implementation. Each will have its own cost requirements. Survey initiation will involve the development of the survey infrastructure: the historic context statement; the *Field Guide to Survey Evaluation*; historic resource enhancements to the city's GIS, databases, and Web sites; review and approval procedures; and community participation materials and schedules, information management tools, and pilot surveys to test and refine survey procedures. The survey implementation phase will entail completion of the fieldwork and the review, certification, and recording of survey findings, administration of historic resource data, and extensive public communications. (See appendix C for a sample time line.)

(continued on page 8)

## USES OF THE LOS ANGELES HISTORIC RESOURCE SURVEY

The LAHRS will enable the city to have, for the first time, complete, accurate, and current information on all historic properties and districts and, equally important, to save time and money by integrating this information with other city data into its preservation, development, and planning processes. The value of the survey can be measured by the many ways in which it can be employed by a broad, diverse group of users:

- City departments, elected officials, and board and commission members, for use in planning for historic preservation, housing and commercial development, and regeneration of neighborhoods and business districts, as well as in building on citywide momentum in adaptive reuse, neighborhood conservation, cultural heritage tourism, and civic pride
- Homeowners and neighborhood organizations, for maintaining the character and value of historic homes and neighborhoods
- Commercial property owners and investors, for use in shaping plans for an area's development, including the use and rehabilitation



of historic resources, the use of incentives, and the identification of opportunities for new construction

- The convention and tourism business, for promoting the city's historic buildings, homes, and neighborhoods as visitor attractions
- The entertainment industry, for identifying historic properties for use as film locations or other creative venues
- Educators, researchers, journalists, and writers, for accessing a greater breadth and depth of historic information in researching and writing about the historic, architectural, and cultural assets of Los Angeles
- Preservation groups and neighborhood organizations, for educating the public about the city's historic resources and historic preservation
- Real estate professionals, for identifying historically valuable properties and directing clients and investors to them
- Companies and business organizations, for use in attracting and retaining businesses and employees, while recognizing that the city's historic resources add to the appeal of Los Angeles as a place to live and do business

Importantly, the survey will allow the city to meet its legal obligations for identifying historic properties (see chapter 1). The costs of the survey will be offset by the time and money saved in permitting and environmental reviews—not to mention in reduced litigation—that will result from establishing a predictable and legally defensible basis for decision making. Without the survey, uncertainties within the development and project review process may continue to discourage some public and private investment, plans for the city will be ill informed, and opportunities to merge the benefits of historic preservation with economic and cultural development will remain unrealized. A historic resource survey will enable Los Angeles to engage in systematic, coherent planning for the preservation and use of its many historic and cultural resources.

The Carthay Circle HPOZ, designated in 1998. Real estate professionals and community organizations, such as the Carthay Circle Homeowners Association, can use survey data to assist prospective owners in finding historic homes and using incentives to buy and rehabilitate them. Photo: John C. Lewis.



The cost of the survey will be based on estimates of preparing the context statement, creating or enhancing information systems, conducting the field survey and data reviews, and communicating survey progress and results. Most cities fund historic resource surveys from their general fund. In Los Angeles, the citywide survey will be funded through a collaborative agreement between the city of Los Angeles and the J. Paul Getty Trust, wherein each will contribute funding and services toward completion of the survey. The survey and budget will be organized on a five-year basis, with distinct costs associated with the two-year initiation phase and the three-year implementation phase.

## The Next Steps in the Process

Given the existing tools, such as survey standards and evaluation criteria, community participation models, ZIMAS, and the California Historical Resource Status Codes, the next steps to be taken in the Los Angeles citywide historic resource survey process will focus on the following:

- Preparing a citywide historic context statement
- Developing an expanded information management system to increase public access to historic resource data
- Developing software for use in recording resources in the field
- Preparing the citywide survey standards and protocols
- Conducting pilot surveys
- Notifying and engaging the community, key stakeholders, and civic leaders through meetings, communication materials, and development of a Los Angeles historic preservation Web site.

## Summary

At the conclusion of the survey, comprehensive information on each surveyed property in the city of Los Angeles will be consolidated in a single location and will be made accessible to a range of users. The survey will extend the benefits already realized in downtown Los Angeles and in neighborhoods throughout the city

such as Highland Park. Residents, city officials, investors, and visitors will have invaluable documentation of Los Angeles's urban and architectural history. This shared resource will promote preservation planning as Los Angeles continues to grow and develop. Ultimately, the success of the survey will be measured by the extent to which the private and public sectors use survey-generated historic resource information in planning and development activities.

## Notes

1. *Figures provided by Hamid Behdad, Los Angeles Mayor's Office of Economic Development, e-newsletter, August 4, 2006.*

*The survey marks a coming-of-age for historic preservation in Los Angeles. . . . We look forward to collaborating with all segments of the Los Angeles community in building creative partnerships that will take full advantage of this exciting opportunity.*

— Ken Bernstein, Office of Historic Resources e-newsletter, 2007

The proposed design for the Los Angeles Historic Resource Survey (LAHRS) aims to identify and consistently evaluate a diverse range of properties as architecturally and historically diverse as the Western Heights Historic Preservation Overlay Zone (HPOZ), the modest Adams residence in Reseda designed by Lloyd Wright, and the Capitol Records Building in Hollywood. Well-conceived standards are essential for a successful survey. Standards and guidelines developed and published by the federal and state governments for use by local jurisdictions will serve as the foundation for the Los Angeles survey standards, ensuring that the data gathered will be useful for preservation, planning, and project investment purposes.<sup>1</sup>

Adoption of these existing standards will ensure that the survey meets the legal requirements for historic preservation under federal, state, and local laws (see

appendix A). However, further definition is necessary to meet the city’s specific needs. Time invested in carefully designing and codifying each facet of the process will ensure that survey data are consistent in quality and content and that historic resource information is accessible to all users and contributes in a meaningful way to the city’s historic preservation, community planning, and development goals.

## Historic Resource Survey Standards and Structure

The six historic resource survey standards and guidelines, as defined by the U.S. secretary of the interior, are (1) preservation planning, (2) identification, (3) evaluation of significance, (4) registration, (5) documentation, and (6) professional qualifications. These standards are employed by all federal and state agencies and by most municipal agencies, as well as by survey and preservation planning practitioners. They have been tested and utilized in a variety of communities for more than twenty years. These six standards form the basic components of the survey and are further described by guidelines and methodologies, as discussed in detail in this chapter. Using these professionally accepted standards, the LAHRS will provide the city government with a full



The Western Heights HPOZ. This neighborhood of early-20th-century craftsman residences was designated as an HPOZ in 2001. Survey standards will ensure that properties and districts of all types throughout the city are evaluated consistently. Photo: John C. Lewis.

picture of Los Angeles’s historic resources so that decisions to recognize specific historic buildings are deliberate and legally defensible.

Many communities in the United States now employ the Multiple Property Submission (MPS) survey approach, which emphasizes the use of historic contexts as a streamlined way to organize research information and to evaluate potentially significant individual properties and districts as they are identified.<sup>2</sup> Using this method, the LAHRS will identify contextual themes, chronological periods, people, and places significant in Los Angeles history—such as the entertainment industry, post–World War II suburban development, designs by important early modern architects, or properties significant for specific ethnic associations—and will define the property types associated with each contextual theme. This will facilitate identification of historic districts and contextually related, thematic groups of properties, as well as individual resources that represent well-researched contexts. Such a comprehensive, focused approach will allow surveyors to predict the location of historic properties and to make evaluations and comparative judgments rather than conducting research and surveying on a property-by-property basis. In general, the research carried out to determine and



The MPS approach will allow surveyors to identify and compare properties within important historic contexts. Contexts might include “Industrial Development: The Modern Entertainment Industry” and might identify significant related properties such as the Capitol Records Building (HCM #857), shown here. Photo: Emile Askey.



This craftsman home in South Los Angeles (HCM #510) is one type of significant resource the survey will identify. Using professionally accepted standards, the survey can provide city government with a complete picture of the city’s historic resources so that decisions to recognize specific buildings or areas will not be arbitrary. Photo: John C. Lewis.

document a context will be sufficient to document and record the related individual resources and historic areas. With nearly 900,000 properties to survey in Los Angeles, the MPS approach will yield significant benefits in survey and evaluation consistency, quality, and efficiency.

In structuring the survey, the Department of City Planning’s Office of Historic Resources (OHR) will be guided by an understanding of how the information generated will be used in the future by public agencies; by architecture, planning, preservation, and other land-use practitioners; and by property owners and the community. Standards that are carefully prepared will enhance the value of the survey and its use in Los Angeles.

## Preservation Planning

Preservation planning organizes survey activities in a logical sequence and specifies how each activity should be carried out. The primary standards for preservation planning address the use of historic contexts, the methods for identifying and registering historic resources based on historic contexts, the involvement of the community in the survey, and the means of ensuring accessibility to survey data.

### Establishing Historic Contexts

Historic context is a means of organizing information about historic properties that share common historic, architectural, or cultural themes. The Los Angeles citywide historic context statement will identify themes that represent the city's complex history and relate property types to those themes (see chapter 2). It will establish the priorities and sequence of the survey and draw on a combination of resources: published histories and archival research; preliminary fieldwork to identify significant properties and conditions throughout the city; oral histories and community input; and an understanding of community history, traditions, cultures, and values. Given the broad scope and diverse character of

Los Angeles, the citywide historic context statement could be organized in terms of chronological development of the city and major land uses, such as residential, commercial, industrial, and civic and institutional development. The statement should be updated and refined during evaluation and property registration activities.

### Using Historic Contexts to Develop Goals and Priorities

Establishing goals, priorities, and survey methodologies appropriate to budget is an important part of the planning process. First, goals are developed to ensure that the range of properties representing important aspects of each historic context is identified and evaluated. Priorities are then established, and survey activities are designed to achieve these goals within the available budget. For example, a goal for the development of the historic context, "Residential Development: Early Transit and Automobile Suburbs: Architecture: Craftsman, 1905–1929," might be to identify several property types (e.g., airplane bungalows, California bungalows, and bungalow courts). Priorities might be established for identifying outstanding individual examples, important concentrations, and unusual types. Goals may be set within certain contexts for identifying potential HPOZs.



Views of Westwood Village in 1932 (left) and 2008 (inset), featuring the Janss Investment Company Building (HCM #364). The Janss Building, built in 1929, and the surrounding planned community of Westwood were modeled on Mediterranean villages, employing the Spanish revival and Monterey colonial architectural styles. As evident in these photos, much of Westwood Village's historic fabric remains intact. Organizing survey research by chronological period, related contexts, and comparable property types will distinguish important buildings from those of lesser importance. Photo (left): Courtesy of the University of Southern California, on behalf of USC Libraries. Photo (inset): Emile Askey.

The goals for survey activities for lower-priority property types, such as simple cottages with minor craftsman influence, will be designed to streamline the identification, evaluation, and registration effort and thereby conserve survey budget. The context statement will also eliminate some property types from further consideration. Less survey time will be spent in areas previously surveyed, such as Spaulding Square or the Adams–Normandie area, than in areas never surveyed, including Silver Lake and Pacific Palisades.

### Emphasizing Community Participation

Early and continuing public participation is essential to the broad acceptance of the survey and to preservation planning decisions (see chapter 4). Citywide organizations, as well as local neighborhood groups, historical societies, and preservation organizations, can provide valuable input on the history and historic significance of their buildings and neighborhoods. A carefully planned public outreach strategy that provides clear

information and makes it easy to contribute and obtain information will engender interest, enthusiasm, valuable information, volunteer support, and assistance.

### Ensuring Accessibility to Survey Results and Information

Owners, investors, real estate professionals, educators, and public agencies will use historic resource data frequently. Early in the survey process, an expanded information management system should be developed to make survey information accessible to the public. It is essential to ensure that survey results and information can be easily transmitted in a usable form to those responsible for other planning activities. Some contexts may, for example, require survey work in redevelopment areas or adjacent to schools, freeways, and highways. In such instances, the plans of agencies such as the Community Redevelopment Agency (CRA), the Los Angeles Unified School District, and the California Department of Transportation could be affected.



Homes in the Angelino Heights HPOZ. This area was designated as the city's first HPOZ in 1983, initiated by property owners who wanted to preserve and enhance the historic character of their neighborhood, which contains some of the city's best remaining examples of Victorian architectural styles. The HPOZ designation process involves property owners extensively and may serve as a model for survey participation. Owners will be able to contribute to and obtain information from the survey regarding the historic merit of their properties. Photo: John C. Lewis.



A mechanism must be developed for such agencies and organizations to obtain and share survey information, including data from their own surveys (see chapter 5). Standardization of survey methods and procedures across city departments, along with improved sharing of information and resources, will expand dissemination of historic resource data (see chapter 6).

## Identification

The second survey standard is identification of historic properties. This activity is based on archival research and field survey procedures consistent with the historic context. Typically, the identification process includes the following steps:

1. Developing a research design
2. Obtaining previous results from federal, state, and local inventories and surveys, as well as from community participation efforts
3. Conducting archival research
4. Performing a survey conducted by qualified city staff or consultants using accepted historic resource criteria
5. Review
6. Reporting results

The context-based MPS approach will provide a way to organize and present information.<sup>3</sup> Though designed by the National Park Service (NPS) as an efficient means of nominating thematically related properties to the National Register of Historic Places, this method can be used to structure a survey and facilitate evaluation of resources even if registration will not be the direct end result. It will streamline the survey process substantially, ensuring that important individual resources and historic districts are identified, and it will also identify those resources and districts that do not merit further consideration for historical significance.

The standards for preparing an MPS are presented in National Register Bulletin 16, Part B. The MPS for the city of Los Angeles will treat the entire city as the subject area, with a variety of associated historic contexts and associated property types within each context serving as the organization. Based on research and fieldwork, survey teams would seek out properties and

districts that represent significant types within an important historic context. Forgoing analysis of resources that do not represent an important historic context will save time. For example, an important associated context of the “Industrial Development” theme might be “Modern Entertainment Industry in Hollywood and Environs, 1911–1964.” Subcontexts might be (1) motion pictures, (2) television, (3) recording, and (4) radio. Associated property types might include studios; broadcasting stations; lots; support industries for props, scenery, film, equipment, and costumes; residences or offices of famous entertainment personalities; studio worker housing; and movie theaters.

Properties that satisfy registration requirements for quality, significance, and integrity would be surveyed and prioritized. If the research or survey encounters an important property type not anticipated, then the historic context for that property type could be considered and added. At the end of the identification effort, all of the research and field observations regarding a historic resource will be recorded, along with recommendations concerning its importance within a historic context and the evaluation criteria that it most likely will meet from the perspective of the responsible, qualified city staff and survey professionals.

## Evaluation of Significance

Evaluation of significance, the third survey standard, should rely on criteria and guidelines provided by the National Register of Historic Places and the California Register of Historical Resources, and on precedents used to designate Los Angeles Historic-Cultural Monuments (HCMs) and HPOZs. Evaluation standards will also reflect the historic contexts established for Los Angeles. Survey teams and the OHR will review all surveyed property information using both the citywide historic context statement and the classifications set forth in the California Historical Resource Status Codes (see appendix B). These codes are discussed further in chapter 3. At the end of the evaluation effort, final decisions will be made as to whether the property or area is important within its historic context(s); its level of integrity—the degree to which the property retains its

physical and historical characteristics—and whether it meets federal, state, or local registration criteria (see chapter 3). This process will ensure consistency among the survey findings given the variety of contexts and the perspectives of individual surveyors.

Consider, for example, the Lasky Film Laboratory in Hollywood, which would fit within the “Modern Entertainment Industry” context. The building has been heavily altered and lacks exterior integrity, but it is the last building associated with Paramount Studios that remains on its original site at Selma Avenue and Vine Street (the studio moved to its current location on Melrose Avenue in 1926). The survey would have to consider the context and weigh the physical characteristics of the structure against its importance in terms of the original location of Paramount Studios and the studio’s significant role in early motion picture history. The survey would also have to determine which registration criteria, if any, the Lasky Film Laboratory meets. In this instance, the review likely would determine that the building is significant only in terms of local criteria, as opposed to state or national criteria, because of the change in its physical appearance.



The Famous Players Lasky Studio Barn, now the Hollywood Studio Museum, is a designated California Historical Landmark. The building might also meet national criteria for its unique association with the history of motion pictures, particularly the director Cecil B. DeMille, and as one of the first buildings of Paramount Studios. In the LAHRS, determination of property significance will be based on the citywide historic context statement, established evaluation criteria, and classification standards. Photo: Emile Askey.

A contrasting example would be the Famous Players Lasky Studio Barn (now the Hollywood Studio Museum). It was also on the original Paramount lot but was relocated to the studio’s Melrose lot in the 1920s, and later to its present location on Highland Avenue in 1983. Those reviewing the survey data will have to decide if the barn’s lack of integrity of location is over-ridden by its historical significance. In this case, the building might still meet national criteria because of the following factors: it was the first building in Hollywood where indoor motion pictures were shot, it was one of the first buildings of what would become Paramount Studios, and it can be directly associated with the pioneering film work of Cecil B. DeMille.

## Registration

The fourth survey standard is registration, which is the formal recognition of properties identified as significant. Registration requirements will define the attributes of significance and integrity used to determine which properties and districts meet National Register criteria, California Register criteria, and/or city of Los Angeles HCM or HPOZ criteria. Although properties will not be registered as a direct result of the LAHRS, the establishment of registration requirements will facilitate evaluation of properties according to these standards. In the interest of clarity and to assure property owners that registration will not occur as a direct result of the survey, the OHR has elected to use the term *eligibility standards* rather than *registration requirements*.

The requirements provide specific information based on precedents established by previously designated historic properties, which can be used in comparing and making judgments about the potential eligibility of surveyed properties and areas. In addition to issues of integrity and significance, registration requirements address how effectively a specific property (or group of properties) illustrates the property type and how it relates to the historic context. Evaluations will state how and why a resource meets local, state, and/or national criteria and will describe the physical characteristics, associative qualities, or research potential that an example of the property type possesses. Registration



The Pellissier Building and Wiltern Theatre (HCM #118). The Pellissier Building could serve as a point of reference for the evaluation of other zigzag moderne commercial buildings. Historic resource registration requirements make use of precedents established by prior designations of historic properties in order to determine standards for property integrity and significance. Photo: Emile Askey.

Buildings of the Chaplin Studios (HCM #58). The Chaplin Studios is recognized both for its association with the famed actor-director-producer Charlie Chaplin and for its architectural integrity. (The building is currently home to the Jim Henson Company.) The city-wide historic context statement will allow similar historic properties and districts to be compared and evaluated in chronological and thematic contexts. Photo: Emile Askey.



requirements for historic resources, thematic groupings, and historic districts will be established in the historic context statement and will be linked to individual historic resources through the concept of property type (a group of properties defined by common physical and associative attributes).

To return to the “Modern Entertainment Industry” context example, registration and integrity requirements likely will be quite different for intact motion picture studio complexes such as Paramount, Vitagraph, and the Charlie Chaplin Studios than for remnant studio buildings like the Mack Sennett Studios or leased studio buildings such as the B-picture studios that once dominated Santa Monica Boulevard. If registration requirements determine that in order to meet *national* criteria, a motion picture studio must contain a complex of buildings, including sets, stages, offices, and storage buildings, then the largely intact Charlie Chaplin Studios might qualify.

In contrast, although the Mack Sennett Studios might initially appear eligible for the National Register based on its importance in film history and its association with the life of a significant person, so many of its buildings have been demolished that it no longer adequately represents the motion picture studio property type. The Sennett studio has, however, been designated a city of Los Angeles HCM based on the strength of its association with the famed silent movie director whose name it bears. This designation would be an important factor in establishing *local* criteria registration requirements for other remnant studio buildings.

Furthermore, a B-picture studio building may not meet registration requirements for the motion picture studio property type because it was not a full complex and may not have had a long historical association with an important studio. If, however, it can be associated with the making of a singularly important film or was very important in the career of a noted film personality, and if it retains integrity from that era, registration requirements would be constructed to evaluate the building or district within its proper context (see chapter 2) and criteria (see chapter 3).

## Documentation

The fifth survey standard is documentation, the collection of information that describes, locates, and explains the significance of a historic property. The California Office of Historic Preservation (OHP) has developed documentation standards that the LAHRS can follow in order to satisfy federal and state preservation laws.<sup>4</sup> Recording of resources using the OHP's format and series 523 forms (see appendix D) will ensure the consistency and completeness of information gathered through the survey.<sup>5</sup> The following forms will meet the documentation standards for the LAHRS:

- For individually significant properties, forms 523A (Primary Record) and 523B (Building, Structure, and Object Record)
- For historic districts, form 523D (District Record) for the district and form 523A for district contributors
- For MPSs, form 523D for the contextual theme or property type group, and form 523A for properties that meet the registration requirements

Using the District Record (forms 523D and 523A) will preserve the organization and economy that comes from the MPS approach while meeting the OHP requirements for identifying, evaluating, and recording the findings on series 523 forms.

Integration of historic resource data into the city's preservation planning programs and broader municipal planning system is essential. The results of identification activities will be reported for each resource to indicate that the survey was completed and to give the

location, date, and author of the information gathered. Following evaluation, survey results will be submitted for appropriate local and state reviews to ensure that the standards of resource recording have been met. Once the reviews have been completed, the survey results will be entered into the city's planning systems and the state-wide Historical Resources Inventory (HRI), maintained by the OHP. Results of the survey should also be made widely available in an organized way through public meetings, published materials, a historic resource Web site, and an expanded information management system.

## Data Archives and Maintenance of the Survey

National and state standards have not yet been developed for maintaining the results of historic resource surveys. Regular updating and maintenance of historic resource data, however, will be extremely important to ensure that the city's records remain reliable. California state guidelines call for a five-year period for updating surveys if properties are to be considered for nomination to the California Register.

The city should develop standards for its historic resource data to be maintained and routinely updated. Simple methods to maintain results and add to the city's historic resource inventory could include the following:

- A mechanism could be developed for the Department of Building and Safety to flag historic resources when a building permit has been issued, so that its existing historic resource status can be evaluated and updated if necessary.
- When resources are identified and new surveys are conducted by other agencies (e.g., the OHP, Caltrans, the Community Redevelopment Agency), current results could be integrated into the LAHRS database, and the five-year period would start anew.
- Resources of a recent age or of a type not considered to be within an important context at the time the survey was conducted could be surveyed under a newly developed context once their significance is recognized. The citywide survey should identify ages and potential contexts in its final report to accommodate and guide this effort.

- Within the community, historical societies and other knowledgeable groups and individuals could report to the OHR when their research and work identify previously undocumented historic resources or changes to those already documented.

The use of a dynamic database system and employment of mechanisms to augment city records with new information on a regular basis will help maintain the value of the survey data.

### Professional Qualifications

Utility of the comprehensive survey will rely heavily on the professionalism of the survey team, the final survey standard. Consistency, sophisticated professional judgment, and attention to detail are essential. The NPS and the California OHP have developed professional qualification standards for those individuals performing identification, evaluation, registration, and treatment activities. Survey staff and members of review committees typically have backgrounds in history, architectural history, and architecture. Increasingly, archaeologists, urban and cultural geographers, and ethnologists are also engaged. A graduate degree or equivalent experience and at least one year of full-time professional experience are considered the minimum requirements for surveyors.<sup>6</sup> Incorporating qualification requirements within requests for proposals is an important step toward achieving professionalism and consistency in survey work.

Outsourcing actual survey work to qualified consultants is often the most cost-effective approach. This course of action will be taken in Los Angeles, with professional staff from the city's OHR managing the overall survey process. These staff members must have experience in conducting historic resource surveys, in classifying historic resources, and in administering the local, state, and federal historic preservation process. They must also be able to work well with other municipal departments, state agencies, and federal program managers. A qualified survey review committee will be necessary to review the classifications applied to the properties surveyed and to approve the survey results.

### Practices in Other Communities

A review of the best practices employed in other communities focused on three issues: the use of alternative standards and practices, local review procedures, and the impact of survey activity and findings on other municipal agencies and systems. The basic components of the survey process have been well established by National Register guidelines and by California OHP instructions. Most communities nationwide use the *Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation*, and in California, the OHP's *Instructions for Recording Historical Resources*. This common system provides the foundation for California cities participating in the Certified Local Governments program. Cities so designated participate in local review of resources for state and federal purposes. The system also facilitates the communitywide use of incentives.

In some cases, survey standards have been modified to adapt to local preservation and planning programs. Examples include Ontario, California, where detailed local criteria were included, and San Francisco, where survey data were associated with California Historical Resource Status Codes for use in local planning systems and significant resources were subject to design review. In Riverside, California, the planning department produced *Historic Resources Inventory Database Instructions for Recording and Viewing*, a reference manual for all city agencies and consultants using historic resource data. This document explains the scope and specificity with which data need to be gathered and managed.

Self-styled standards and classification methods such as ratings, color coding, and others based on a hierarchical system of high-priority to low-priority resources often present serious limitations as survey and preservation programs are implemented.

### Summary

Survey standards and guidelines developed by federal and state agencies supply an organizing framework for the LAHRS. Structured according to these standards,

the survey will produce a consistent, high-quality record of the wealth of historical resources spread across the city's sizable geographic reach. In addition to meeting federal and state requirements, the survey can be refined and used productively over time for a variety of regulatory, planning, community development, and educational purposes by a wide range of users.

## Notes

1. *U.S. Department of the Interior, Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation; Derry et al., Guidelines for Local Surveys; California Office of Historic Preservation, Instructions for Recording Historical Resources.*
2. *For a detailed discussion of the MPS approach, see National Register of Historic Places, Guidelines for Completing National Register of Historic Places Forms. Part B.*
3. *"The components of the MPS approach (historic context statements, property types associated with each context, and evaluation criteria for each property type) provide a proven format for understanding the history of a community and a means of evaluating individual properties as they are identified." Keeper of the National Register of Historic Places and chief of the National Historic Landmarks Survey, National Park Service, e-mail message to author, January 7, 2004.*
4. *These laws include Section 106 of the National Historic Preservation Act and its implementation guidelines (specifically 36 CFR 800.4) and Section 15064.5(a) of the California Environmental Quality Act (CEQA) guidelines for identifying historical resources. For Section 106, however, the OHP may require the lead agency to prepare DPR 523 forms for the nonimportant properties in the Area of Potential Effects, so its requirements would be only partially satisfied by the LAHRS. For CEQA, survey results would have to be updated within five years, but this could be done during the CEQA compliance process, independent of the city's survey. National Historic Preservation Act of 1966 (NHPA), as amended (16 U.S.C. 470 et seq.); California Code of Regulations. Title 14: Natural Resources. Division 6: Resources Agency. Chapter 3: Guidelines for Implementation of the California Environmental Quality Act.*
5. *Detailed information can be found in California Office of Historic Preservation, Instructions for Recording Historical Resources.*
6. *For a detailed description of professional qualifications, see Derry et al., Guidelines for Local Surveys.*

*In 1910, Watts was advertised as a “distinctly home town” where “you could buy town lots on the hitherto unheard of terms of ‘\$1 down, and \$1 a week.’” As news of these terms spread, Watts became a workingman’s city where laborers, domestic servants and factory workers owned their own homes. For many years, it was possible for almost every ethnic and immigrant group to participate in the “American Dream” in Watts.*

— From Historic Resources Group, “South Los Angeles Historic Context Statement Project Sourcebook,” p. 12

The above excerpt, from an unpublished report by the Historic Resources Group and the Los Angeles Conservancy, provides information essential to understanding the architecture and historic forces that shaped the Watts community in South Los Angeles. The context statement goes on to identify important property types, specific areas, and property examples that illustrate the community’s historically significant features, and to suggest preservation priorities based on historical significance:

The simplest, working class vernacular houses, mostly built after 1904 in Watts and surrounding areas, were wood frame cottages. Typically they were one-story buildings, small with front porches, little ornamentation, and modest additions in the rear. These cottages were joined by bungalows, many of which may be deteriorated, or significantly altered. Any early structures which do survive in relatively intact condition are significant as reminders of the first residents of Watts and the achievement which home ownership represented to them.... Surviving examples of the Craftsman and Colonial Revival styles are abundant in South Los Angeles and form remarkably intact neighborhoods. The neighborhood surrounding South Park...and the residential streets around Rosedale Cemetery provide a similar example to the north. Intact bungalow neighborhoods such as these are one of the most character-defining features of the Planning Area.<sup>1</sup>

This description of a range of building types and neighborhoods within the Watts area serves as the foundation for a more detailed context statement for Watts.

A historic context statement is a written history of the physical development of the city. It is used to analyze the historical development of the community and to identify and evaluate its historic resources. It appears in the form of a technical document with specific organizational and content requirements. These requirements help to standardize the research, identification, and evaluation of properties and areas and to ensure understanding and consistent evaluations of historic, architectural, and cultural significance. The historic context statement defines what will be considered a significant historic resource and sets forth the standards, criteria, precedents, and tests to evaluate properties throughout the city.

In its guidelines for historic context statements, delineated in National Register bulletins 16A and 16B, the National Park Service (NPS) defines historic context as “a body of information about historic properties organized by theme, place, and time.” Historic context is linked with tangible historic resources through the concept of property type, a “grouping of individual



A historic view of Case Study House #8 (HCM #381), also called the Eames House. In reviewing the pioneering work of nationally significant and locally prominent developers, architects, planners, and civic leaders, the survey could be used to evaluate the remaining mid-20th-century modernist residences commissioned by *Arts and Architecture* magazine in relation to the Eames House and the three other Case Study houses currently designated as HCMs. Photo: © J. Paul Getty Trust. Used with permission. Julius Shulman Photography Archive, Research Library at the Getty Research Institute (2004.R.10).

properties characterized by physical and/or associative attributes.”<sup>2</sup> The context statement also identifies the features that qualify a building or area as significant.

It is essential to draft a citywide historic context statement for Los Angeles early in the survey planning process. The draft will help to organize existing information on the city’s historic resources, to facilitate evaluation of individual properties and districts through comparisons with resources that share similar physical characteristics and historical associations, and to furnish essential information for preservation planning. In this manner, the historic context statement will provide a framework with which to handle practical limitations (such as budget constraints) and to define planning priorities and goals. The historic context statement is necessary not only for organizing the survey and evaluating resources but also for the completion of the Multiple Property Submission (MPS) documentation process.

By providing a framework for describing the development of Los Angeles, the historic context statement will serve not only as the survey’s defining document but also as a vehicle for understanding the city’s dynamic heritage and for engaging the community in planning for the preservation of that heritage and for the city’s future growth. Whether illuminating the significance of Richard Neutra’s Lovell House, the Los Angeles Memorial Coliseum, historic neighborhoods such as Whitley Heights, or the Googie-style Pann’s restaurant and coffee shop near Los Angeles International Airport, the context statement is a public document. It should be of high quality but flexible enough to be utilized in a variety of ways:

- To educate readers in the planning and development process
- To develop community education and informational documents
- To produce survey publications; to develop materials for community education and school use
- To promote heritage tourism initiatives
- To create exhibitions and walking tour notes
- To publicize historic areas and properties

## Components of a Citywide Historic Context Statement

The basic components of the context statement are sections identifying historic themes, noteworthy patterns of physical development, associated property types organized by chronological period and geographic location, and registration requirements for each property type.

The Los Angeles citywide historic context statement could be organized chronologically, thematically, or geographically. One logical framework could start with a unifying historical overview to establish key chronological periods that have defined the city’s growth, followed by primary themes that fall under major land-use categories:

- Residential Development: Housing and Neighborhoods
- Commercial Development: Buildings and Districts
- Industrial Development: Buildings, Districts, and Sites
- Institutional Development: Government and Civic Life

Each of these primary themes could become a chapter in the citywide context statement, and each chapter could include the elements listed below and detailed in the discussion that follows:

- Historical overview and analysis
- Definition of associated historic contexts
- Description of key associated property types and property type significance
- Registration requirements

Additional components of the historic context statement could be a discussion of geographic and natural features; visual materials, including topographic and chronological maps that illustrate the interrelationships between geography, development, and political boundaries; photographs and illustrations that convey key points; and relevant bibliographic references.



## Historical Overview and Analysis

The historic context statement will provide an overall chronological history of the growth of the city of Los Angeles. It will identify overarching forces such as transportation, water, war, immigration, government policy, and economic factors that have shaped the city, as well as all categories of land use and urban development. It will also identify associative values such as architecture, community planning and development, entertainment/recreation, ethnic heritage, social history, and race relations. In addition to the general historical overview, each thematic chapter will detail the related historical patterns of development and how these patterns, as observed in Los Angeles, relate to national, state, and local contexts.



The forecourt of Grauman's Chinese Theatre (HCM #55). An opulent architectural fantasy, Grauman's was the second movie palace in Hollywood when it opened in 1927. It is a contributor to the Hollywood Boulevard Commercial and Entertainment National Register Historic District. The citywide historic context statement would establish the themes, chronological periods, persons, places, and events significant in Los Angeles history. Photo: Emile Askey.

## Associated Historic Contexts

Such broad themes as “Residential Development,” “Commercial Development,” and “Industrial Development” will have a multiplicity of associated contexts that may emphasize various economic, social, political, and cultural forces, such as certain industries, government actions, and scientific or artistic developments. Architectural styles, buildings and structural types, and building materials and methods of construction may also serve as organizing devices for the historic context statement. Each context should be defined sufficiently and broadly to ensure its utility citywide. For example, in the “Residential Development” context, an associated context defined as the apartment house building type would be more useful than one defined as the two-story apartment house building type. The National Register bulletins provide useful guidance in the development of a wide range of associated contexts, including those related to historic or prehistoric trends and patterns, an individual or group of individuals, art, architecture, engineering, and landscape architecture.

## Associated Property Types

A property type is a grouping of individual properties or a district that represents the context and has common physical or associative attributes. Physical attributes include style, period, structural type, size, scale, proportion, design and architecture, method of construction, plan, materials, workmanship, artistry, and environmental relationship. Associative attributes include the property's relationship to important persons, activities, and events based on date, function, cultural affiliation, relationship to important research areas, and other information. Specific physical and associative qualities that qualify a property for listing as a historic resource will be incorporated into the context statement.

Again using the “Residential Development” context as an example, the city of Los Angeles responded to the popularization of the automobile in the 1920s with the introduction of distinctive land-use patterns, neighborhoods, building types, and architectural styles. One of those architectural styles, moderne/art deco, may

*(continued on page 23)*

## SAMPLE OUTLINE FOR CITY OF LOS ANGELES HISTORIC CONTEXT STATEMENT

The citywide historic context statement will describe historic patterns of development, events, individuals, and groups that have shaped the character and built environment of Los Angeles. Key periods reflecting significant social, political, and economic forces will be identified. Land-use categories can be employed to structure the historic context statement. A sample outline follows.

### Title: **Historic, Architectural, and Cultural Resources of the City of Los Angeles**

#### Chapter 1: History of Los Angeles—Its Growth and Development

- Chronological history of Los Angeles, identifying key periods characterized by overarching forces that have shaped the city and driven all categories of land use and urban development, such as transportation, water, war, immigration, and industry
- Themes and associative values such as architecture, community planning and development, economics, entertainment/recreation, ethnic heritage, politics/government, and social history
- Key periods including Pre-European; Spanish and Mexican eras; Gold Rush and Westward Expansion; Late-Nineteenth-Century Growth; Early-Twentieth-Century Development; Pre-World War II Expansion; War and Urban Transformation; Late-Twentieth-Century Growth and Diversification

#### Chapter 2: Residential Development—Housing and Neighborhoods

- Overview of residential architecture, housing development, and neighborhood growth in Los Angeles: transportation, land and site development, house and yard, early Los Angeles neighborhoods, early transit and automobile suburbs, post-World War II and freeway suburbs
- Chronological periods of significance and/or geographic areas associated with significant

introductions, innovations, trends, and declines of important architectural styles; architecture and land development practices; trends in subdivision design; design of the suburban home

- Important events, persons, and places associated with each context
- Property type descriptions and registration requirements for property types that would characterize each important residential architecture and land development context

#### Chapter 3: Commercial Development—Buildings and Districts

- Overview of commercial development and commercial centers in Los Angeles: transportation; land and site development; buildings, streets, and commercial centers; early Los Angeles shops and businesses; downtown and early-twentieth-century commercial development; and post-World War II and outlying commercial centers
- Chronological periods of significance and/or geographic areas associated with significant introductions, innovations, trends, and declines of each important commercial architecture and development context
- Important events, persons, and places associated with each context
- Property type descriptions and registration requirements for property types that would characterize each important commercial architecture and development context

#### Chapter 4: Agricultural and Industrial Development—Buildings, Districts, and Sites

- Overview of Los Angeles agricultural and industrial development, including cattle and dairy farming, significant crops, railroads, oil, motion pictures and entertainment, manufacturing, real estate, banking and finance, aviation, and automotive industries
- Chronological periods of significance and/or geographic areas associated with important introductions, innovations, trends, and declines of each important agricultural and industrial development context

- Important events, persons, and places associated with each context
- Property type descriptions and registration requirements for property types that would characterize each important agricultural and industrial context

#### Chapter 5: Institutional Development—Government and Civic Life

- Overview of the growth and development of the civic infrastructure of Los Angeles, including public works, transportation, education, and parks and recreation, as well as religious institutions and private institutions associated with health, education, welfare, arts, culture, and recreation
- Chronological periods of significance and/or geographic areas associated with important introductions, innovations, trends, and declines of each important engineering, infrastructure, and institutional development context
- Important events, persons, and places associated with each context
- Property type descriptions and registration requirements for property types that would characterize each important institutional building and infrastructure development context

#### Chapter 6: Other

- Any areas not covered in the categories set forth above, such as natural features

represent a property type with subtypes such as streamline moderne and the associated property types of apartments, bungalow courts, and single-family residences.

### Property Type Significance

A historic resource represents “a significant part of the history, architecture, archeology, engineering, or culture of an area.”<sup>3</sup> For each property type, the context statement will contain a statement that describes the significance of the property type as it relates to each historic context. It must contain (1) reference to the relevant historic contexts; (2) identification of relevant property types within the context and their characteristics; and (3) justification, using standards and tests provided in the registration requirements, that the property or district under consideration has the characteristics to qualify it as significant.

### Registration Requirements

Registration requirements define the attributes of significance and integrity used to identify properties and districts that meet National Register, California Register, or local criteria. They are based on an analysis of property type, its significant features, and characteristics and integrity of representative examples of the type.

The registration requirements established for each property type and subtype will be incorporated into the historic context statement. Surveyors will use these requirements to determine how well a specific resource illustrates the property type and how well it relates to the historic context. The registration requirements will describe the “aspects of integrity (location, design, setting, materials, workmanship, feeling, and association)” that a property or district must retain in order to meet the criteria, as well as “an explanation of how each aspect is defined for the specific property type.”<sup>4</sup> Substantial loss of character-defining features would render a property or district ineligible for further consideration as a historic resource. Registration requirements may identify master architects whose designs are considered significant in the understanding and execution of a style. They may also identify subtypes that are not as

effective in illustrating the property type. These requirements can be revised as the survey progresses and information becomes known about the relative quality and rarity of extant examples of a property type.

## Putting It All Together: The Los Angeles Citywide Historic Context Statement

For survey purposes, historical research is conducted and historic contexts and property types are identified and delineated in order to establish historic property registration requirements that facilitate consistent evaluation of historic properties and districts. The context statement will be developed based on historical and architectural research drawing on primary resources, historical studies and monographs, and prior context statements, surveys, and historic resource nominations.

Given the central role of the context statement, public review and commentary will help to increase awareness and appreciation of the survey, as well as of the survey research and the resources to be considered. Fostering an understanding of historic significance will increase public support for the preservation and reuse of historic buildings and districts. A well-written, well-developed context statement that is accessible to both professional and general audiences is more likely to achieve these ends.

Ensuring consistency in methods and standards is a primary objective of the survey, therefore survey teams must be equipped to provide consistent identification and evaluation of historic resources. A detailed and comprehensive historic context statement, complemented by a *Field Guide to Survey Evaluation* (a new survey tool for the practical application of the historic context statement, described in chapter 6), will convey contexts, property types, and registration requirements clearly and simply. Survey teams will likely use handheld computers, so database tools that simplify application of the context statement in the field should be developed.

The context statement and its components will be tested during pilot surveys and added to, amended, and refined as the survey progresses. Having official tested context statements and standard approaches to using

## PRELIMINARY SUMMARY OF A LOS ANGELES HISTORIC CONTEXT CHAPTER: RESIDENTIAL DEVELOPMENT: HOUSING AND NEIGHBORHOODS

The context statement for Residential Development: Housing and Neighborhoods could describe the development of residential land use and influences on location, growth patterns, and housing types that emerged within different chronological eras. Los Angeles's important residential subcontexts, such as neighborhood development and innovative housing, suburbanization, and modernism, could be defined, and property types related to these subcontexts could be identified and evaluated for their significance. The chronological narrative could provide a valuable overview, but the contexts and property types could be the most useful tools in surveying the city's resources.

The Residential Development context statement's chronological narrative could discuss prevalent housing types during the Spanish and Mexican eras. It could discuss the housing types that emerged in the 1870s with the advent of local sawmills and brickyards and greater American influences, and the railroad rate wars and boosterism of the mid-1880s that set in motion a population surge and real estate speculation, brought more affordable lumber, and spawned a residential building boom that introduced Victorian-era style residential buildings to Los Angeles. It also might show how, after 1900, these imported styles yielded to the locally inspired mission revival style, which recalled the city's Spanish colonial history, and to the craftsman style, which took advantage of the city's climate. The narrative could demonstrate how large-scale annexations from the 1890s through the 1920s created a vast city connected by a host of streetcar lines and led to the construction of subdivisions of affordable housing stock located within easy walking distance of public transit. It is likely to discuss how the popularity and affordability of the automobile in the 1920s created new housing distribution and street patterns and further decentralized the city, as well as how period revival and moderne styles fulfilled housing needs. It could extend through

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the periods of post–World War II modernism and the proliferation of subdivisions with tract housing and define the development of the California ranch style and suburban neighborhoods.

Important themes such as suburbanization and modernism, identified from the narrative, will provide some of the most important survey tools. The context statement could discuss the different property types that demonstrate the important themes. Within the residential context, the subcontexts and the associated property types are likely to identify distinctive land-use patterns, neighborhoods, building types, and architectural styles. The property types might be further defined to establish registration requirements, which are those characteristics and factors of integrity that allow a property or area to be evaluated as significant.

For example, within the residential/modernism context, the subcontexts might include the following styles:

#### **Moderne/Art Deco (ca. 1925–1940)**

As described in the proposed University Park HPOZ plan,

several impulses were merged in Art Deco architecture, most notably the urge to be modern without completely abandoning traditional forms or the integration of decorative elements into design. In its earlier phase, sometimes referred to locally as “zig zag moderne,” a pronounced verticality articulated by uninterrupted stepped piers and cornices, can be observed with endless variations on triangular and chevron motifs. In the thirties, the skyward reach of buildings was tempered by a horizontal thrust suggestive of the streamlined, aerodynamic forms of the ocean liner, the locomotive, and the airplane.<sup>5</sup>

#### **Subtype: Streamline Moderne**

According to David Gebhard and Robert Winter, “In the 1930s, the Art Deco was followed by the Streamline Moderne (at the time called Modernistic) and a number of other Modernes, the WPA and Regency being the most conspicuous. All evoked an idea of the future.”<sup>6</sup> The overall form was horizontal with gently curving

corners, creating a sense of motion that reflected the era’s fascination with speed and transportation. Roofs were flat, and walls generally were sheathed in cement stucco and stripped of traditional ornamentation. Instead, “raised bands of horizontal moldings, often doubled or tripled, canopies, and pipe railings appeared, along with rounded corners, porthole windows, and openings glazed with glass brick.”<sup>7</sup> Metal elements in aluminum, stainless steel, and chrome—including casement windows, railings, and decorative panels and trim—were popular. Residential architectural designs were inspired by such streamline masterpieces as Robert Derrah’s Coca-Cola Bottling Plant and Crossroads of the World, Wurdeman and Becket’s Pan Pacific Auditorium (later destroyed by fire), Stiles O. Clements’s Coulter’s Department Store (later demolished) and Jefferson High School, and A. C. Martin and Samuel A. Marx’s May Co. building (at Wilshire and Fairfax).



Thomas Jefferson High School, 1939. This notable example of monumental streamline architecture, designed by the architect Stiles O. Clements, was completed in 1936. Photo: Security Pacific Collection/Los Angeles Public Library.

The streamline moderne style is an example of a nationally significant contribution made by Los Angeles. While popular here, the Great Depression prevented it from developing extensively in most other major cities; it went out of vogue locally with the onset of World War II. Residential examples may appear anywhere in the city, usually as infill in subdivisions first developed in the 1920s and only rarely in groups. Important nonresidential groupings include the National Register-eligible Miracle Mile historic district on Wilshire Boulevard, and the old Pepperdine University campus on Vermont Avenue in South Los Angeles.

#### Streamline Moderne Residential Property Types

**Apartments:** Apartments were seldom more than two stories high, often sprawling with multiple levels, volumes, staircases, and walkways with pipe railings. The horizontality, light stucco color, and curved corners contrasted sharply with the brick four- and five-story apartment blocks built in the city in the 1920s. Sometimes the usual stucco surface was broken up with horizontal shiplap. Metal casement windows were the typical choice for fenestration, with glass-block surrounds and porthole or octagonal windows as accents. Important local architects of the style include Stiles O. Clements, Milton Black, Robert Derrah, and William Kesling.

**Bungalow Courts:** Although one-story bungalow courts were a fairly common Los Angeles housing type, streamline moderne bungalow courts were rather rare and employed streamline styling on an individual family-unit scale. The plan was usually six or more units arranged parallel along a linear courtyard. The units could be detached or connected but staggered.

**Single Family:** Single-family streamline moderne residences are quite rare, probably because economic conditions largely restricted their popularity to wealthy clients who could afford an architect and wanted to make a dramatic statement. The line between modernism and moderne was blurry and many important modernist architects incorporated moderne imagery into their work, as did Richard Neutra in his Josef von Sternberg House (later demolished).<sup>8</sup>



The Mauretania apartment building, ca. 1940 (top) and 2008. The Mauretania's high degree of architectural integrity is apparent. Photo (top): Security Pacific Collection/Los Angeles Public Library. Photo (bottom): Emile Askey.

These are the registration requirements for streamline moderne residential property types:

- To be eligible for the National Register, the property should be designed by an important architect, demonstrate exceptional quality of design and workmanship, and retain a very high degree of integrity.
- To be eligible for the California Register, it should be a good example of the style and retain most aspects of integrity.
- To be eligible as a city of Los Angeles HCM, it should be architect designed or feature a high degree of design quality and integrity.

- To be an HPOZ contributor, any alterations should be reversible, and its construction should fall within the period of significance of the district.

To maintain integrity of design, materials, and workmanship, the elements that are most durable and most representative of the property type are metal casement windows, glass block, metal banding, and smooth walls. If the stucco wall surface is not original, a smooth or only lightly textured surface could be considered to retain integrity. A rough lace stucco coating may be enough to determine that the building lacks integrity.

For example, the streamline moderne Mauretania apartment building is potentially eligible for the National Register, California Register, and city of Los Angeles HCM, and as an HPOZ contributor. It is a contributing element to the Hancock Park HPOZ. The structure retains a high degree of integrity. It was built in 1935 for the actor Jack Haley Sr. (who played the Tin Man in *The Wizard of Oz*) and his wife, who inhabited the penthouse for twenty years. In the summer of 1960, the Mauretania was John F. Kennedy's home for four days during the Democratic National Convention. The structure's architect, Milton Black, was one of Los Angeles's foremost designers of the streamline moderne style. His most notable extant streamline moderne works include the Cernitz House (1938), the Taylor House (1935), and a series of apartments and residences along the 100 block of Kings Road. As an excellent example of the streamline moderne style, as the work of a master architect, and because of its association with important historic persons, the Mauretania appears to meet several registration criteria.

them will increase consistency in survey activities and assessments, avoid duplication of effort, and reduce the time and cost associated with survey research not only for the OHR but for all agencies and others conducting survey and historic resource research in Los Angeles.

## Practices in Other Communities and States

Awareness of the importance of citywide historic context statements is a relatively new aspect of the preservation process. The most useful context statements provide a thorough review of an area's history and development patterns, define an architectural typology of associated context property types, and characterize the requirements for property significance. Many cities have approached historic resource surveys on a neighborhood-by-neighborhood basis with the goal of identifying and registering significant properties. Few compelling examples effectively use an entire city as the subject of a multiple property survey.

In the city of Pasadena, theme-based citywide historic context statements have been prepared to guide survey work. Among these, one focuses broadly on economic development, while another documents the ethnic history of the city and emphasizes the role and contributions of eight ethnic groups to the city's development.<sup>9</sup> The context statements incorporate contemporary methods and standards and have made the field survey tasks more informed, manageable, and cost effective.

Of the context statements reviewed, Suburbanization Historic Context and Survey Methodology, from the Maryland Department of Transportation, State Highway Administration, developed for a Section 106 review of the I-495/I-95 freeway corridor, provides an especially instructive framework for a Los Angeles context statement.<sup>10</sup> Using the theme of suburbanization, the I-495/I-95 survey context statement identifies a range of community development themes and property types: the broad development patterns of unplanned suburban neighborhoods, planned suburban neighborhoods, and planned suburban developments. The characteristics of each of these community types are

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## RESEARCH RESOURCES FOR PREPARING A LOS ANGELES HISTORIC CONTEXT STATEMENT

The historic context statement will be informed by the significant existing body of scholarship on Los Angeles's urban and architectural history. Both published and archival sources of information will be used in documenting property types and their respective historic contexts. Other potential sources are previous field surveys, theme studies, historic photographs and maps, oral histories, and public and private records. In addition, the GCI and the OHR have prepared a preliminary bibliography of historical studies and historic resource nomination forms for use in preparing the Los Angeles citywide historic context statement, drawing heavily on "A Historical Bibliography of the Built Environment in the Los Angeles Metropolitan Area."<sup>11</sup>

Between 1988 and 1996, the Department of City Planning's Community Plan Revision Program conducted historic resource surveys on a selective basis. These involved the preparation of context statements for nine of the city's eleven subregional planning areas.<sup>12</sup> Although they were not prepared in accordance with the recommended MPS standards, they form a foundation for further research for the citywide context statement.

Context statements developed to establish statewide significance as part of multiple property and National Register theme studies may be useful in preparing the Los Angeles historic context statement. These include contexts for resources such as "California Carnegie Libraries," "U.S. Post Offices in California 1900-1941," and the "Los Angeles Branch Library System."<sup>13</sup>

Both national multiple property listings and national theme studies prepared by the NPS and the National Register provide a comparative analysis of properties associated with important themes or periods of American history, which will prove useful in developing the Los Angeles context statement. For example, "Historic Residential Suburbs in the United States, 1830-1960, MPS" may offer valuable guidance for the development of the context for suburbanization in Los Angeles. Several National Historic Landmark theme

studies, including "American Aviation Heritage," "Japanese Americans in World War II," "Labor History," and "World War II Home Front," may also prove useful in developing the Los Angeles context.<sup>14</sup>

Nomination forms for previously listed properties and districts provide essential references in preparing the registration requirements. Review of National Register ([www.nr.nps.gov/nrloc1.htm](http://www.nr.nps.gov/nrloc1.htm)), California Register, HCM, and HPOZ nominations will yield important information for defining registration requirements and evaluating significant properties in the citywide survey.



delineated, and the associated properties found within each community type are identified and defined, as are integrity considerations and registration requirements. The historic context statement documents the distinctive character of the area and the diverse types of historical suburban property development. It also organizes the survey plan and evaluation approach accordingly.

Undertaking a citywide survey without a historic context statement reduces the depth and value of the survey. Chicago sponsored such a survey, and evaluations were based primarily on architectural assessments. Subsequent work was undertaken to prepare area-specific context statements on a neighborhood-by-neighborhood basis. The Chicago experience shows that without historic contexts, there is limited basis for identifying aspects other than the architectural significance of properties and areas.

## Summary

A citywide historic context statement will provide the necessary framework for the LAHRS. It will present key themes, chronological periods, and geographic considerations, and will reference the persons, events, property types, and areas that make up the history and urban fabric of the city. In conjunction with agreed-upon criteria,

A house in the proposed Balboa Highlands HPOZ. The distinctive modern character of Balboa Highlands, an early 1960s residential neighborhood developed by Joseph Eichler and designed by A. Quincy Jones and Frederick Emmons, has prompted property owners to seek HPOZ designation. Use of previous research on post-World War II suburban development and architectural types will help streamline survey fieldwork. Photo: Emile Askey.



a well-developed context statement will be used to organize the survey and to provide a comparative basis for evaluation of individual properties. The use of historic context statements contributes to rational, consistent, and objective assessments and decisions. Use of the professional methods provided by the National Register and the California OHP will guarantee that the citywide historic context statement conforms to professional standards and statutory requirements. Formal adoption of a context statement will ensure its use by a range of public agencies and private users involved in historic preservation, planning, and development.

## Notes

1. *Historic Resources Group and Los Angeles Conservancy, "South Los Angeles Historic Context Statement,"* 13–14.
2. *National Register of Historic Places, Guidelines for Completing National Register of Historic Places Forms. Part B, 6, 14; National Register of Historic Places, Guidelines for Completing National Register of Historic Places Forms. Part A.*
3. *National Register of Historic Places, How to Apply the National Register Criteria for Evaluation,* 7.
4. *National Register of Historic Places, Guidelines for Completing National Register of Historic Places Forms. Part B, 16.*
5. *Los Angeles Department of City Planning, Proposed University Park HPOZ,* 44.
6. *Gebhard and Winter, An Architectural Guidebook to Los Angeles,* 22.
7. *Los Angeles Department of City Planning, Proposed University Park HPOZ,* 44.
8. *McMillian, Deco and Streamline Architecture in L.A.*

9. *City of Pasadena, Ethnic History Research Project; O'Connor and Urban Conservation Section, Architectural/Historical Development of the City of Pasadena.*
10. *State of Maryland Department of Transportation, State Highway Administration, Suburbanization Historic Context and Survey Methodology. This historic context statement was prepared as part of the Maryland State Highway Administration's I-495/I-95 Capital Beltway Corridor Transportation Study.*
11. Longstreth, "A Historical Bibliography of the Built Environment."
12. *The Los Angeles Conservancy and Historic Resources Group prepared the nine context statements. The Los Angeles Department of City Planning, the Community Redevelopment Agency, and the Getty Grant Program provided support for the project.*
13. *Context statements from the National Register multiple property nominations within the state of California may be viewed at [ohp.parks.ca.gov/?page\\_id=24544](http://ohp.parks.ca.gov/?page_id=24544) or at [www.nr.nps.gov/nrcover.htm](http://www.nr.nps.gov/nrcover.htm) (accessed July 14, 2008).*
14. *Information concerning National Historic Landmark theme studies may be viewed at [www.nps.gov/nhl/INDEX.htm](http://www.nps.gov/nhl/INDEX.htm) (accessed December 7, 2007).*

## CHAPTER 3 **Historic Resource Criteria, Evaluation Methods, and Classification Standards**

*A Historic-Cultural Monument (Monument) is any site (including significant trees or other plant life located on the site), building or structure of particular historic or cultural significance to the City of Los Angeles, including historic structures or sites in which the broad cultural, economic or social history of the nation, State or community is reflected or exemplified; or which is identified with historic personages or with important events in the main currents of national, State or local history; or which embodies the distinguishing characteristics of an architectural type specimen, inherently valuable for a study of a period, style or method of construction; or a notable work of a master builder, designer, or architect whose individual genius influenced his or her age.*

— From the Los Angeles Cultural Heritage Ordinance

The above excerpt, from the Los Angeles Cultural Heritage Ordinance, part of the Los Angeles Administrative Code (sec. 22.171.7), sets forth the criteria used in Los Angeles to assess the potential significance of individual buildings as local historic resources. In the citywide survey, historic resource criteria—the general standards by which a property’s historic signifi-

cance is assessed—will be used in conjunction with the historic context statement. As described in chapter 2, the historic context statement provides the geographic, chronological, and thematic framework for applying National Register, California Register, and local criteria to properties and areas. In general, all federal, state, and local criteria test whether the resource is (1) associated with important events, (2) associated with important persons, (3) has distinctive architectural or physical characteristics, or (4) has information potential in terms of history or prehistory.

Historic resource criteria are used to identify disparate historic resources and may determine that these resources are significant within different but related historic contexts. For example, the Adams–Normandie Historic Preservation Overlay Zone (HPOZ) is a district—designated under a local ordinance—that is significant for its concentration of turn-of-the-twentieth-century shingle- and craftsman-style residential architecture. The Gregory Ain Mar Vista Tract HPOZ is another historic residential district designated under the same ordinance and criteria, but its context is quite different. The Mar Vista HPOZ is a nearly uniform neighborhood of tract homes built in 1948 that were designed by a significant architect, Gregory Ain, in the late modern style.



Homes in two Los Angeles HPOZs: Adams–Normandie (left) and the Gregory Ain Mar Vista Tract (above). Both this 1910 transitional Tudor craftsman (Furlong House, HCM #678) in the Adams–Normandie HPOZ, and this 1948 modern residence in the Gregory Ain Mar Vista Tract HPOZ, are contributing properties in one of the city’s HPOZs and were recognized as such under the same ordinance. A well-defined set of historic resource criteria can be used to identify strikingly different resources, as evidenced by the city’s HPOZs, which feature a range of architectural periods and styles. Photos: John C. Lewis.

The Los Angeles Historic Resource Survey (LAHRS) will identify important historic resources throughout the city using established and respected criteria, evaluation methods, and classification standards. The historic resources should include properties, sites, and districts as diverse as the city itself. The criteria used in the survey will also provide an objective means of evaluating properties based on research, documentation, and statements of value. Facts (including dates of construction and names of architects), interpretations of meaning, and values (social, scientific, cultural, spiritual, educational, etc.) will be balanced to reflect the history of Los Angeles, the state, and the nation. Documentation will address issues of integrity and authenticity of the site, alterations, and condition, while recognizing that these factors in and of themselves do not determine cultural value but are among the measures of a historic resource's significance. The evaluation of properties will take into account the fact that history is multifaceted and cannot be reduced to a single narrative. The survey should also carefully consider the concept of significance itself, mindful that different properties have significance for different audiences within a highly diverse population. The historic context will establish the means of assessing significance.

A property, district, site, area, object, or landscape must undergo a process of evaluation to assess significance. First, it must be a property type associated with an important historic context. Next, it must retain qualities and integrity identified with the registration requirements for that property type, as expressed in the historic context statement. Finally, it must meet at least one of the federal, state, or local criteria.

If the resource is associated with an important historic context and meets the criteria, it may be classified at the federal, state, or local level of significance based on the significance thresholds established in the context. Classification of properties as historic resources will not result directly in their designation or registration. Designation entails a separate nomination process that involves the property owner and the appropriate government agency and will not be carried out as part of the survey itself. Field surveyors will, however, confirm and record properties and districts that have

previously been listed or determined eligible for listing in the National Register or the California Register, as well as those that have been designated as Los Angeles Historic-Cultural Monuments (HCMs) and HPOZs. They will verify that these properties are extant and address issues of integrity. Just as the survey will identify properties and areas that have historic and architecturally significant qualities and meet criteria but have not been previously evaluated, it will also identify properties and areas that do not merit further consideration for historical significance.

Clear classification and coding of surveyed properties using the California Historical Resource Status Codes (see appendix B), the official system used by government agencies in California to understand a property's significance and its eligibility for reviews and incentives, will provide a fair and consistent system to guide the actions of agencies and property owners.

## Survey Criteria

An overview of federal, state, and local criteria and their associated status codes follows. For resources that are associated with an important historic context and that meet at least one of the criteria, the survey may provide documentation, an evaluation of significance, and classification. Staff of the Los Angeles Office of Historic Resources (OHR) and the California Office of Historic Preservation (OHP) will review evaluations and classifications.

## Federal Criteria

The LAHRS will confirm and record resources listed in the National Register of Historic Places or determined to be eligible for listing. Properties listed in the National Register must meet at least one of the federal criteria for designation. Bullock's Wilshire, the city's first department store outside of the downtown area, and the Hollywood Boulevard Commercial and Entertainment District, a twelve-block-long business, commercial, and entertainment zone, are two examples of Los Angeles resources that meet one of these criteria.

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**LOCAL, STATE, AND FEDERAL HISTORIC  
RESOURCE CRITERIA**

National Register <sup>1</sup>	California Register <sup>2</sup>	L.A. Historic-Cultural Monument <sup>3</sup>	L.A. Historic Preservation Overlay Zone <sup>4</sup>
<p>The quality of significance in American history, architecture, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association and:</p>	<p>An historical resource must be significant at the local, state, or national level, under one or more of the following four criteria:</p>	<p>An historical or cultural monument is any site (including significant trees or other plant life located thereon), building, or structure of particular historic or cultural significance to the City of Los Angeles, such as historic structures or sites:</p>	<p>To be contributing, structures, landscaping, natural features, or sites within the involved area or the area as a whole shall meet one or more of the following criteria:</p>
<p>A. that are associated with events that have made a significant contribution to the broad patterns of our history; or</p>	<p>1. It is associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States; or</p>	<p>in which the broad cultural, economic, or social history of the nation, State, or community is reflected or exemplified, or</p>	<p>a. adds to the historic architectural qualities or historic associations for which a property is significant because it was present during the period of significance, and possesses historic integrity reflecting its character at that time; or</p>
<p>B. that are associated with the lives of persons significant in our past; or</p>	<p>2. It is associated with the lives of persons important to local, California, or national history; or</p>	<p>which are identified with historic personages or with important events in the main currents of national, State, or local history or</p>	<p>b. owing to its unique location or singular physical characteristics, represents an established feature of the neighborhood, community, or city; or</p>
<p>C. that embody the distinctive characteristics of a type, period, or method of construction, or represent the work of a master, or possess high artistic values, or represent a significant and distinguishable entity whose components may lack individual distinction; or</p>	<p>3. It embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of a master, or possesses high artistic values; or</p>	<p>which embody the distinguishing characteristics of an architectural-type specimen, inherently valuable for a study of a period style or method of construction, or a notable work of a master builder, designer, or architect whose individual genius influenced his age.</p>	<p>c. retaining the structure would help preserve and protect a historic place or area of historic interest in the city.</p>
<p>D. that have yielded, or may be likely to yield, information important in history or prehistory.</p>	<p>4. It has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California, or the nation.</p>		

1. Code of Federal Regulations, *title 36, pt. 60.4*.  
 2. California Code of Regulations, *title 14, div. 3, chap. 11.5, sec. 4852*.  
 3. Los Angeles Administrative Code, *chap. 9, art. 1, sec. 22.171.7*.  
*Added by ord. no. 178,402 (April 2, 2007)*.  
 4. Los Angeles Municipal Code, *chap. 1, sec. 12.20.3*. *Amended by ord. no. 175,891 (May 12, 2004)*.

Properties determined eligible for listing in the National Register of Historic Places meet the same criteria as National Register listed properties. Classification as resources determined eligible for listing is typically the result of an environmental review process carried out as part of Section 106 of the National Historic Preservation Act, to start an application for the Federal Rehabilitation Tax Credit, or because the owner formally objected to a property's designation. Examples of Los Angeles resources determined eligible for the National Register include the Miracle Mile historic district.

The LAHRS will apply the National Register criteria to identify additional properties that meet at least one of these criteria and adhere to the registration requirement of an important context. As mentioned above, the actual National Register listing or determination of eligibility for listing is a separate process that will not be carried out as part of the survey. Existing National Register listed properties will provide valuable examples for the LAHRS in terms of establishing historic contexts and property-type descriptions, as well as clarifying registration requirements for federal classification.



The former Bullock's Wilshire Department Store (HCM #56). Los Angeles properties listed on the National Register include such masterworks as this building, designed by John and Donald Parkinson and opened in 1929. Following the department store's closure, the building was sensitively adapted for use as a library and classrooms by the Southwestern University School of Law. Photo: Emile Askey.

## State Criteria

As with National Register properties, the citywide survey will confirm and record all Los Angeles properties and districts listed in or determined eligible for listing in the California Register. Typically, such an eligibility determination is made as part of an environmental review process carried out under the California Environmental Quality Act (CEQA) (see chapter 5). Examples of such properties include Union Station in downtown Los Angeles, and Glendon Manor Apartments in Westwood. Properties listed in the California Register of Historical Resources will also provide useful references for historic contexts and property-type descriptions, as well as establish registration requirements for state classification.

The LAHRS will apply the California Register of Historical Resources criteria and determine whether a property meets the registration requirements of an important historic context and at least one of the four California Register of Historical Resources criteria. The survey will identify these, apply other federal, state, and local criteria, and enter them into the city planning department historic resource database.

## City of Los Angeles Criteria

The criteria for the city of Los Angeles are established in the Cultural Heritage and HPOZ ordinances. The LAHRS will confirm and record all existing HCMs as well as the boundaries of and contributing properties within the city's HPOZs. As of April 2007, there are nearly 870 designated HCMs and twenty-two HPOZs.

The survey will identify properties that appear to meet HCM criteria and determine whether an area, district, or group of resources might meet HPOZ criteria. Contexts will be used to evaluate resources, and ordinance criteria will be applied in concert with property-type descriptions and registration requirements for local classification.

## Differences between Federal, State, and Local Criteria

Differences between federal, state, and local criteria are relatively modest, though they have important and distinct implications for project review and preservation planning. These differences generally fall within three areas: eligibility requirements, such as the types of resources considered eligible for consideration under the statutes; integrity requirements; and special criteria considerations. The distinctions are summarized below.

### Eligibility Requirements

There are three distinct differences in the requirements and precedents for the National Register of Historic Places, the California Register of Historical Resources, and the Los Angeles statutes: age, inclusion of natural features, and consideration of archaeological resources.

#### Age

To allow sufficient time to gain historical perspective, both the National Register and the California Register use a minimum-age guideline of fifty years before a resource is considered eligible, though both also allow for the evaluation of resources that have achieved significance in the past fifty years if they are of exceptional importance.<sup>1</sup> Los Angeles's local ordinances do not include an age requirement, which has resulted in the designation of some recent resources as HCMs, including Claes Oldenburg and Coosje van Bruggen's giant binoculars in Venice. The general practice with respect to HPOZs has been to allow thirty years between date of completion (or period of significance) and evaluation. In recognition of local practice and the city's abundance of relatively recent cultural resources, the LAHRS might consider properties more than thirty years of age.

#### Natural Features

Unlike federal and California laws, both Los Angeles ordinances allow for the consideration of natural features. The Cultural Heritage Ordinance broadly defines natural features as significant trees and plant life, while

the HPOZ Ordinance expands on that definition to include geographic or geologic features as well. The HPOZ Ordinance also allows for consideration of landscaping. The Los Angeles survey should adopt the broad local definitions of natural features and landscapes as eligible property types for survey purposes.

### Archaeological Resources

The National Register and the California Register explicitly mention archaeological resources as eligible, whereas the Los Angeles ordinances do not. Most archaeological resources are evaluated under National Register Criterion D and California Register Criterion 4 as "resources that have yielded or are likely to yield information related to history or prehistory."<sup>2</sup> Given the distinct survey and recognition procedures used for archaeological resources, these will not be evaluated in the LAHRS but may be considered through a separate survey process.



These giant binoculars (HCM #656), designed by Claes Oldenburg and Coosje van Bruggen for Frank Gehry's Chiat/Day Building in Venice, were constructed in 1991 and designated as a Los Angeles HCM in 1998. Los Angeles's local ordinances do not impose a minimum age for consideration as a historic resource. Photo: Emile Askey.

*(continued on page 38)*

**EXCERPTS FROM NATIONAL REGISTER BULLETIN 15: HOW TO APPLY THE NATIONAL REGISTER CRITERIA FOR EVALUATION (SEC. VI, PP. 11-24)**

The National Register provides guidance for the application of its Criteria for Evaluation in National Register Bulletin 15: *How to Apply the National Register Criteria for Evaluation*.<sup>3</sup> Although the criteria for listing in the California Register and for designating a city of Los Angeles HCM are similar, state and local criteria are not accompanied by such guidance. The Los Angeles survey can use the National Register guidelines to develop guidance for applying state and local criteria.

The use of historic contexts provides a mechanism for translating the broad National Register criteria into locally meaningful terms. For example, the National Register criteria allow any property associated with the life of a significant person to be regarded as eligible for listing, but it is the historic contexts that define who such people are in a particular area.

The following summarizes the guidance provided in National Register Bulletin 15 (revised 1997) for the application of the four Criteria for Evaluation. Properties and areas can be evaluated as significant using one or more of the criteria. The Los Angeles survey will classify historic resources using the applicable National Register criteria and California Historical Resource Status Codes.

“The National Register criteria recognize different types of values embodied in districts, sites, buildings, structures, and objects. These values fall into the following categories:

- **Associative value (Criteria A and B):** Properties significant for their association or linkage to events (Criterion A) or persons (Criterion B) important in the past.
- **Design or Construction value (Criterion C):** Properties significant as representatives of the manmade expression of culture or technology.
- **Information value (Criterion D):** Properties significant for their ability to yield important information about prehistory or history.” (p. 11)

**Criterion A: Event**

“To be considered for listing under Criterion A, a property must be associated with one or more events important in the defined historic context. Criterion A recognizes properties associated with single events, such as the founding of a town, or with a pattern of events, repeated activities, or historic trends, such as

The former Santa Fe Freight Depot (HCM #795). Built in 1906, the depot is listed on the National Register. The building, which was later adapted for use as the Southern California Institute of Architecture (SCI-Arc) campus, is also a Los Angeles HCM. It is significant under Criterion A for its association with the railway and the development of railroad operations in Los Angeles, and under Criterion C as one of the noted architect Harrison Albright’s last extant designs, for its construction quality by Carl Leonardt, and as one of the last remaining railroad freight sheds. Photo: Emile Askey.





the gradual rise of a port city’s prominence in trade and commerce. The event or trends, however, must clearly be important within the associated context: settlement, in the case of the town, or development of a maritime economy, in the case of the port city. Moreover, the property must have an important association with the event or historic trends (or both), and it must retain historic integrity.” (p. 12)

#### Criterion B: Person

“Criterion B applies to properties associated with individuals whose specific contributions to history can be identified and documented. [The term] persons ‘significant in our past’ refers to individuals whose activities are demonstrably important within a local, state, or national historic context. The criterion is generally restricted to those properties that illustrate (rather than commemorate) a person’s important achievements.” (p. 14)

#### Criterion C: Design/Construction

“This criterion applies to properties significant for their physical design or construction, including such elements as architecture, landscape architecture, engineering, and



The former residence of Nat “King” Cole, in the Hancock Park area, which served as the entertainer’s home from 1948 until his death in 1967. Under Criterion B, the structure’s significance could relate to Cole’s residence during the period of his greatest influence and fame as a recording star. Also, the Cole family met with and struggled to overcome racial opposition to their purchase of a home in this neighborhood. Photo: Emile Askey.

artwork. To be eligible under Criterion C, a property must meet at least one of the following requirements:

- Embody distinctive characteristics of a type, period, or method of construction
- Represent the work of a master
- Possess high artistic value
- Represent a significant and distinguishable entity the components of which may lack individual distinction [a.k.a. a historic district]” (p. 17)

#### Criterion D: Information Potential

“Certain important research questions about human history can only be answered by the actual physical material of cultural resources. Criterion D encompasses the properties that have the potential to answer, in whole or in part, those types of research questions. The most common type of property nominated under this Criterion is the archeological site (or a district comprised of archeological sites). Buildings, objects, and structures (or districts comprised of these property types), however, can also be eligible for their information potential.” (p. 21)



Angelus Temple in Echo Park, listed as a National Historic Landmark, the highest level of significance afforded historic resources. Completed in 1923, the temple was the base of operations for Aimee Semple McPherson, a pioneer in radio evangelism and a model for modern evangelists. The building meets Criteria A, B, and C. Photo: Emile Askey.

## Integrity Requirements

A property's level of integrity—the degree to which it retains its physical and historical character-defining features and is able to communicate its significance—is a key factor in determining whether it may be classified as a historic resource. While the local Los Angeles ordinances refer to integrity in general terms and do not define specific requirements, the National Register and the California Register define seven physical aspects of integrity against which a property or district must be evaluated: location, design, setting, materials, workmanship, feeling, and association. To maintain integrity, a property must possess at least several of these aspects, enough so that the essential physical features that enable it to convey its historic significance remain intact. Determining which aspects are important to integrity requires knowledge of why, when, and where the property is significant.<sup>4</sup> Drawing on the National Register guidelines, the Los Angeles survey should detail the means of assessing integrity in the registration requirements for each property type.

## Criteria Considerations

In general, religious properties, moved properties, birthplaces and graves, cemeteries, reconstructed properties, commemorative properties, and properties that have achieved significance within the past fifty years are ineligible for listing in the National Register; the Los Angeles Cultural Heritage and HPOZ ordinances do not restrict listing of any of these types of properties. National Register guidelines include criteria considerations, which describe the factors that may allow consideration of a property or district that falls into one of these categories despite being otherwise ineligible. For example, a religious property may be eligible if it derives its primary historical significance from architectural or artistic distinction or historical importance.<sup>5</sup> The LAHRS guidelines should define criteria considerations for use in identifying and assessing resources in order to facilitate evaluation of properties at the federal, state, and local levels.

## Applying Historic Resource Criteria: The California Historical Resource Status Codes

Because many historic resources and preservation situations in some way involve all three levels of consideration—local, state, and national—government officials and the public should have complete, accessible, and accurate information concerning the status of properties relative to the National Register, the California Register, and local programs. This can be facilitated through use of the California Historical Resource Status Codes (see appendix B).

The status codes are a database tool developed by the California OHP and used to classify historic resources identified as part of a local government survey or through a regulatory process for listing in the state's Historic Resources Inventory (HRI)—the listing of resources identified and evaluated through one of the programs administered by the OHP under the National Historic Preservation Act or the California Public Resources Code.<sup>6</sup> The codes provide a common way of identifying, evaluating, and understanding historic resources. Government agencies can also use them to flag designated or previously reviewed properties.

Adoption of these codes as part of the Los Angeles survey methodology will yield long-term benefits in planning and permit reviews; in making incentives such as the Mills Act Historical Property Contract Program or Federal Rehabilitation Tax Credits available to eligible properties; and for purposes of environmental review. The citywide survey may apply only a limited set of California Historical Resource Status Codes (see the highlighted codes in appendix B). The Los Angeles OHR will need to confirm the use of the codes with the OHP prior to the survey. Properties previously designated or formally evaluated will be recorded and their existence and data confirmed during the survey.

Completed survey results will be submitted to the OHP for incorporation into the California HRI; however, the HRI is not well suited to serve as the primary repository of information about the city's historic resources because it does not contain comprehensive information. The HRI records only one code per

resource for each evaluation event, such as a local survey or a Section 106 review. In cases where multiple codes are assigned to a resource during a single evaluation such as the LAHRS, only the one with the lowest initial number will be listed in the HRI. For example, a property that is a Los Angeles HCM (coded 5S1) *and* appears eligible for listing in the National Register (coded 3S) would be recorded as 3S. Given this situation, reliance on the HRI alone could lead to a serious oversight or error. In contrast, the Zoning Information and Map Access System (ZIMAS), based on the Los Angeles Department of City Planning's Geographic Information System (GIS), can easily record all applicable codes, making it a more reliable source for comprehensive historic resource information (see chapter 6 for a discussion of ZIMAS).

## Official Adoption of Survey Results

One of the goals of the comprehensive survey is to establish a clear, smooth connection to the city's preservation, planning, and economic development processes. Los Angeles will need to develop a process to review survey results to ensure consistency. Certification and adoption of the completed survey by the Cultural Heritage Commission will confer an understanding that the survey and the evaluation process have been completed. Following certification, data on the city's historic resources can be incorporated into ZIMAS and the California HRI. Survey data will be valuable to the wide range of users looking for information about properties. Over time, the inventory will serve as a highly useful information resource that can help realize significant cost savings for government agencies and for property owners involved in planning, property investment, and resource surveying.

## Practices in Other Cities

Research for the LAHRS included a review of survey criteria practices in other communities. Of particular interest were the criteria employed, the guidelines and standards used to interpret and apply the criteria, and the ways in which rankings, classifications, and coding

are integrated into historic preservation, community planning, and development decision making.

A review of alternative evaluation and ranking systems identified a wide range of methods used in surveys conducted since 1970. Many of these locally developed systems simply attempted to rank resources on a superior-to-inferior scale; others provided detailed, extensive criteria to define and cover a specific range of resources and conditions. Some systems evidenced inherent weaknesses, most notably insufficient breadth and interpretations that were not framed appropriately within historical research and context. Often the only enduring value of these surveys is the photographic documentation and occasional written property descriptions.

Research confirmed the importance of a comprehensive survey that encompasses local, state, and federal programs and uses the professional qualifications, tested criteria, standards, and classifications provided by the National Register and instructions provided by the California OHP. Unifying the survey process to incorporate local, state, and national programs brings a better understanding of the goals, incentives, and benefits of historic preservation to the mainstream community and makes historic preservation an ally of municipal conservation and development goals. Cities as diverse as San Francisco, Riverside, Ontario, Sacramento, and Denver exemplify this trend. The use of National Register and state criteria and standards to survey, document, and evaluate property has given professionalism and credibility to local preservation programs.

As an administrative matter, the review of survey findings can be challenging even for experienced staff. Los Angeles should consider forming a survey review committee to review and approve survey findings. Many communities have created survey review committees of qualified, experienced individuals familiar with local, state, and federal criteria and classifications. In Riverside, a committee of professionals and local residents assesses survey findings prior to submission to decision-making bodies. In San Francisco, an evaluator reviews survey findings before survey recommendations are made to the commission. This advisory step appears to provide important input and to expedite the review

process, assuring city staff and elected officials that the survey has been carefully and professionally reviewed.

## Summary

Survey criteria will help answer the fundamental question of the survey: Is the property or district a significant historic resource? The systematic application of historic contexts and evaluation criteria to the highly diverse resources of Los Angeles will yield consistent information. The use of tested and recognized criteria that encompass local, state, and federal preservation statutes will result in evaluations that are understood and employed by a variety of government officials, survey practitioners, property owners, and residents. Such clear criteria, processes, and procedures for evaluating historic resources will efficiently produce reliable data for use in property investment planning and in making defensible local land-use planning decisions. Codified, accepted criteria will facilitate the research, documentation, and recording process and will enable consistency of future data.

## Notes

1. *For more on resources of the last fifty years, see Sherfy and Luce, Guidelines for Evaluating and Nominating Properties.*
2. *National Register of Historic Places, How to Apply the National Register Criteria for Evaluation, 2.*
3. *National Register of Historic Places, How to Apply the National Register Criteria for Evaluation.*
4. *National Register of Historic Places, How to Apply the National Register Criteria for Evaluation, 44–47.*
5. *For a detailed discussion of criteria considerations, see Sherfy and Luce, Guidelines for Evaluating and Nominating Properties, 25–43.*
6. *California Office of Historic Preservation, User's Guide to the California Historical Resource Status Codes and Historic Resources Inventory Directory.*

## CHAPTER 4 **Communication and Community Engagement: Explaining the Survey and Engaging the Public**

*The City of Los Angeles has designated over 20 Historic Preservation Overlay Zones, and most are in lower- or middle-income neighborhoods of high ethnic density. Residents in the HPOZs have observed that if they can manage their community planning, then safety, security, education, and economic solutions begin to follow. Preservation becomes integral to planning and community development. Interest in preservation advances preservation work beyond the views of small groups to the mainstream cultures and ethnic neighborhoods.*

— Kathryn Welch Howe, from a presentation at the American Planning Association Conference, 2005

One of the greatest potential benefits of the Los Angeles Historic Resource Survey (LAHRS) is that it will provide valuable information to guide residents and project planners in making decisions and investments. Engaging the community in the survey from the outset will assure that residents and planners understand one another. Making people aware of the city's heritage and historic resources, encouraging them to contribute information and opinions regarding the historic value of their properties and neighborhoods, and fostering a willingness to make changes as a result of their ideas will be vital components of the survey effort.

Allocation of staff, funds, and tools for communications and public outreach must be made from the outset. Outreach activities should be supportive of the administrative and technical survey work of the Office of Historic Resources (OHR) and the survey teams. A time line of these activities is central to the design of a communications program (see appendix C).

Los Angeles's built environment reflects an intricate and dense overlay of history and peoples, with varying and often conflicting motivations and desires. Given the immensity of the city and its highly diverse population, communications need to be strategic, multifaceted, and multilingual. Care must be taken to ensure that views reflective of the city's multicultural heritage are heard and incorporated into every aspect of the survey, especially in the historic context statement and survey evaluations.

### **Existing Communication and Public Outreach Resources**

Survey staff can draw on the successful experiences of many city departments in designing effective outreach programs. Participation of the mayor's office, city council members and their staffs, neighborhood councils, and other city agencies, as well as community and civic organizations, preservation groups, historical societies, colleges and universities, and professional associations, should start early and will contribute to the perception of the survey as a mainstream activity.

### **Elected Officials**

Mayor Antonio Villaraigosa, former mayor James Hahn, city council members, and their staffs have demonstrated continuous support for the citywide survey. Given their frequent and direct interaction with constituents, they can identify individuals and civic groups likely to be interested in assisting with the survey project in their respective districts. Council staff may participate in district meetings to support the survey and to gain an understanding of significant historic resources.

### **Department of City Planning and the Office of Historic Resources**

The OHR was established within the Department of City Planning in 2005. It can serve as the central source of coordinated information for the survey, integrating community relations work strategically so that the public is well informed and easily able to access and participate in the survey process. Mailings, Web sites, and publications will be useful in encouraging public participation and directing users to historic resource information. Public meetings, workshops, and hearings can be carefully coordinated at key points in the survey work to ensure direct contact and dialogue with the communities being surveyed.

Community involvement has long been integral to the Department of City Planning's activities. Department staff routinely place advertisements and notices in local newspapers, convene meetings, and hold



A house in the proposed Stonehurst HPOZ. Local residents and the Little Landers Historical Society have provided crucial support to the proposed Stonehurst HPOZ, a Sun Valley neighborhood of modest buildings constructed of local river stone. Its HPOZ application is currently under consideration. The HPOZ designation process, which relies heavily on community involvement, may serve as a model approach to informing the public and involving the community in survey work. Photo: Emile Askey.

workshops and hearings to ensure that citizens have knowledge of and the opportunity to comment on procedures and proposals. Particularly instructive are the community participation procedures developed by the department for use in the HPOZ survey and nomination process and in the development and revision of plans for each of the city's thirty-five Community Planning Areas. These involve public communications and a range of public meetings, workshops, and hearings within the project area to obtain comments at key steps in the planning process. The events actively involving the community typically occur at the initiation of the planning program and when draft study and planning report findings are available. City Planning Commission meetings at which official actions may be taken are open to the public. This procedural framework provides a useful reference for the citywide historic resource survey.

The Department of City Planning also utilizes a Web site to provide a range of information regarding its many processes, including the municipal preservation program. This includes information on city preservation ordinances, the Cultural Heritage Commission, key programs, services, and forms, as well as lists of municipally designated historic properties and districts.

The planning department is currently reviewing its Web presence to consider how its overall information is organized, as well as its navigational clarity and communicative efficacy.

An enhanced OHR Web site would be a valuable means of exchanging information on the survey and the city's historic resources with the public (see chapter 6). Information about the progress of the survey, the order in which areas will be surveyed, meeting schedules, answers to frequently asked questions, and key survey components such as the historic context statement and survey findings should be made available through the Web site. Ensuring that the Web site is easy to navigate and engages users with lively graphics, illustrations, and explanations will yield valuable benefits in informing and educating the public.

Presentation of survey and historic resource information in creative ways is essential in engaging the public. As an example, drawing on the historic context statement, OHR staff can draft lively descriptions of historic buildings and neighborhoods, or vignettes related to key people and events. Once posted to the OHR Web site, such stories may stimulate the public's interest in the city's heritage and its historic resources.

The OHR should consider incorporating a participative or interactive capability into its historic resources Web site. For instance, it could provide the public with a forum to review and comment on the context statement or to contribute information about properties and areas in the city, as does the Place Matters “Census of Places that Matter” in New York ([www.placematters.net/flash/census](http://www.placematters.net/flash/census)). This public input could prove extremely valuable in capturing information about important persons or events related to specific properties that might not otherwise be found during meetings and the literature research phase of the survey.

### **Commission and Committee Briefings**

The OHR will need to develop effective ways of interacting with official bodies and neighborhood leaders in order to obtain their input and complete the survey.

#### **Cultural Heritage Commission**

The Los Angeles Cultural Heritage Commission is responsible for verifying surveys under the Cultural Heritage Ordinance. The commission’s twice-monthly meetings are open to the public. Agendas are posted at city hall and on the department Web site, and comments are invited. Cultural Heritage Commission meetings would be an appropriate place for review and comment on the citywide historic context statement, on the report of survey findings, and on historic resource information enhancements to the Zoning Information and Map Access System (ZIMAS) and the Web site. Public hearings and official adoption of the citywide survey can occur at commission meetings as elements of the survey are completed.

#### **City Planning Commission**

As the official body reviewing and approving HPOZ surveys, the City Planning Commission should be briefed regularly on the citywide survey. The commission would be interested in the background, purpose, and direction of the survey, because its findings may identify historic resources to be considered in community planning and zoning and may also suggest possible future HPOZ nominations.

### **Area Planning Commissions**

The Department of City Planning’s seven Area Planning Commissions are locally based bodies that review the administration of municipal land-use regulations. The boundaries of the Area Planning Commissions may prove appropriate for use in determining geographic divisions for the survey. These boundaries correspond to groupings of the thirty-five Community Planning Areas and of the Neighborhood Councils. The OHR might identify appropriate forums to introduce the survey and to report on survey findings in such areas.

### **Neighborhood Councils**

Neighborhood Councils have the potential to play an important role in the survey as an avenue for communication with community residents. Under the Los Angeles City Charter, established in 2000, the councils were created to promote public participation in local governance and ensure that city government is responsive to neighborhood needs. The Neighborhood Council Congress, the Neighborhood Empowerment Academy, and such subregional councils as the Valley Alliance Neighborhood Council offer opportunities to reach the councils collectively.

### **HPOZ Boards**

The twenty-two HPOZ boards can provide advice to survey personnel on communicating preservation precedents and issues within the HPOZ surveys. Their knowledge of preservation concerns and issues in areas being surveyed will inform the field survey.

### **Community Organizations and Cultural Institutions**

Organizations such as the Los Angeles Conservancy as well as neighborhood-based preservation and community groups will be key partners in the citywide survey. These groups are already involved in historic preservation and neighborhood conservation.



A view of Village Green (HCM #174). The Landmark Watch neighborhood group provided information on Clarence Stein's significant planning and design features for the Baldwin Hills Village garden apartment complex (now known as Village Green) that was instrumental in securing National Historic Landmark designation for this complex. City Council offices, city departments, Neighborhood Councils, and local organizations can provide valuable information to the citywide survey. Photo: Courtesy of Steven Keylon.

Through its newsletter, Web site, tours, lectures, and other public programs, the conservancy could be a powerful resource for exchanging information with the community and raising awareness of the survey. The conservancy's Web site ([www.laconservancy.org](http://www.laconservancy.org)) is a clearinghouse for local and national information concerning historic preservation. The site features a valuable Historical Research Guide that provides detailed information for those wishing to conduct research on historic properties in the city. The conservancy's staff and volunteer committees, such as the Modern Committee and Historic Theatres Committee, have researched a range of architectural types and periods as part of their advocacy and education efforts. Such research could contribute to the survey.

Individuals and local historical societies can supply valuable information concerning the history of an area and places valued by community residents. For example, in the Department of City Planning's Community Plan Revision Program survey, the Wilmington Historical Society identified properties, sites, and districts that merited review by surveyors. In establishing HPOZs, the Highland Park Heritage Trust,

West Adams Heritage Association, and San Pedro Historical Society contributed important information to survey teams that led to the creation of the Highland Park HPOZ, West Adams Terrace HPOZ, and Vinegar Hill HPOZ, respectively.

Community residents and experts in ethnic history may have personal knowledge that will prove useful in developing the historic context statement and in locating buildings and sites important to the history of a particular ethnic group or community. During the South Los Angeles Community Plan Revision Program survey process, resident experts highlighted the importance of Central Avenue as the locale where nationally recognized jazz flourished in Los Angeles from 1913 through the 1950s and might form the basis for a historic district. Organizations including the Little Tokyo Service Center and the Chinese Historical Society of Southern California, museums such as the California African American Museum and the Japanese American National Museum, and nonprofit community development corporations can provide important insight and direction for the citywide historic context statement and for specific area surveys.



The Far East Building was rehabilitated by the Little Tokyo Service Center in 2003, preserving an important historic resource while providing sixteen new units of affordable housing. It is a contributing property within the Little Tokyo National Register Historic District. Experts in community and ethnic history can make valuable contributions to the citywide context statement by locating buildings and sites important to the history of a particular ethnic group or community. Photo: Emile Askey.



Although the citywide survey will be conducted by professional survey teams, community volunteers could be involved in organizing community meetings, raising awareness of local historic resources, conducting oral histories, and gathering historical documentation from residents, as well as postsurvey community education activities.

### **Educational Institutions**

The LAHRS could provide students in the graduate and certificate programs in historic preservation of the University of Southern California's School of Architecture with hands-on experience ranging from research and organizational work to documentation and recording. USC, UCLA, and other local and regional colleges and universities engage in a variety of community-based projects, many of which relate either directly or indirectly to historic preservation. The survey might contribute to and draw on work under way in UCLA's Center for Neighborhood Knowledge or USC's Southern California Studies Center, as well as the efforts of other educational institutions in documenting the built environment of Los Angeles.

### **Media Coverage**

Early contact with the editorial boards and reporters of the *Los Angeles Times*, the *Daily News*, *La Opinion*, and other local papers; professional publications such as the *Planning Report*; and key organizational newsletters may generate interest, support, and publicity for the survey. Coverage could expand as significant properties and areas are identified and community appreciation for the quality and variety of Los Angeles neighborhoods and historic properties grows.

Television and radio coverage of historic preservation in Los Angeles has expanded significantly as more owners invest in historic homes and neighborhoods and as investment in commercial districts has transformed areas as diverse as downtown, Hollywood, and mid-Wilshire. Los Angeles radio programs such as KCRW's *Which Way L.A.?* and KPCC's *AirTalk*, *Patt Morrison*, and *Off-Ramp* regularly present features on

civic affairs, while public television station KCET's popular *Visiting... With Huell Howser* explores neighborhoods throughout the city. Such local programs could provide an excellent avenue for reaching an audience committed to community issues. Special-interest Web sites and blogs could also be instrumental in publicizing the survey to particular communities.

### **Putting It All Together: Implementing the Public Participation Process**

Creating an effective public participation program for the citywide survey will entail defining survey activities, identifying groups and individuals to contact, and establishing the types of community involvement activities and resources to be used. Using this information, the OHR can define an effective and meaningful community participation program within the context of survey administration and technical work. This will allow for strategic deployment of staff and resources.

The survey will be organized in two phases: survey initiation and survey implementation. Each phase will involve distinct activities with parallel opportunities to engage and inform appropriate individuals and organizations. Successful communication in each phase will contribute to the survey's progress. As community members become increasingly involved, the survey will be enriched by their comments and contributions and may be adjusted and modified in response. The sample time line in appendix C illustrates the close and essential relationship between community participation and survey activities.

### **Survey Initiation Phase**

#### **Giving the Survey an Identity**

Materials with consistent names, logos, and other graphic identifiers can help the work of the OHR and the survey teams. The OHR might consider giving the survey an identifiable name such as "Survey Historic L.A.," so that the public immediately recognizes it and associates it with the project.

## Interviews and Presentations

Interviews with and presentations to professional and community groups whose activities relate to preservation, planning, history, and land use will prove valuable during the initiation phase and throughout the survey and may set the stage for wider public consultation. Members of these groups will be interested in existing listings, prior surveys, and how they and their organizations can contribute to the survey. This interest should be anticipated and involvement should be solicited.

City leaders and knowledgeable preservation colleagues can identify key organizations whose activities would logically relate to the survey. Such groups might include the Los Angeles Conservancy and other local preservation-oriented nonprofits; business and industry organizations such as the Central City Association, Los Angeles Chamber of Commerce, Valley Industry and Commerce Association, Hispanic Chamber of Commerce, FilmL.A., and LA INC./The Los Angeles Convention and Visitors Bureau; cultural institutions and historical societies including the Historical Society of Southern California, Japanese American National Museum, California African American Museum, Skirball Cultural Center, Huntington Library, and Autry National Center; and local chapters of such professional associations as the Society of Architectural Historians, American Institute of Architects, American Bar Association, American Planning Association, and Urban Land Institute.

## Survey Advisory Committee

Interviews and presentations could result in the identification of potential survey advisory committee members. The advisory committee would assist in development, implementation, and communication of accurate information about the survey. The committee can help to define the involvement of others in the survey and to assist in maintaining active support for it. Committee members might also be able to foresee and help to address opposition to various aspects of the survey.

## Media and Mailings

The OHR and the planning department can use a variety of means to inform their constituencies and the public about the planning and implementation of the survey. A clear determination of the communication objectives will aid in choosing the appropriate means of reaching a particular audience. Some audiences must be informed regularly because of their roles as advisers or supporting organizations. The availability of funds and staff will influence decisions regarding the type of information to provide, to whom the information should be provided, and how frequently it should be provided.

During the initiation phase, for example, the OHR could develop various information-sharing activities, such as links on other Web sites, which would facilitate reaching the audiences identified in the initiation phase and as the survey progresses. The OHR's site could also be used to analyze the interest and response elicited by postings of news and documents.

The OHR may wish to work with local newspapers, historic preservation organizations such as the California Preservation Foundation and the National Trust for Historic Preservation, and key partners in the blogosphere to provide stories or to place prominent advertising explaining the survey and giving contact information. Early broad outreach of this sort could be more effective in terms of cost and exposure than more direct methods such as targeted mailings.

## Pilot Surveys

Pilot surveys testing various tools and methods will be conducted in the initiation phase and should encompass areas that reflect the heterogeneity of the city in terms of population demographics and historic resources. The evaluation and refinement of communication materials and techniques are of particular importance. OHR staff will want to assess the content and value of workshops and meetings, survey materials, and use of the Web to post survey news, historic context information, survey findings, and the participation of community members. Results from the pilot surveys may suggest revisions to the form of communication, the amount of time allocated, and the message being sent.

## Survey Implementation Phase

A clear, easily understood process will facilitate a smooth survey implementation. Providing the public with easy opportunities to contribute, review, and obtain information through all phases of the survey will be key to engaging the community in a meaningful way. During the survey, it is important to provide an unambiguous message and to manage expectations. It should be emphasized that the survey is a process aimed at assembling information that will ultimately be used for planning, preservation, and community development purposes. It is not a forum in which to discuss policy, regulations, incentives, or other planning processes.

### Community Meetings, Public Notification, and Community Volunteers

Survey staff can organize meetings with residents of identified survey areas through Neighborhood Councils and other community groups. Extensive mailings might be considered after consultation with City Council district offices and other organizations. Consulting other public agencies with active programs in the survey area—such as the Housing Department, Community Development Department, and Department of Transportation—might identify opportunities for coordination as well as points of overlap.

A regular meeting of an established local forum in the subareas can provide an opportunity to describe the survey task. Community members may be interested in knowing, for example, that the focus of the survey is on the built environment rather than on general history, and in learning how survey information can be put to use in their neighborhoods. PowerPoint presentations that draw on research from the citywide context statement can pique interest and focus discussion. OHR staff and surveyors can describe architectural styles, review the history of the area, show details of local historic buildings, and expand on survey materials and procedures.

These introductory meetings will aid in identifying key individuals and groups that might help the survey—local historians, neighborhood associations, and interest groups that have research, documents, and an

understanding of significant events, individuals, and places relevant to the history of the area. The survey might employ oral history as a method of capturing community histories and values not documented elsewhere. Working with local experts, survey staff can better define neighborhood boundaries, identify places of value, and clarify perceptions of integrity and significance.

Individuals should have an opportunity to discuss their properties and neighborhoods. To facilitate this discussion, survey teams can provide copies of the historic context statement and survey findings and solicit comments. In all communications, it is important to emphasize that there are historic resource standards and criteria that will define what material and historic resources will be considered. Community and public input can be evaluated and incorporated both before and after the field survey to ensure that important resources have not been overlooked when the survey is completed.

Subsequent community meetings will provide an opportunity to report survey findings—areas surveyed, properties identified, and information obtained—and to solicit further neighborhood input. Comments from the community meetings will be an important component of the final report.

Formal review of the survey findings will occur first at staff level, followed by a professional, paid survey review committee. Final review, verification, and certification of the survey will be conducted by the Cultural Heritage Commission and could take place at one of their regular public meetings.

### Staying on Topic/Managing Expectations

In preparing for the survey and community meetings, it is essential to anticipate and assess the context of the survey areas. Understanding the broader social and economic concerns and makeup of the community can strengthen collaboration between staff and survey teams. The population of Los Angeles is very diverse. Clear, concise, multilingual printed materials should be produced early in the survey process so that accurate information is disseminated early on. Common concerns can be addressed through a “frequently asked

*(continued on page 49)*

## COMMUNITY AND CULTURAL IMPACT OF HISTORIC PRESERVATION: HIGHLAND PARK

Just as historic preservation activities often result in measurable economic benefits, historic resource identifications can lead to significant positive cultural and community impact. Highland Park is one Los Angeles neighborhood that has experienced firsthand the benefits of being identified as historic.

Located northeast of downtown Los Angeles, Highland Park was first subdivided in 1869. New railroad lines to downtown Los Angeles ensured its place as a booming suburb in the last quarter of the nineteenth century. In 1895, the area was formally annexed to the city of Los Angeles. In the years that followed, arts institutions such as the Judson Studios and local luminaries such as Charles Fletcher Lummis, founder of the Southwest Museum, heavily influenced the development of the neighborhood, which became a thriving center of the American arts and crafts movement.

The architecture of Highland Park encompasses nearly every style popular between the 1880s and 1940s—Queen Anne, craftsman, mission revival, shingle style, and Tudor revival—although the arts and crafts movement in particular flourished in Highland Park, as evidenced by the wealth of craftsman architecture in the area. Highland Park also includes the Arroyo Seco Corridor, a National Scenic Byway.

Starting in the 1980s, residents of the area began working to gain recognition of the historic character of their neighborhood. In 1990, a historic resource survey conducted by the Department of City Planning officially identified the area's potential as a historic district. As a result of neighborhood initiative and City Council action, Highland Park was designated an HPOZ in 1994. The largest of the city's HPOZs, it encompasses approximately twenty-five hundred structures (including more than fifty Los Angeles HCMs) and was the first HPOZ to include commercial buildings.

Area residents have reported that identification as an HPOZ has resulted in sensitively designed projects that have dramatically improved the neighborhood. While some projects have primarily benefited the his-

toric architectural character of the neighborhood, others have led to increased community cohesion, reduction in crime, and grassroots improvements to homes and commercial areas.<sup>1</sup>

Construction of the Highland Park Gold Line light rail station highlights how the identification of historic neighborhoods can result in projects that spark positive community change. Plans for the mile-long Marmion Way corridor segment of the Metro Gold Line in the mid-1990s caused great concern within the Highland Park community. The original project approach, proposed in 1995, contained proposals to



Views of Marmion Way before (top) and after Gold Line construction. The Highland Park historic resource survey provides objective data that can serve as a baseline for community planning decisions. Designers of the Highland Park Gold Line light rail station relied on survey information to develop a design sensitive to the area's history. The new station is located on the site of the historic Highland Park Santa Fe passenger depot and the tracks themselves follow the historic rail line's right of way. Photos: Courtesy of Fred I. Glick, Urban Design/Landscape Architecture.

demolish historic structures. Community members raised issues related to the area's historic designation and lobbied for changes that would respect their neighborhood's unique character.

For the next two years, the Los Angeles Metropolitan Transportation Authority (MTA) responded by implementing an urban-design-focused community involvement process for the purpose of bringing the community and agency to a common understanding and shared vision of the proposed transitway. The project and its planning process have won multiple awards, including one awarded jointly by the Federal Highway Administration and Federal Transit Administration for excellence in transportation planning.

As a result of the MTA's recognition of the special character of the area, the eventual project design is a showpiece that reflects the craftsman heritage of the neighborhood. The small commercial streets leading to the Highland Park station have also changed dramatically as new shops, cafes, and other businesses have opened. The project's popularity has attracted small-scale developers to the area who have bought and refurbished nearby historic multifamily buildings that had once been neighborhood nuisances.

According to residents, the project has also sparked a renaissance of neighborhood pride. Highland Park resident Nicole Possert reports that "the project has completely changed people's perception of their neighborhood. Once the street was a badly maintained alley and people treated it badly. With the rail station improvements, you saw an immediate change in attitudes—people have a pride and awareness that Highland Park is an historic community."<sup>2</sup> In the few years since the station was constructed, nearly a third of the homes along the Marmion Way corridor have been improved by residents with new paint, rehabilitation, or landscaping.

questions" document and made available at meetings and posted on the Web.

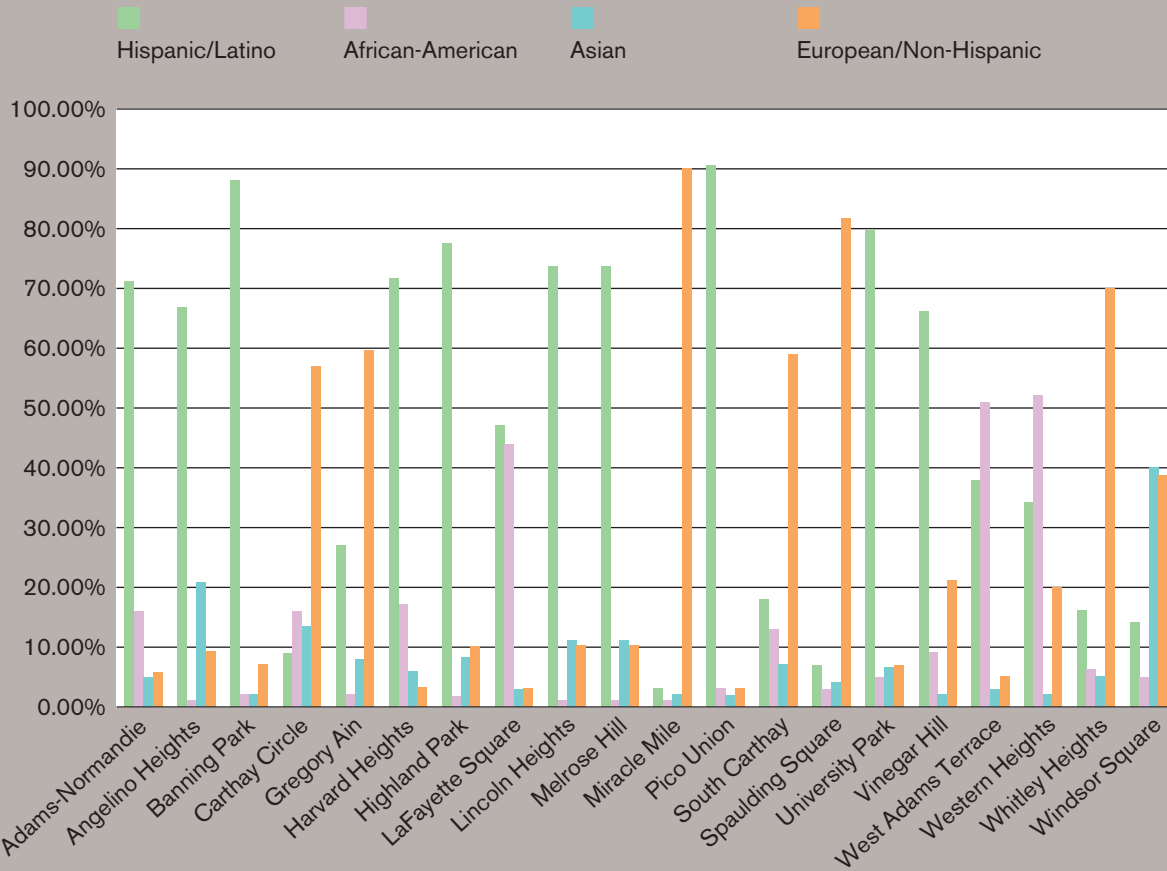
No single formula for community participation will work in every neighborhood, but a consistent message needs to be conveyed. Community residents are entitled to know the purpose of the survey and how the information gathered will be used and made available. Survey teams can explain the survey task clearly and convey an understanding and appreciation of community concerns for identity, cohesiveness, and history and character of the area. It is important to communicate that the survey will create a working tool for the city and its residents. As such, the focus should be on developing a broad context for the city and identifying historic resources for planning and preservation purposes, not on addressing pet research questions or nominating properties.

## Making Use of the Completed Survey in Communications, Education, and the Community

Survey data can serve a variety of purposes, and it is important to anticipate and plan for its subsequent use. Collaboration with the Los Angeles Public Library, the Cultural Affairs Department, the Los Angeles Conservancy, and other community, cultural, and educational institutions can help bring survey information to area residents. Popular interest in community heritage and an appreciation of the city's rich, eclectic history and architecture can be built through an innovative Web presence, exhibitions, talks, and lectures on topics and key themes; walking/biking/driving tours; and media coverage of rehabilitation projects. Interest in Los Angeles architecture is already strong and growing. The creative use and expanded availability of information on the city's heritage can bring many benefits for Los Angeles and its residents.

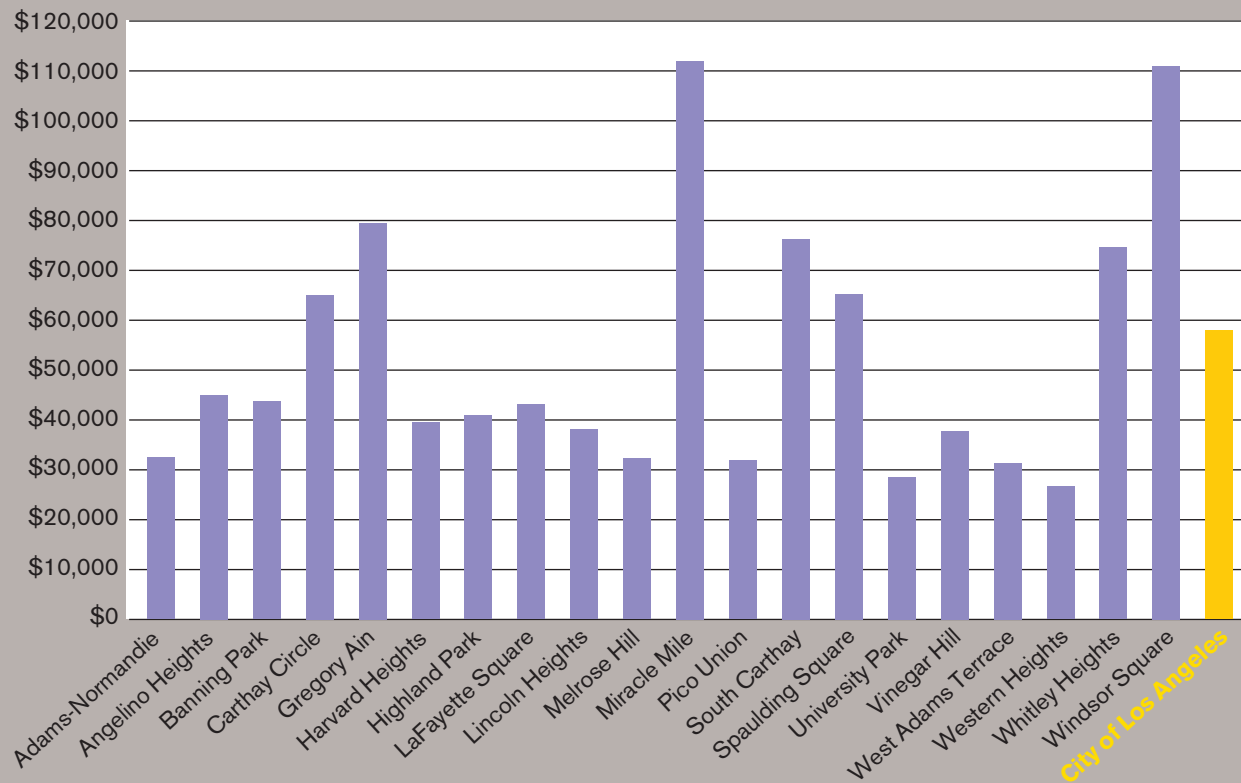
*(continued on page 52)*

**DEMOGRAPHICS, MAJOR ETHNIC GROUPS  
LOS ANGELES PRESERVATION OVERLAY ZONES**



The population of the HPOZs reflects the ethnic (this page) and economic (opposite) diversity of Los Angeles, as evidenced by demographic information drawn from the 2000 United States Census and provided here by Jeffrey Beckerman, Los Angeles Department of City Planning. HPOZ demographics also indicate a broad-based interest in and support of historic preservation throughout the city.

**MEDIAN INCOME, CITY OF LOS ANGELES  
HISTORIC PRESERVATION OVERLAY ZONES**



## Web Sites

The development of a database-driven Web site linked to ZIMAS and other data resources would allow all users to search and access a wide range of information about the city's historic resources, much in the same way a Google Earth, MapQuest, or Yahoo! search can provide access to a range of resources, data, or mapping (see chapter 6).

Although prototypes for such a dynamic site are limited, models for a searchable site that could provide customized information and maps are available. With this capability, a Los Angeles resident might create a tour map of modern architecture in the Hollywood Hills, a developer could identify the locations of properties that qualify for the Adaptive Reuse Ordinance, or the Los Angeles Convention and Visitors Bureau might plot hotels, meeting facilities, and historic sites on a single map in response to the varied interests of its convention groups.

## Exhibitions, Public Programming, and Educational Materials

Public programs utilizing information gathered by the survey can further acquaint the community with the range and innovative qualities of Los Angeles architecture, neighborhoods, and urban history. Public programming can be one of the most dynamic elements of the survey. Museums and libraries across the city report that Los Angeles architecture exhibitions typically outpace visitation estimates. The Los Angeles Conservancy's creative education program, *Curating the City*, drew on historic resource information to treat Wilshire Boulevard as a living museum, offering architectural tours, events, and permanent education resources accessible at [www.curatingthecity.org/](http://www.curatingthecity.org/). This highly successful program introduced the public and student participants to the continuum of architectural styles in Los Angeles; the dense, ethnically diverse neighborhoods; and the changing visions of urban life. Such programs can serve as prototypes for further efforts.



The Wilshire Boulevard Temple (HCM #116) is featured in the Los Angeles Conservancy's *Curating the City* project and was a stop on its Wilshire Boulevard tour in 2005. Neighborhood and citywide organizations can be valuable partners, contributing research, publicizing the survey, and fostering community awareness and support. Organizations such as the conservancy use historic resource information in developing their public programming. Photo: Emile Askey.

Survey data might also be used to develop elementary and secondary school curricula. This would provide a concrete return to the community on its investment in the survey process. Heritage education—the use of local cultural and historical resources in teaching children in K–12—can help generate an appreciation for the local community and its built environment while inculcating preservation values.

## Technical Assistance

Many cities have developed technical assistance programs for property owners who want to research, maintain, and rehabilitate historic buildings. These programs recognize that more people might buy or rehabilitate historic properties if they knew what it entailed. Responding to community requests for such information can be a valuable part of the survey. The cities of San Jose and Atlanta, for example, prepared pamphlets providing basic information about their surveys that directed property owners to additional resources. The pamphlets also provided information about the benefits of historic property ownership.

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## CULTURAL TOURISM

In many ways, the tools, services, and information used to inform and encourage citizen participation in the LAHRS can provide an important guide for visitors to Los Angeles. There is a strong, direct connection in Los Angeles between historic sites and cultural tourism. This connection is a tremendous source of economic benefit to the city and county of Los Angeles. Historic architecture and neighborhoods and the revitalized downtown and Hollywood districts are magnets for cultural tourists.

According to a study commissioned in 2005 by Arts + Culture LA and LA INC./The Los Angeles Convention and Visitors Bureau, historic sites are the primary reason cultural tourists visit Los Angeles, ranked above museums, art, dining, theater, film, and music.<sup>3</sup> In 2003, 2.58 million cultural tourists spent \$1.1 billion in Los Angeles County, generating tax revenues of \$54 million for the state, county, and city governments, according to the study “The Impact of Cultural Tourism on the Los Angeles County Economy,” conducted in 2004 by the Los Angeles County Economic Development Corporation (LAEDC).<sup>4</sup> Growth in tourism revenue translates to job creation, increased state and local tax revenues, and higher profits for the retail, lodging, and restaurant industries.



The Leonis Adobe in Calabasas (HCM #1), seat of an important 19th-century San Fernando Valley sheep ranch and one of Los Angeles's many significant historic sites. In 1962, it was the first building to be designated as an HCM by the newly formed Cultural Heritage Commission. Visiting historic places is a leading activity for cultural tourists. Photo: Gail Ostergren.

Data gathered through the survey can be used to identify additional historically significant areas, as well as architectural, cultural, and historic resources and themes that can be incorporated into the city's tourism programs. The demand for historic venues and tour programs may increase as a result. The Confederation of Downtown Associations has already responded to this demand through its self-guided Downtown LA podcast tours—an expansion of its walking tours—to include a historic tour of the downtown area ([www.downtownla.walks.com/?f=podcast](http://www.downtownla.walks.com/?f=podcast)). The Los Angeles Conservancy offers a variety of guided walking tours weekly and provides a self-guided walking tour podcast and map on its Web site, and would likely use survey data in developing additional tours.

### ESTIMATED ANNUAL ECONOMIC IMPACT OF CULTURAL TOURISTS VISITING LOS ANGELES COUNTY IN 2003

Cultural Tourists	2,580,000
Tourist Spending	\$535 million
Economic Output in L.A. County	\$1.1 billion
Jobs in L.A. County	10,500
Wages in L.A. County	\$286 million
State Taxes	\$31 million
County Taxes	\$4 million
City Taxes	\$19 million

Sources: California Arts Council, LA INC., Los Angeles County Economic Development Corporation<sup>5</sup>

Increased marketing of cultural assets could double the number of cultural tourists to Los Angeles and have significant economic impact, according to the Los Angeles County Economic Development Corporation.

The LAHRS will yield valuable information on the city's historic resources and the variety of factors that influence investment, maintenance, and protection on the part of owners. The OHR can provide valuable assistance in directing property owners to key sources of technical advice.

## Summary

Community participation and engagement is among the most important, dynamic, and gratifying components of the historic resource survey. Ensuring that community members understand the process, can communicate information and their feelings about their properties and neighborhoods, and are able to participate will be important measures of the survey's success. Stakeholders and individuals can be involved both in the survey and in using its results. Anticipating and planning a range of meaningful forms of participation before, during, and after the survey can engender innovative partnerships among city and community organizations and various industries. Making a significant investment of time, staff, and resources to enhance communication and involvement will yield great dividends to the survey, the city, and the community as a whole that will last far beyond the life of the survey itself.

## Notes

1. Nicole Possert and Catherine Barrier, *pers. comm.*, April 25, 2005.
2. Nicole Possert and Catherine Barrier, *pers. comm.*, April 25, 2005.
3. TNS/Plog Research, "LA Cultural Tourism Study," 46. This study defined cultural tourists as leisure travelers who engaged in one of the following as a primary activity or motivation for travel in the previous twelve months: historic sites, museums/art galleries, old homes/mansions, gardens, symphony/opera, theater, musical, jazz concert.
4. Los Angeles County Economic Development Corporation, "Impact of Cultural Tourism," 1.
5. Los Angeles County Economic Development Corporation, "Impact of Cultural Tourism," 4.

*The Lincoln Heights area is historically one of the oldest large subdivisions in Los Angeles. It was developed in the 1880's by John Downey as "East Los Angeles" and has managed to keep a large number of its earliest structures. Although many intrusions and significant alterations have occurred throughout this large area, there are still a high percentage of structures which were constructed before the turn of the century. The area also underwent significant redevelopment during the Craftsman movement of the 1900's through 1920's but this architectural style does not intrude on the earlier Vernacular and Queen Anne designs. The remaining unaltered structures are numerous enough to consider the entire neighborhood as a district, in the hope of not excluding some of the earliest extant homes in Los Angeles because they may have become isolated.*

— From "Northeast Los Angeles Historic Context Statement Project Sourcebook II, Draft Historic Studies Section," 1990, p. 41

Based on research, fieldwork, and analysis of survey results, the Draft Historic Studies Section of the "Northeast Los Angeles Historic Context Statement Project Sourcebook II" (1990), completed by R. Starzak, L. Henmann, and the Los Angeles Conservancy as part of the Community Plan Revision Program of the Department of City Planning, concluded that a large area of Lincoln Heights met the criteria for a historic district. As a consequence of the survey findings and neighborhood initiative, the Lincoln Heights Historic Preservation Overlay Zone (HPOZ) was established in August 2004. That early survey has provided the basis for decisions by numerous city departments, homeowners, and investors, and has contributed to the revitalization of Lincoln Heights.

Bringing neighborhoods and commercial areas back to life through rehabilitation and adaptive reuse of historic buildings creates new housing, strengthens the tax base, and increases public safety. Los Angeles public officials are keenly aware of these potential benefits: the city's Adaptive Reuse Ordinance has stimulated invest-



Homes in the Lincoln Heights HPOZ. First subdivided in 1873, the neighborhood contains a concentration of structures reflecting late-19th- and early-20th-century architectural trends. A 1990 planning department survey identified Lincoln Heights' historic significance as the city's first residential suburb and established a framework for subsequent planning and revitalization work. The Lincoln Heights HPOZ was designated in 2004. Photo: Emile Askey.

ment of several billion dollars in underutilized historic properties, the HPOZ Ordinance has been the catalyst for improvements in twenty-two historic neighborhoods throughout Los Angeles, and significant investment in schools and libraries citywide has been directed toward rehabilitation of historic structures and introduction of compatible new buildings in historic neighborhoods. All of this work relies on historic resource information, which is essential to planning, reviewing, and implementing these ambitious projects and programs.

The use of historic resource information by public agencies is apparent across Los Angeles, and the city's municipal agencies have done a valiant job fulfilling their historic preservation responsibilities. It is evident downtown, where the Adaptive Reuse Ordinance (ARO) has been instrumental in transforming structures such as the historic Pacific Electric Building, which became an apartment complex with 315 loft-style units. Staffs at local and state agencies collaborated with the building's owner to put into place a variety of incentives (see chapter 7), to meet building and zoning regulations,

and to maintain the character and building fabric of this historic transportation center. In Miracle Mile North, Lincoln Heights, and other HPOZs, the Department of City Planning and HPOZ boards regularly work hand in hand, relying on historic resource survey information to ensure a timely two-week review for property owners who are planning alterations to significant residences.

Most municipal departments in Los Angeles utilize historic resource information, some frequently, as part of program and project planning, others only occasionally, when historic resources are affected by department actions or operations. Whether engaging in preservation, working on community development projects, or conducting environmental reviews, all of these city agencies require the same basic information.

Until recently, however, obtaining information on a property's historic resource status and on associated reviews and incentives has been a challenging and time-consuming task. As a result, many agencies developed their own means of identifying, documenting, and recording historic resource information. Typically, the information gathered was not updated, nor was it forwarded to a central location where other users would have access to it. Spending on surveys by public and private interests is estimated at more than \$1 million per year, yet the city has had little to show for it. Ad hoc and sometimes duplicated efforts have given rise to conflicts within agencies, between agencies, and between agencies and the public. Other communities have resolved these problems by linking historic resource surveys with other property data so that multiple agencies and the public have access to unified historic resource data that they can use constructively and to greater effect.

The comprehensive Los Angeles Historic Resource Survey (LAHRS) will provide complete, current, and accurate data on historic properties and districts that will allow city departments and the public immediate access to information on a property's historic resource status. This will greatly improve the ability of public agencies to fulfill their mandates efficiently and effectively. The survey can assemble historic resource data and survey information already gathered by all agencies and organizations in one location, making it accessible to all users and facilitating regular maintenance and information updates. Survey staff may also

explore opportunities for working cooperatively with other departments to ensure that future surveys are conducted to common standards.

## Municipal Use of Historic Resource Information

Municipal involvement in historic preservation in Los Angeles began in the 1960s, a time when preservation of historic properties typically meant the creation of museums or monuments. These conditions contrast sharply with today's national and local practices, which view historic resources as an integral part of the built environment, as important economic assets, and as a key component of healthy, sustainable communities.

Best practice currently involves the recognition and inclusion of historic properties and areas in planning work and development projects, and the establishment of partnerships between local, state, and federal governments, as well as between property owners and the community, in order to facilitate this process. Preservation is increasingly integrated into local planning and community development activities. Rather than relying solely on the regulatory process, many cities also use incentives designed to encourage owners to invest in and reuse their historic properties. Although Los Angeles presently incorporates some elements of this approach, a focused and coordinated survey and municipal preservation program will improve the climate for property investment and ensure adherence to the city's legal and administrative requirements.

Municipal agencies make use of historic resource information in four basic ways:

1. Planning public and private projects
2. Identifying and nominating historic properties for purposes of recognition and preservation
3. Implementing environmental reviews as required under state and federal legislation, such as the California Environmental Quality Act (CEQA) and Section 106 of the National Historic Preservation Act (NHPA), in connection with public and private investment and development projects
4. Property and program management

The potential of the comprehensive LAHRS to contribute to the city's work in each of these areas is discussed below.

## Los Angeles's Historic Preservation Ordinances

The city of Los Angeles has two preservation ordinances, the Cultural Heritage Ordinance and the HPOZ Ordinance, administered by the Office of Historic Resources (OHR) and the Department of City Planning, respectively. These ordinances allow the city to identify and designate properties and districts that have architectural, historical, and cultural significance on a local, state, or national level. Historic properties and districts designated under city ordinances are eligible for a range of incentives, including the California Historical Building Code and the Mills Act Historical Property Contract. Proposed changes to significant features of Historic-Cultural Monuments (HCMs) and contributing structures in HPOZs are reviewed to ensure that properties and historic districts are conserved or sympathetically modified. There are currently more than eight hundred HCMs and twenty-two HPOZs, with fifteen additional HPOZ designations requested by members of



The Chatsworth Community Church (HCM #14), built in 1903, one of the few New England vernacular-style wooden churches remaining in Southern California. The OHR will use the citywide survey in working with owners of HCMs. Photo: Emile Askey.

the public and under consideration. More than eleven thousand properties are listed under the two programs, and the vast majority are privately owned.

## The Office of Historic Resources

The Los Angeles OHR, housed within the Department of City Planning, is responsible for most aspects of the municipal preservation program including administration of the Cultural Heritage Ordinance, providing staff support to the Cultural Heritage Commission, management of the HCM program, and implementation of the Mills Act Historical Property Contract Program. The OHR is committed to establishing strong, widely accepted historic preservation programs that further the work of the city, neighborhoods, property owners, residents, and businesses by recognizing, protecting, and reusing the historic and cultural resources of Los Angeles. Among the goals that the OHR considers its priorities are the following:

1. Conducting the citywide historic resource survey
2. Making historic resource data and preservation information available to government departments, residents, stakeholders, owners, and the public at large
3. Conducting outreach and training city staff, residents, and businesses to utilize the data in all forms of preservation and planning decision making
4. Providing information on incentives available for the preservation and rehabilitation of historic properties

## Historic-Cultural Monuments

The OHR and the Cultural Heritage Commission review applications for the designation of HCMs to determine whether properties meet the appropriate criteria. The commission is responsible for maintaining information on the city's more than eight hundred designated HCMs with brief descriptions of each site, building, or structure and the reasons for its designation. Effective in 2005, each designated HCM, as well as each property under consideration, is to be routinely

identified in the Zoning Information and Map Access System (ZIMAS) (see chapter 6). This identification signals to other agencies and users that any proposed alteration must be reviewed and approved by the Cultural Heritage Commission before permits can be issued.

The Cultural Heritage Ordinance specifies that the city will maintain a survey of historic resources in Los Angeles to identify those properties worthy of preservation. Due largely to a long history of budget limitations, the Cultural Heritage Commission did not undertake a historic resource survey on its own. A comprehensive citywide survey of historic resources would provide the necessary framework to guide future decisions on the HCM program.

### **The Mills Act Historical Property Contract Program**

The OHR also administers the Mills Act Historical Property Contract Program, which provides owners of contracted, city-designated historic resources with annual property tax reductions in exchange for maintaining their historic properties (see chapter 7). The comprehensive citywide survey will help property owners and OHR staff identify eligible properties. In addition, staff will be able to market the program more effectively to eligible current and prospective owners.

### **Department of City Planning**

The Department of City Planning utilizes historic resource survey information to administer the HPOZ Ordinance, to manage the city's community planning process and zoning ordinances, and to function as the city's lead agency under CEQA (see next page). The department is responsible for assuring that the legally required environmental reviews are carried out prior to granting approval for nearly 90 percent of the private development projects in the city where discretionary approval by the city government is required (e.g., subdivision of land, zoning changes). To fulfill its mandate, the department maintains the city's primary Geographic Information System (GIS) for land use, which includes environmental, parcel, address, and zoning and planning-area boundary information (see chapter 6). This

tool includes the Web-based portal known as ZIMAS, through which data may be accessed by other city departments and the public. In 2005, the department began to incorporate historic resource information into ZIMAS.

### **Community Plan Updates**

The citywide survey can make a major contribution toward updating the city's thirty-five Community Plans, which constitute the required land-use element of the city's General Plan and, as such, are essential documents for planning and development. One of the main values of the survey is to identify neighborhoods and corridors that can be strengthened and conserved as well as those that may accommodate additional growth without adversely affecting significant historic resources. In past community planning work, such as the Community Plan Revision Program of the late 1980s and early 1990s, historic resource surveys were conducted as part of the planning process but were not linked through ZIMAS or other means. Using citywide survey data will allow planners to overlay maps of historic resources onto maps illustrating areas of proposed change in density or land use.

### **Historic Preservation Overlay Zones**

Interest in the designation of HPOZs—utilized to help retain the unique character of historic neighborhoods—is growing in Los Angeles. HPOZs have been established in architecturally, economically, and socially diverse neighborhoods. As of early 2007, there were twenty-two HPOZs. This number has more than doubled over roughly the past five years and is expected to grow as neighborhoods seek the community, economic, and marketing benefits that accompany the designation. Property owners initiate most requests for HPOZ designations. The evaluation process includes completion of a historic resource survey, which provides the historic context for the area, defines HPOZ boundaries, delineates significant features, provides information on character-defining features, and identifies contributing and noncontributing historic properties within the zone. The City Planning Commission and the

City Council have final approval over the designation of an HPOZ.

Once HPOZ status is established, an advisory board of five members, each with a demonstrated knowledge and interest in the history and architecture of the district, reviews any proposed exterior alterations prior to the granting of final approval by the director of the Department of City Planning and the issuance of permits by the Department of Building and Safety. The advisory board and city staff are guided in administering the HPOZ by the survey and by the HPOZ preservation plan, which sets forth design guidelines for the HPOZ. Each HPOZ, with assistance from the city planning department, devises its own preservation plan.

A comprehensive citywide survey of historic resources will provide a framework for future HPOZ designations and will help address the backlog of pending HPOZ designations, all of which must be surveyed. It will identify important architectural, historic, and cultural resources and districts and provide research data to support evaluations and comparisons. These actions will bolster future planning and preservation work with a more methodical approach to the identification of historic districts throughout the city.

### **CEQA Lead Agency for Private-Sector Projects**

The Department of City Planning is largely responsible for fulfillment of the city's environmental review obligations under CEQA. As the lead agency for all private-sector projects and discretionary actions affecting the environment, the department reviews hundreds of projects and environmental assessment filings annually. The majority of projects involving the repair and rehabilitation of historic buildings require no discretionary approvals from the city of Los Angeles and qualify as categorically exempt under CEQA. For those projects subject to environmental review, CEQA requires the identification of historic resources within the project area and an assessment of impacts on those resources (see sidebar for a more detailed discussion of CEQA).

A comprehensive citywide historic resource survey and a common system for managing survey data would allow the Department of City Planning and other agencies in charge of environmental reviews to identify

with ease all historic resources located within project areas, facilitating efficient completion of the first phase of the CEQA process. This process would be a dramatic change from the individual surveys now undertaken for CEQA purposes. Project-specific findings, such as the identification of historic resources discovered in the course of CEQA environmental reviews, could be captured in ZIMAS. The data would reinforce the city's survey efforts and eventually lead to cost savings as more and more sites are identified and gathered into a unified and accessible system.

### **Community Redevelopment Agency of the City of Los Angeles**

The Community Redevelopment Agency (CRA) was established more than fifty years ago to attract private investment to economically depressed areas of Los Angeles. It operates thirty-two redevelopment project areas and three revitalization areas within the city of Los Angeles. The combined areas constitute approximately 12 percent of the city's land area, or nearly 50 square miles of property. Many redevelopment project areas lie within the city's oldest and most historic districts, such as downtown, Hollywood, and San Pedro. The CRA serves as the lead agency for CEQA reviews of all projects within its project area boundaries. Each redevelopment and revitalization project area was established after a historic resource survey was undertaken as part of a broader economic evaluation process. Many of the surveys used, however, were conducted nearly twenty years ago, and although they are still utilized in the CEQA review process, only a few have been updated. Recent historic resource surveys have been undertaken in preparation for the designation of additional redevelopment areas, including the Pacific Corridor Redevelopment Project (near the Los Angeles Harbor), the Central Industrial Project Area (east of downtown Los Angeles), and the City Center Project (within downtown Los Angeles). In general, CRA data are not entered into ZIMAS and are not available to other agencies. The CRA may begin conducting future surveys to standards and protocols developed by the OHR so that results can be incorporated into the citywide survey database.

*(continued on page 62)*

## CEQA AND CULTURAL RESOURCES

The requirements of CEQA are important factors in the design of the LAHRS. CEQA is a state law that requires environmental review, including review of impacts on historic districts and sites, of many projects and actions funded or approved by government agencies. This review is intended to ensure that decision makers have all the relevant information about the effects of a project before taking discretionary action such as issuing permits or granting funding. A CEQA review, also known as a CEQA clearance, is triggered whenever the city of Los Angeles is asked to grant discretionary approval for a public or private project.

In the first step of the review process, the lead agency—the agency making the discretionary decision—must determine if the intended project site includes any historic resources. As defined by CEQA, a historic resource is any site or building listed on or eligible for listing on the California Register of Historic Places, listed on a local register, or identified as significant in a historic resource survey. In Los Angeles, this includes HCMs and contributing properties in HPOZs. Over 90 percent of the CEQA clearances in Los Angeles are currently conducted by the Department of City Planning.

The CEQA statute defines a number of categorical exemptions, which are classes of projects generally considered to have negligible impacts on the environment and therefore exempt from CEQA provisions. In these cases, a decision on discretionary action can be made without further environmental review. Approximately 75 percent of the four thousand projects processed by the Department of City Planning in 2005, including most projects involving single-family homes and small commercial buildings, were classified as categorically exempt. The majority of projects involving the repair and rehabilitation of historic homes require no discretionary approvals from the city of Los Angeles or qualify as categorically exempt under CEQA because they do not adversely affect the home's historic character.

If a project entails more complicated work and cannot be classified as categorically exempt, it may be necessary to use other mitigation measures. Typically

these involve the use of approved plans and materials in conformance with the Secretary of the Interior's standards for rehabilitation. Other mitigation measures include preparation of a negative declaration, which certifies that the project will not harm the resource, or a mitigated negative declaration, which specifies steps that must be taken to resolve adverse impacts on the historic resource and the environment.

An example of a project that may qualify for a negative declaration, with or without mitigation measures, is the construction of a major addition to an HCM according to plans approved by the Cultural Heritage Commission. Of the one thousand or so projects reviewed by the Department of City Planning in 2005 that were not categorically exempt, over 95 percent were eligible for this kind of CEQA review. Negative declarations and mitigated negative declarations generally do not add significantly to the time required for a project and are prepared and processed by the Department of City Planning.

Demolition has an irreversible impact on historic resources. Issuance of a building permit to significantly alter or demolish a nonhistoric building does not require discretionary approval and is not subject to CEQA. Significant alteration or demolition of a designated historic resource, however, requires CEQA review before permits can be issued. In cases where significant environmental impacts cannot be ameliorated through mitigation measures, a document called an Environmental Impact Report (EIR) must be prepared to outline the project's effects on the environment and explore alternatives that might avoid adverse consequences.

An example of a successful project subject to the EIR process is the Cinerama Dome/ArcLight Cinemas complex on Sunset Boulevard in Hollywood. Built in 1963, the Cinerama Dome was designed by the prominent Los Angeles architectural firm Welton Becket and Associates to showcase the special Cinerama widescreen film process. The unique, concrete geodesic dome is a distinctive Hollywood landmark and was designated as an HCM in 1998. That same year, the owner, Pacific Theatres Corporation, announced it was considering plans for a new entertainment complex at the site. The project, which involved rehabilitation of the dome and



construction of a new entertainment and retail complex and parking lot, required discretionary approvals from the CRA and the Department of City Planning.

John Manavian, a vice president of Robertson Properties Group, Pacific's development arm, said, "We knew from the beginning that we had a historic building." Because of the dome's historic significance, the company involved historic preservation consultants and architects early in the ArcLight Cinemas project planning process. Even so, initial plans for the complex proposed changes to the dome's interior, entrance plaza, and lobby and blocked views of the dome from some angles with new construction, altering the building's historic character. CEQA requirements allowed public exploration of design alternatives that better preserved the dome's historic appearance. The owner engaged the CRA, preservation groups, concerned citizens, and city officials in a dialogue to achieve this design. The result was a modified plan that included both the restoration of the dome and the construction of a state-of-the-art

entertainment complex. Manavian noted that in the end, the entitlements process was no longer than most in the city of Los Angeles.<sup>1</sup>

The citywide survey will provide property owners, the public, decision makers, and city agencies with information about sites in the city that are historic, lending greater certainty to the CEQA process. Reliable survey evaluations will also provide assurances that some sites are not historic. In the absence of a recent historic resource survey, determining if a building is eligible to be designated as a historic resource usually requires commissioning a study from a qualified architectural historian to research the building's history and evaluate its architecture. Survey evaluations of potential historical resources citywide will give owners, developers, city staff, neighborhood groups, and others critical information to help preserve the historic assets of the city's built environment while streamlining the permitting process.



Front entrance of the Cinerama Dome in Hollywood (HCM #659). The design and scale of the new entertainment complex built around this historic, Welton Becket-designed dome was influenced by public dialogue conducted during the environmental review process. When proposed projects require environmental reviews, historic resources must be identified and potential impacts upon them assessed. Photo: Emile Askey.



The El Portal Theatre in the North Hollywood Arts District (HCM #573). Identified as significant in a Los Angeles CRA survey, this historic theater was renovated and put back into productive use as a live-performance venue. The project served as a catalyst for economic development, including the renovation of additional historic structures along Lankershim Boulevard, North Hollywood's historic commercial strip. Photo: Emile Askey.

The North Hollywood Redevelopment Project Area illustrates how the CRA uses information derived from historic resource surveys to plan and encourage investment in commercial centers. In 1981, a survey of North Hollywood identified a number of historic buildings. Although many of these structures were subsequently demolished, others, including the 1896 Lankershim Depot, the 1926 Spanish Renaissance revival El Portal Theatre, and the 1939 streamline moderne Department of Water and Power Building, are extant. CRA staff members indicate that investment in these historic buildings has provided an anchor, establishing the North Hollywood Arts District (NOHO) and attracting new housing development such as the NOHO Commons. The survey has provided the necessary historic data for CEQA environmental reviews and has facilitated the CRA's work with investors, as well as other agencies such as the Metropolitan Transportation Authority (MTA) and Caltrans with reference to the construction of the Orange Line transitway in the area. The LAHRS would provide essential historic resource data for the administration of redevelopment project areas and for the identification of new areas throughout the city.

## City of Los Angeles Department of Building and Safety

The Department of Building and Safety plays a central role in historic preservation through the enforcement of the city's building and safety codes. The department is frequently the first point of contact for owners seeking to build, remodel, demolish, or move any building or structure on their property. One of the department's crucial responsibilities is to refer property owners or applicants to the appropriate agencies for review and approvals.

It is critical, therefore, that the department have clear, up-to-date, and accurate information regarding a building's historic status and the appropriate procedures to be followed. The department developed the Plan Check and Inspection System (PCIS) to manage its data. PCIS relies, in part, on data provided on a monthly basis by the Department of City Planning concerning historic resources and zone changes. Together with ZIMAS, this system enables plan check engineers to refer applicants to the appropriate body for review of projects involving designated historic resources.

The Department of Building and Safety must ensure code compliance for projects using the ARO, the Mills Act Historical Property Contract Program, the Federal Historic Rehabilitation Tax Credit Program, and the State Historical Building Code. In implementing these programs, department officials work closely with owners to satisfy city codes. Work must also meet the *Secretary of the Interior's Standards for the Treatment of Historic Properties*.<sup>2</sup> The survey will provide fundamental information regarding the status and features of historic buildings, which will assist property owners and officials as they invest time and money in rehabilitation projects.

Although department plan check engineers have access to information on historic resources, 85 percent of the city has not been surveyed and many significant properties and areas have yet to be identified. Late identification or failure to identify significant properties creates conflict and public concern. Properties such as the 1.4-acre Chase Knolls Garden Apartments in Sherman Oaks or the Cliff May Experimental House in Brentwood have been reviewed for demolition permits before being identified as historic. In 2006, the Soto-



The Soto-Michigan Jewish Community Center in Boyle Heights in 1939. Designed by the architect Rafael Soriano in 1936, it was demolished in 2005 without historic review. With a comprehensive citywide survey and a common historic resource database, Los Angeles can ensure that historic resources are identified and required reviews conducted before demolition permits are issued. This could prevent the loss of previously unidentified historic resources. Photo: © J. Paul Getty Trust. Used with permission. Julius Shulman Photography Archive, Research Library at the Getty Research Institute (2004.R.10).

Michigan Jewish Community Center in Boyle Heights, designed by the internationally recognized modernist architect Rafael Soriano in 1936, was demolished without notice to the neighborhood or other city departments. A contractor for the U.S. General Services Administration proceeded through review processes without receiving indication of the building's architectural and historic significance. A comprehensive citywide historic resource survey and an accurate, common database would reassure agencies, owners, brokers, and investors, encouraging investment throughout the city and contributing to clarity and predictability. A common database would also alleviate the need for last-minute designation efforts that can cause unnecessary delays, increase development costs, and foster adversarial relationships.

## The Mayor's Office of Economic Development

The Mayor's Office of Economic Development has employed historic resource information in promoting the city's ARO. This ordinance aids the adaptation of commercial buildings constructed prior to 1974 to residential or hotel uses by relaxing zoning and parking requirements and by providing a framework for the use of the California Historical Building Code. Initially limited to downtown Los Angeles and the Figueroa Corridor, the ARO was applied citywide beginning in late 2003. Between that time and August 2006, more than \$6 billion was invested in older and historic commercial buildings under the ARO, creating nearly eight thousand housing units and revitalizing parts of downtown, Hollywood, the mid-Wilshire District, and other areas (see chapter 7).<sup>3</sup>

Although application of the ARO is not contingent on a building's historic resource status, significant designated historic buildings and areas, such as downtown's Old Bank District and Eastern Columbia Building and the former Broadway department store building in Hollywood, have employed the ordinance. A multidepartmental team has accelerated the completion of projects that use the ordinance in combination with other incentives such as the Mills Act, Federal

Historic Rehabilitation Tax Credit, and conservation easements. The historic resource survey will provide a valuable tool for city officials, owners, and investors in the identification of eligible older and historic properties. It will also be of use in initiating the development process. Survey data will expedite access to incentives and facilitate the review process for all parties concerned.

### City of Los Angeles Community Development Department and Los Angeles Housing Department

In 1995, the Community Development Department (CDD) and the Los Angeles Housing Department (LAHD) entered into a programmatic agreement with the California Office of Historic Preservation (OHP) and the Advisory Council on Historic Preservation to retain a historic preservation consultant to fulfill the city's federal environmental review responsibilities as required in the course of administering federally funded programs, such as those supported by the U.S. Department of Housing and Urban Development (HUD).

The preservation consultant's role is to fulfill the requirements of Section 106 of the NHPA, which requires agencies receiving federal support to identify properties eligible for or listed on the National Register and assess impacts of projects on these resources (see appendix A). The consultant assists city departments with historic resource surveys in target program areas, impact assessments, and mitigation measures. This expedites the work of building inspectors and the management of community development programs. Data derived from the citywide survey will be valuable to the programmatic reviews conducted by the CDD and LAHD.

CDD projects have used historic properties to create important community facilities, such as Plaza de la Raza in Lincoln Heights, the Eagle Rock Community Center, and the award-winning Ziegler estate in Highland Park. Surveys prepared for the CDD helped the agency adapt or upgrade significant historic public buildings for use as community centers. These have included fire stations, among them Cypress Park Station 44, and former public office buildings, such as the historic Watts City Hall.



A house in Panorama City. The first planned development in the San Fernando Valley, Panorama City is an excellent example of early post-World War II community planning. As such, this neighborhood was formally determined eligible for the National Register under an environmental review process. The LAHD can use the LAHRS to ensure that its code enforcement requirements encourage appropriate improvements to properties and areas identified as significant. Photo: John C. Lewis.

The LAHD has done significant work with historic resources. For example, historic resource surveys completed by the LAHD using federal Community Development Block Grant funds with review under Section 106 have identified a number of potential National Register-eligible properties and districts in areas where the department provides grant and loan assistance. These include the World War II-era Parkside Manor, designed by Paul Revere Williams, one of the only planned neighborhoods in the Watts area (identified as National Register eligible in 2004), and Panorama City, an excellent example of modern community planning in the San Fernando Valley (identified in 2002). Properties identified as significant can obtain funds to complete necessary improvements while retaining their historic character.

The LAHD also plays an important role as the lead agency in code enforcement for all multifamily properties in Los Angeles. Survey data will help the housing department ensure that its code enforcement requirements, whether for habitability issues, lead-based paint, or other code requirements, do not mandate inappropriate alterations to historic structures.

A comprehensive historic resource survey will provide information on the city's residential, commercial, and public buildings that may have historic significance, thereby assisting the CDD and the LAHD in planning, housing, and community development programs and defining areas in which to work.

## Departments and Agencies Involved in Asset Management

The city of Los Angeles owns and leases a wide range of historic resources. Historically, the city has commissioned leading architects—both nationally known and locally prominent—to design city facilities. These properties encompass office buildings, police and fire stations, libraries, museums, recreation and park facilities, and street lighting and lighthouses that embody the city's image and reflect its heritage and pride.

In recent years, the city government has increasingly recognized the important role historic public buildings play in the life of Los Angeles, renovating such



The Cabrillo Beach Bathhouse in San Pedro (HCM #571). Constructed in 1932 in the Mediterranean revival style, it is the last remaining beach bathhouse from its period. Its restoration has fostered appreciation of the park and surrounding area. Rehabilitation and restoration of public buildings can provide an important catalyst for area revitalization work. Photo: Emile Askey.

landmarks as the Los Angeles Central Public Library, Los Angeles City Hall, Van Nuys City Hall, and Cabrillo Beach Bathhouse to great public acclaim. These buildings are important symbols of the city's heritage and have served as catalysts for renovation work in surrounding areas. In 1986, the city established a nonprofit organization, Project Restore, committed to the restoration and revitalization of historic municipal buildings. Project Restore has worked on the restoration of Los Angeles City Hall and Van Nuys City Hall and is currently focusing on streetscape improvements to First Street between Bunker Hill and Boyle Heights, which borders Los Angeles City Hall on the south side.

The management of public property is shared by many city and county departments, some of which have their own internal real estate or asset management divisions. These include the Los Angeles County Department of Beaches and Harbors, Los Angeles County Metropolitan Transportation Authority (MTA), Los Angeles Department of World Airports, Los Angeles Department of Water and Power, Los Angeles Unified School District (LAUSD), and City of Los Angeles Department of Recreation and Parks. Currently, these departments maintain their own lists of historic



The iconic Los Angeles Airport Theme Building (HCM #570), operated by the Department of World Airports. Designed by four of the city's leading architects and constructed in 1961, the space-age building features two intersecting parabolic arches that support a disc-shaped restaurant pod. More than fifteen Los Angeles governmental departments and agencies regularly use historic resource information for such diverse purposes as the preparation of transportation studies, capital program budgets, competitive grant applications, disaster response planning, economic analysis for redevelopment, and heritage tourism programming. Photo: Gail Ostergren.

resources and rely on consultants and on staff knowledge of the department's holdings. Several departments have noted that their lists tend to be dated, that the data were derived from a specific project or for a specific purpose, and that staff knowledge sometimes is not sufficiently comprehensive.

The city's Department of Cultural Affairs operates a number of community cultural centers and theaters located within or related to some of the city's significant historic sites. These include the Barnsdall Art Center and Municipal Arts Gallery, next to Frank Lloyd Wright's Hollyhock House, which the cultural affairs department manages on behalf of the Department of Recreation and Parks; the Sun Valley Youth Arts Center; the Watts Towers Art Center; and the Warner Grand Theatre in San Pedro.

The Department of Recreation and Parks manages more than four hundred municipally owned and operated parks and recreational facilities, including playgrounds, recreation centers, swimming pools, tennis courts, golf courses, youth camps, child care facilities, performing arts venues, and museums. Among these are



The Stone House in Sun Valley before rehabilitation (top) in 2004 and after rehabilitation in 2008 (HCM #644). This once-derelict, craftsman-style house, constructed of river rock in 1925, was rehabilitated and adapted for use as the Sun Valley Youth Arts Center by the cultural affairs department in 2006. A former neighborhood eyesore and crime magnet, the building provides art classes and gallery and performance space to residents of this east San Fernando Valley community. Photo (top): John C. Lewis. Photo (bottom): Emile Askey.

important historic resources and landscapes such as MacArthur Park, the Civil War-era Drum Barracks and Officers' Quarters in Wilmington, Wattles Mansion in Hollywood, the 1932 Olympic Swim Stadium (now LA84 Foundation/John C. Argue Swim Stadium) in Exposition Park, and the newly restored and expanded Griffith Observatory. To ascertain historic resource information, the department relies on staff members, its "Real Property Listing," consultation with the OHR, and the CEQA review process.

The Department of Public Works' Bureau of Engineering and the Department of General Services support many agencies in managing renovations to historic properties. These agencies have managed the restoration and seismic rehabilitation of Los Angeles City Hall, the restoration and fire- and life-safety upgrade of Point Fermin Lighthouse, the renovation and addition to the Amelia Earhart North Hollywood Regional Branch Library, and the renovation of the Garnier Building in El Pueblo de Los Angeles, home of the Chinese American Museum since late 2003. Because the LAHRS will not be limited to buildings, it will also iden-



The Griffith Observatory (HCM #168) was designed by John C. Austin and F. M. Ashley and built in 1935 to provide public access to the discoveries of astronomy and modern science. The observatory is one of the city's finest examples of 1930s art deco. It was rededicated in 2006 following an extensive rehabilitation and the expansion of its exhibit areas. The city of Los Angeles built and owns many historic buildings that are important civic icons. The LAHRS will assist municipal departments in identifying significant buildings and guiding maintenance programs. Photo: © Griffith Observatory.

tify less commonly recognized historic resources associated with the city's infrastructure, such as bridges, street lighting, historic landscapes, and streetscapes, which are under the purview of the Department of Public Works.

The Bureau of Engineering typically assumes responsibility for project planning, which includes the environmental assessment process to identify historic resources and project impacts in compliance with CEQA or Section 106 requirements. Using HUD Community Development Block Grant funding, the Bureau of Engineering has compiled an internal listing of historic resources based on its surveys. It uses this information to inform its analysis of historic sites and to update its internal historic property inventory. As is the case with the CRA, this survey information should be incorporated into a central database for shared departmental use.

A number of public agencies that lie outside the jurisdiction of the city of Los Angeles, including the LAUSD, the Los Angeles County MTA, and the Los Angeles County Department of Beaches and Harbors, have operations, properties, and facilities within the city. These agencies function in a coordinated manner with the planning, zoning, and environmental review practices of the municipality and are guided by federal and state regulations. In addition, the agencies conduct project-specific historic resource surveys for environmental review purposes such as those conducted by the MTA throughout the late 1980s and 1990s in connection with construction of the Red Line and Gold Line.

Between 2001 and 2003, while planning for the investment of several billion dollars in the School Construction and Modernization Program, the LAUSD completed a survey of its historically significant school properties. Throughout the 704-square-mile district, 790 older schools were identified. A windshield survey of 200 schools more than fifty years of age was conducted using the criteria of the National Register of Historic Places, California Register of Historical Resources, and Los Angeles Cultural Heritage Ordinance. LAUSD documented a representative sampling of forty-nine historic schools in greater detail on DPR 523A forms ([www.laschools.org/historic-survey/](http://www.laschools.org/historic-survey/)). The district prepared a booklet, "Historic Schools of the



A view of the Glendale-Hyperion Viaduct (HCM #164) from the Los Angeles River. Spanning the river, the 1929 viaduct is constructed of a series of reinforced concrete arches encompassing nearly 1400 feet in length. The survey will identify historic resources such as bridges, street lighting, historic landscapes, and other public works to inform the planning and maintenance of the city's infrastructure. Photo: Emile Askey.

Los Angeles Unified School District,” and materials for classroom use. LAUSD intends to use this information to conduct project-by-project environmental reviews that would analyze impacts on historic resources.

All of the public agencies involved in asset management would benefit from having—in one central location—clear, reliable historic resource information for the properties under their jurisdiction. Further, all these agencies ask the same questions and require essentially the same basic information. The comprehensive citywide survey will supply public agencies with clear, reliable, up-to-date information on a property's significance and historic resource status, which will facilitate determination of the necessary process, approvals, and rehabilitation or maintenance approach. Such reliable historic resource information will help managers to efficiently evaluate maintenance and investment priorities, expedite environmental review work, and guide renovation and adaptive reuse projects.

## Best Practices

Research on methods and practices employed in other cities reveals three salient points. First, the use of a Geographic Information System (GIS) to house data is expanding rapidly as communities recognize the need for and value of tracking historic resources for preserva-

tion, city planning, environmental review, property management, and public information. Integrating historic resource data with other city data yields many advantages, the most important being that all departments will use the same historic resource data.

Motivated by the challenge of managing a dramatic increase in the number of resources that are meeting age requirements for historic resource eligibility, government agencies such as the Tallahassee-Leon County Planning Department are innovatively using GIS technology to manage and allow for quantitative analysis of their own historic resources. By integrating historic resource survey information into a common GIS, agencies can efficiently query and analyze tremendous amounts of data. This capability allows the consideration of the impact on historic resources as part of the preparation of transportation corridor studies, capital program budgets, competitive grant applications, disaster response planning, economic analysis for redevelopment, multidisciplinary studies, and the development of heritage tourism programming.

Second, cities in California are developing methods to survey and maintain information so that it will incorporate and respond to the provisions of their local ordinances, CEQA, the California Register of Historical Resources, Section 106 of the NHPA, and the National Register of Historic Places. It is critical that the stan-



standardization of survey methods and information management align with the various uses by diverse agencies.

The California OHP has worked closely with the cities of Ontario and Sacramento to develop a historic resources management system, California Historical Resources Inventory Database (CHRID). Although this model is not as fully integrated with other city data as will be necessary in Los Angeles and does not yet have a GIS interface, it provides a useful reference for developing standard historic preservation information and data fields for survey and environmental review purposes.

Finally, the functional quality of the survey and the resultant data are significantly enhanced by the professionalism with which the survey and ultimately the data are managed. Cities as diverse as San Francisco, Seattle, Denver, Chicago, and New York City have invested in their historic resource survey and preservation program staff and commissions to generate quality information and interagency collaboration.

## Summary

Most public agencies in Los Angeles work with historic resource information at least occasionally as part of program and project planning or when historic resources are affected by department actions or operations.

Whether engaging in preservation activities, working on community development projects, or conducting environmental reviews, all of these public agencies require the same essential information about historic resources. Many have developed their own processes for identifying, documenting, and recording historic resource data on an as-needed basis, though the data collected are not shared with other departments, nor have the data been linked with related property data for future use. The LAHRS will make complete, current, and accurate data on historic properties and districts readily accessible, as well as providing assurances that some sites are not historic, saving time and resources.

## Notes

1. *John Manavian and Catherine Barrier, pers. comm., February 16, 2005.*
2. *The secretary of the interior's standards are designed to guide proper rehabilitation of historic structures. See Weeks and Grimmer, The Secretary of the Interior's Standards for the Treatment of Historic Properties.*
3. *Figures provided by Hamid Behdad, Los Angeles Mayor's Office of Economic Development, e-newsletter, August 4, 2006, and pers. comm. with the author.*



*ZIMAS availability has totally changed our lives as planners. We get lots of calls on specific properties, and we can go to ZIMAS for the map, the report, and the summary of discretionary actions. We can get the customers the information they need immediately.*

— David Gay, Department of City Planning, conversation with the author, March 1, 2005

A well-designed and well-executed Los Angeles historic resource survey database could provide users with a single online source to access information about all of the city's historic resources. By entering a street address or clicking on an interactive map, the user could call up an account of the historic significance of a property, the name of the architect, and an explanation of the incentives and city permits associated with the property. Searches would also provide documentary data, including historic and current photographs, architectural and historic research, and comprehensive planning, zoning, and preservation information. Property owners, developers, investors, businesses, public agencies, planners, community organizations, and the public could freely access and use this valuable information for project planning, property investment, education, environmental reviews, and cultural tourism purposes (see chapters 4 and 5).

Some components of such a powerful resource are already in place. The Department of City Planning's Geographic Information System (GIS)-based Zoning Information and Map Access System (ZIMAS)—accessible at [zimas.lacity.org](http://zimas.lacity.org)—could prove to be a fundamental tool in managing historic resource information. Through ZIMAS, city agencies and the public have access to municipal property planning and zoning information, including basic historic resource data, on each of the 880,000 public and private property parcels in the city of Los Angeles. The city may be able to expand on the historic resource information available through ZIMAS to include more detailed accounts of each of the resources documented during the citywide survey process.

#### **GIS AND DATABASES: WHAT IS A GEOGRAPHIC INFORMATION SYSTEM?**

A GIS is a computer-based system designed to manage, retrieve, display, and analyze the complex data related to physical places such as neighborhoods, buildings, districts, and infrastructure. Information stored in these databases can be displayed on interactive maps and can be selected and displayed using colors or textures to highlight particular parcels or areas that share common characteristics. In some systems, clicking on highlighted areas calls up reports detailing database information associated with the location in question.

GIS is the primary tool used by most cities and by all states for infrastructure planning and for determining zoning designations. It is currently used in planning and in building-permit departments in most medium-size to large cities in the United States. GIS is also used extensively as a business tool for investigating markets, planning locations, and researching demographics. GIS technology can greatly enhance historic survey efforts. It allows for the storage and retrieval of enormous amounts of information in an easily comprehensible format and is a powerful tool for strategic planning and public education.

The development of a historic resource information management strategy must be one of the first priorities of the Los Angeles Historic Resource Survey (LAHRS). The information collected and the way it is gathered should be reflected in the ultimate display, maintenance, and uses of historic resource data. These processes should be designed to be complementary. Adequate technological support for the survey will involve expansion and enhancements to ZIMAS, and it will require development and implementation of plans to standardize, manage, and share data while ensuring quality control.

Using ZIMAS and the Department of City Planning's Web site, the city of Los Angeles can manage its historic resource information in a way that will stimulate historic preservation, property ownership and

maintenance, neighborhood conservation, business investment, and cultural tourism. Following are the key components of a historic resource information management program:

- An integrated, centralized data system that enables the management of municipal property information, including historic resource data
- Clear responsibility for the coordination and maintenance of the data with regular updates
- Contributions to and use of the system by different agencies and private individuals
- Clear content and technical specifications so that all data (current and future) are accurate and consistent with the planned system and can be easily incorporated and maintained
- Easy-to-access information for all users, including a searchable system
- A Web site that illuminates and highlights historic buildings and neighborhoods and provides information on the citywide survey, as well as incentives, techniques, research, and advice on historic preservation

## Management of Historic Resource Information in Los Angeles

After the city of Los Angeles consolidated its historic preservation programs and services within the Department of City Planning's Office of Historic Resources (OHR) in 2005, it began to unify historic resource data management and incorporate historic resource data into its centralized planning database. This made historic resource information for properties designated under local ordinances available on a parcel basis through ZIMAS. The department also offers information on preservation programs and services through its Web site at [cityplanning.lacity.org/](http://cityplanning.lacity.org/).

### The Department of City Planning GIS and ZIMAS

The Department of City Planning has automated its manual mapping processes and converted its 1,888 paper maps, formerly used to provide information at public counters, to digital data. One of the goals of the

GIS was to allow city agencies and the public to produce custom maps through a Web-based data access and display system. Completed in 1999, this enormous effort created ZIMAS, which provides high-quality mapping over the city of Los Angeles Intranet and the Internet. ZIMAS is used by land-use professionals and hundreds of city employees in many departments and has simplified work at the public counters by providing fast and accurate zoning data.

ZIMAS currently makes limited geographic, graphic, and text information on Los Angeles historic resources publicly available. For Los Angeles Historic-Cultural Monuments (HCMs), it provides a photograph, the monument number, the property name, and the location and date of listing, as well as links to special instructions to the city permitting staff, related preservation program and incentive information, and the most recent HCM listing report. For properties located within Historic Preservation Overlay Zones (HPOZs), ZIMAS provides a photograph of the property and indicates whether it is a contributing or noncontributing feature to the district, as well as links to the HPOZ boundary and survey maps; the HPOZ preservation plan, which defines the zone's character-defining features; and special instructions to permitting staff. ZIMAS has the capacity to store and display additional historic property details that could be used for survey data.

Incorporation of citywide historic resource survey information into ZIMAS would allow government officials, property owners, and investors to access this information in the course of performing their routine research. Owners and investors could easily identify potential sites for adaptive reuse, taking advantage of preservation incentives, and they could also determine in the planning stages whether a site has historic value.

The Department of City Planning is also incorporating information on Los Angeles properties and districts included in the California Historical Resources Inventory (HRI) into ZIMAS. The HRI includes properties and districts that have been identified and evaluated by the California Office of Historic Preservation (OHP) through one of its programs. This includes resources that are listed in or have been determined eligible for listing in the California Register of Historical Resources

## USES OF HISTORIC PROPERTY DATA IN ZIMAS BY THE CITY OF LOS ANGELES

City staff have access to an internal version of ZIMAS that includes more detailed information than is available to the general public. The site is accessed nearly four hundred times a day by city planners and by staff of other departments that use parcel and zoning information. For example, Department of Building and Safety staff members routinely use the system to determine if any special clearances, such as zoning variances, are needed when a property owner requests a building permit.

Within the Department of City Planning, ZIMAS is used extensively as a reference when preparing staff reports, answering inquiries, and preparing background research for exploratory meetings with developers and property owners. The department has found that ZIMAS can be a useful tool in tracking permit applications for designated historic properties and in keeping department staff and the Cultural Heritage Commission up to date on permit activity in HPOZs.

ZIMAS also allows the Department of City Planning to use historic resource classifications, increasing the quality of historic resource decision making. The department can, for example, overlay National Register Historic District information on the city's HPOZ data to compare boundaries and building evaluations and to ensure that significant structures are not overlooked.

GIS technology can yield other benefits in terms of long-term and strategic planning. Historic resource survey information stored in a GIS can be incorporated on a city or neighborhood map, quickly highlighting areas that may be potential historic districts or may be in need of other special attention in local planning. As the Los Angeles survey progresses, the Department of City Planning may incorporate such features into ZIMAS.



The Storer House (HCM #96). Constructed in 1923, the house is one of Frank Lloyd Wright's four Los Angeles area concrete "textile block" houses. It is listed at the local, state, and federal levels. A comprehensive historic resource database should contain information on each designation held by an individual property. Photo: Emile Askey.

and/or the National Register of Historic Places. In cases where a property possesses more than one listing—such as the Frank Lloyd Wright-designed Storer House, which is listed at the local, state, and federal levels—information on each designation will be reflected.

ZIMAS is heavily used by a range of government agencies as an information source for a wide array of planning and zoning data. In addition to information generated by the Department of City Planning, eleven city, county, state, and federal agencies—including the Community Redevelopment Agency (CRA), the Los Angeles County Assessor, the United States Census Bureau, and the Department of Housing and Urban Development (HUD)—provide information that is integrated into the system on a routine basis. The protocols guiding this interagency exchange of information may provide a template as the Department of City Planning assumes responsibility for maintaining and sharing historic resource data with other agencies.

The public uses ZIMAS at the average rate of two thousand visits a day. City planning department staff report that many visitors are attorneys, property owners, and prospective buyers or neighbors who are interested in looking up the zoning on a particular parcel. Easy-to-access GIS systems containing comprehensive information on historic resources can be used in the classroom to illustrate the patterns of development of

Los Angeles neighborhoods. They can also be used by researchers interested in the development of architectural styles, and by neighborhoods interested in learning more about community landmarks.

### **The Department of City Planning Web Site and Its Historic Preservation Component**

The Department of City Planning's Web site, accessible at [cityplanning.lacity.org/](http://cityplanning.lacity.org/), provides a range of information related to Los Angeles's historic preservation programs. The historic preservation component of the site provides information about the Cultural Heritage Commission and HPOZ ordinances, a summary of selected preservation incentives, and guidance through the department's nomination, review, and administrative procedures for owners and agencies. The Web site houses a listing of HCMs as well as structures and districts listed on the National and California Registers. Information is also posted on HPOZs, including district guidelines, preservation plans, and color-coded district maps that distinguish contributing from noncontributing parcels.

### **Key Standards, Requirements, and Specifications in Management of Historic Resource Data**

Although the Department of City Planning has already taken significant steps to incorporate historic resource data into its information management systems, serious consideration should be given to the integration and use of the wealth of information that will be generated by the citywide survey. Several key issues must be addressed for optimal management:

- The type of data system that will be used for this information
- Appearance of the user interface
- Data to be entered into the system
- Data entry and updating processes
- Coordination and maintenance of data
- How different agencies (local, state, and national) will share and use this data system
- How the public will use this system

### **Data System and User Interface**

Designers of the information management system for the LAHRS and the OHR will need to understand and anticipate the range of users and the scope, requirements, and flow of historic resource information. They will have to consider scenarios as diverse as field surveys conducted using digital cameras and handheld PCs loaded with evaluation guidelines; the review of survey data by city officials and the community; and use of data by department staff, other agencies, and the public. Appropriate technology, consistent data collection, easy user access, and ongoing management are key to each of these aspects of the survey. Designers of the data system will need to anticipate how each step of the process contributes to the next, how data and users might be linked to other resources, and how to anticipate future developments so that the system is constantly updated and receives the broadest possible use.

### **Establishing a Central Repository of Historic Resource Information**

Los Angeles should consider consolidating the existing historic resource databases maintained by other departments (see chapter 5) within ZIMAS in order to create a unified, universally integrated repository of all historic resource information data. At this time, ZIMAS is a valuable tool for professionals. It is accessible as the Web-based agency and public portal to property record data. ZIMAS may have the capacity to incorporate more extensive historic resource data, searches, and reporting. With modifications to create a more user-friendly historic resource component, survey data could be made easily available to a wide audience. With hardware and software enhancements, ZIMAS might be modified to perform the types of broad, flexible searches necessary to function as the sole repository of municipal historic resource information.

The city will also need to set standards for data recording and management so that field survey teams will record property information in a format compatible with city systems and survey standards. Hardware might include digital cameras and handheld PCs

*(continued on page 76)*

## THE IMPORTANCE OF UNITING HISTORIC RESOURCE DATA WITH OTHER PROPERTY INFORMATION

Uniting historic resource data with other property and land-use information is essential to its effective management. By integrating historic resource data into a centralized GIS, the city and all potential users would enjoy a range of benefits unobtainable in alternatives such as a “parallel” or “dispersed” GIS (see below). The long-term advantages of integrated use and the sustainability of such a robust system justify the planning and coordination necessary to implement it. The distinctions and benefits of a centralized GIS are important as investment in a historic resource information program is made.

### A Centralized GIS: Integrating Historic Resource Data with Land-Use Data

By combining resources and data, a centralized GIS creates a powerful tool for city government, for the public, and for businesses, providing the following advantages:

- GIS allows for a seamless integration of data on a city’s built environment from all sources within the city and state.
- Data are regularly updated for accuracy and reliability.
- All agencies and users make decisions based on the same information, regardless of its source. This is particularly valuable in project planning and review, and in regulatory review processes such as those required under CEQA.
- Historic resource data are part of the central database and cannot be overlooked during project reviews and approvals; they are especially valuable at the commencement of development plans.
- Historic resource data are easily accessible to a wide number of users (not just historic resource officials), creating awareness of their importance.
- The standardization of data protocols and specifications for use by all agencies ensures that all data produced by current and future surveys are consistent and usable by the overall information

system, thus eliminating duplicated survey time, expense, and energy.

- One agency is responsible for oversight, thereby promoting proper maintenance and quality control. The pooling of technical resources and talent into one responsible agency may reduce the overall budget for ongoing technical support.
- A centralized system amplifies the inherent value of a GIS in displaying various forms of information in a comparative environment, thereby allowing historic resource information to be paired with information from other sources (e.g., census data, tax assessor property data, building and safety permits).

### Challenges of a Centralized GIS

A centralized GIS does present some challenges, although these are outweighed by the many benefits. Such a system is somewhat more difficult and time consuming to implement than a separate system. Among the lessons learned from the development of a centralized GIS for Tallahassee–Leon County, Florida ([www.tlclgis.org/](http://www.tlclgis.org/)) are the following:

- It requires a strong commitment from senior officials to integrate historic resource data with other infrastructure, planning, and zoning data.
- Members of a centralized GIS technical staff require training and orientation in the specific requirements of integrating historic resource data to ensure that the system is useful to those who employ this information.
- Data entered into a comprehensive, centralized system take slightly longer to process than data entered into a separate, less complex system (such as a GIS dedicated solely to historic resources), as these data must meet the standards of the overall system.

However, as noted above, the broad utility, timeliness, and reliability of the data strongly recommend the investment in a centralized system.

## Use of a Parallel or Dispersed GIS for Historic Resource Data Management

Alternative approaches to the centralized GIS include a parallel GIS or a dispersed GIS for historic resource information management. Although these options offer an advantage in terms of a relatively quick and easy startup, they share a significant disadvantage in that interagency communication and data transfer concerning issues affecting historic resources can be difficult, inconsistent, or even nonexistent.

A parallel GIS for historic resources is completely separate from a city's primary infrastructure, planning, and zoning GIS system. Historic resource information is segregated from other property data and easily overlooked when land-use decisions are made. The city of Chicago implemented just such a parallel GIS for historic resource management ([www.cityofchicago.org/Landmarks/](http://www.cityofchicago.org/Landmarks/)). Chicago city officials have reported that the parallel approach isolated historic resource management from the city's decision-making processes and that the system is sometimes out of date.

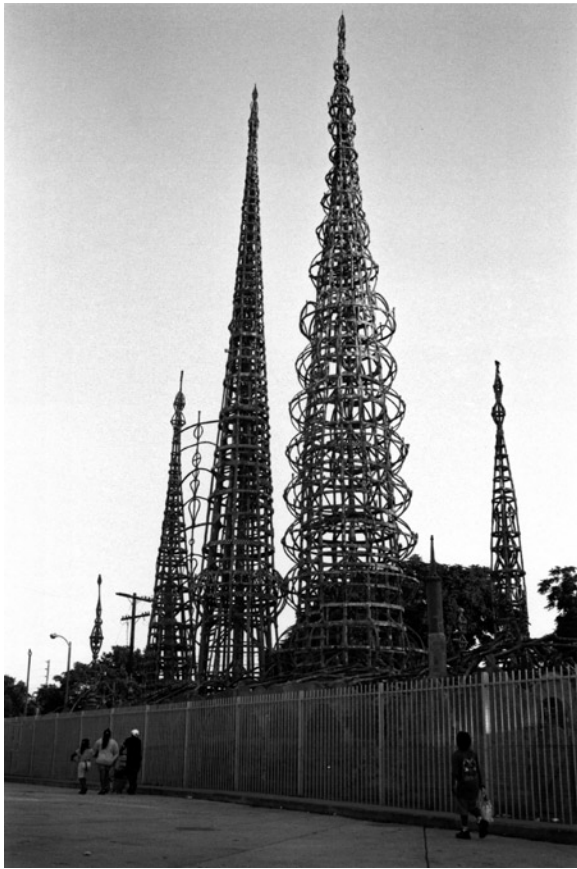
In the dispersed GIS approach, the historic resource GIS remains a completely separate information system with a more formalized communication and data transfer protocol with the city GIS. The most serious disadvantage of a dispersed and separate information system is that historic resources are not perceived by decision makers to be as crucial as other resources within the central information system. Prior to 2004, the city of Riverside used a dispersed approach, but in recognition of the related problems began to integrate its historic resource data into its central GIS that year ([olmsted.riverside.ca.gov/historic](http://olmsted.riverside.ca.gov/historic)).

preloaded with software and databases that will improve efficiency and help guide the evaluation process. This software can include a field GIS with listed historic resources identified by parcel, property construction date, and other historical information imported from the Los Angeles County Tax Assessor, and key survey forms and data specifications. The handheld PCs might also contain software to guide how significance is established, based on the historic context statement and criteria thresholds: a new *Field Guide to Survey Evaluation*. Using software wizards, questions aimed at refining assessments—for example, “Have windows been replaced?” or “Have additions been made?”—could be built into the software. Using technology to standardize application of the registration requirements, as well as data collection and entry, will contribute to consistency in resource evaluations and to overall survey efficiency.

Anticipated uses of the data and ease of access are central concerns in the development of the hardware, software, and data standards. One of the first steps in developing the information management system will be the consideration of data identification and requirements for the full range of potential users. System planners will need to define the data sought and how it will be treated in GIS and Web site contexts. For example, where ownership spans several parcels, as is the case at Santee Court in downtown Los Angeles, the GIS should define the parcel and spatial recognition features.

Among the most significant technological issues to be addressed are access to and the search capability of historic resource data. At this time, ZIMAS can be searched by address and a few other parameters, such as community plan area or assessor parcel number; however, it may be difficult for public users to navigate, and it does not allow for the aggregation of data. A more flexible search capability is essential to the full utilization of historic resource data. Ideally, system planners will provide a query and search application that allows for searches by a wide range of criteria and keywords, including architectural style, architect, age, and location. This would allow a user to search, say, for a listing of all of the Queen Anne-style houses in Lincoln





The Watts Towers (HCM #15). If a property is known by more than one name, as is the case with the Watts Towers—also known as the Towers of Simon Rodia—this information should also be reflected. A well-designed historic resource database integrates historic property information with other municipal property data, and includes a photograph, architectural and historic information, and associated incentives and reviews. Photo: John C. Lewis.

Heights. Such a system would also search for related names and property identifiers, so that a search for information on the “Watts Towers” would locate the monument listed as the “Towers of Simon Rodia.” The city will need to develop and test database search capabilities as part of the survey planning process.

## Recognizing the Value of a Historic Resources Web Site

Because of the broad potential use of information on historic properties and the widespread interest in the citywide survey and historic preservation, a focused means of accessing relevant data is desirable. The OHR is planning to make this a priority and is developing a new Web page as part of the larger Department of City Planning site. Investment in a comprehensive, easy-to-use municipal historic preservation site will provide a valuable way to convey clear, up-to-date information on Los Angeles’s historic properties and areas, preservation programs, OHR services and activities, and the progress of the citywide survey. A participative, interactive Web site component would allow the OHR to receive comments on key survey elements and findings and to encourage public contributions of information and research.

The OHR might look to other cities’ Web pages as models, such as the Seattle Department of Neighborhoods Historic Preservation Program ([www.seattle.gov/neighborhoods/preservation/](http://www.seattle.gov/neighborhoods/preservation/)), which clearly conveys a range of information about its historic resource survey. Tying the Web site integrally into Los Angeles’s historic resources database is of central importance.

## Data to Be Entered into the System

A significant component of planning for the LAHRS is determining what and how much information to gather on historically significant properties and districts and what portion of that information to include in the city’s historic resource database. Data identification will establish what information should be available for a wide range of searches and queries.

Information required to meet local, state, and federal guidelines for historic resources is provided on the state’s DPR 523 forms and has been further developed in the California Historical Resources Inventory Database (CHRID), the historic resources management system developed by the cities of Ontario and Sacramento in close collaboration with the OHP. This includes the property’s location, date of construction,

original builder, architect, current owner, changes made to the building over time, the historic context(s) in which the property is important, and classifications based on California Historical Resource Status Codes. Use of the MPS standard will further define what information will be gathered and, importantly, what will not. The citywide survey will also confirm and record information for resources that have already been determined to be significant. During the course of survey planning, the city will need to determine how much of this information will be included in its historic resources database.

Development of the data standards and specifications for historic resources will impact what and how information is gathered and incorporated in the database and on the Web site. It is important to consider the entire sequence of the survey, the end uses of the data, and what data need to be maintained. At present, the CHRID provides a valuable data framework to establish the scope of the property record and to allow users to produce key programs, forms, and reports necessary for environmental reviews, inclusion in the state HRI, property nomination forms, and Certified Local Government reports.

Consulting with other agencies and private sector users on what further information will be necessary to facilitate their work is an important aspect of developing the survey data requirements. Planning for the Web site, ZIMAS, and databases can ensure that the data can be queried, easily searched, and produced on a custom basis.

### **Responsibility for Data Entry, Coordination, and Maintenance**

Historic resource data input can follow the procedures already established by the Department of City Planning for other GIS data entry. The department has the technical staff and resources (software and hardware) to do so and has established systems for data development, maintenance, and GIS security. Currently, dedicated staff members input data sent by other agencies into the GIS database. The department might consider assigning responsibility for historic resource data input to one or

two individuals to ensure quality control during integration. The department may require additional staff and resources if it is to assume responsibility for entering and maintaining survey data.

### **Sharing and Managing Data between Local, State, and National Agencies**

Establishment of a single repository of historic resource information for the city of Los Angeles will require agreements between municipal agencies and with the California Office of Historic Preservation (OHP) to ensure that data standards and sharing protocols are clear and easy to manage. Using the data standards provided by the state through the DPR forms and the CHRID can ensure that data required for all reviews are obtained and properly recorded during the survey. Data standards related to the Los Angeles ordinances and reviews will need to be established. The data identifiers and requirements for other key users will need to be assessed and incorporated in the data requirements for the survey.

The Department of City Planning can establish ongoing processes with the California OHP so that the former is systematically notified following reviews and new registrations of Los Angeles properties in the California Register and the National Register. Several technical issues regarding the transfer of state HRI data to the city's database must be resolved before the transfer of data becomes routine:

- Address and parcel information must be corroborated to ensure that data derived from local, county, and state systems are in agreement with respect to the particular property parcel. The California HRI uses property addresses to identify historic resources. Records in the city of Los Angeles's GIS, however, are indexed and organized according to a variant of the Los Angeles County Assessor's Parcel Number (APN), known as a Parcel Information Number (PIN). Because different systems are used by different entities, these addresses often conflict, are missing, have incomplete address ranges, or lack complete information on the actual number of buildings or

units on a property and the addresses by which they are most commonly identified. A brief study conducted by the Getty Conservation Institute (GCI) indicates a disparity of approximately 20 percent between the property identification systems maintained by the city and the state.

- Individual buildings and resources on a property do not always correspond to individual parcels (as defined by PINs) and often span more than one parcel. Examples include the Hollywood Walk of Fame and the Hollywood sign on Mount Lee. Resolving these issues through clear protocols is essential to implementing a universally integrated GIS and to promoting interdepartmental data sharing within the city and with the California OHP.
- The California HRI lists properties located in some Los Angeles neighborhoods—North Hollywood, Van Nuys, Venice, and Woodland Hills, for example—as if they were other cities. Careful review of HRI listings will be necessary to ensure that all properties within the boundaries of Los Angeles are identified and confirmed as to location during the survey and that accurate APNs and PINs are provided.



The iconic Hollywood sign (HCM #111) on Mount Lee, an example of a historic structure that spans more than one individual property parcel. Not all historic resources correspond directly to individual parcels, and many span multiple parcels, complicating the transfer of historic resource data between the California OHR and the city. Photo: Emile Askey.

With the resolution of such issues, information on resources identified through state and federal programs can be appropriately incorporated in ZIMAS.

Development of content and data protocols and agreements that give the Department of City Planning regularly updated information from these sources will ensure that the city's historic resource information database remains accurate, current, and valuable to the city and the public. It is important for the Department of City Planning and the California OHP to plan for the smooth, systematic exchange of data and reports.

## Summary

Several components will need to be addressed in planning and expanding the systems for managing historic resource information. Los Angeles has a distinct advantage, however, in having a well-developed, well-managed GIS that is capable of integrating historic resource information. Decisions on content, the development of data standards, and establishment of sharing and exchange protocols with other agencies will be substantially assisted by work already under way at the Department of City Planning, at the OHP, and in other California cities. Expansion of information management systems, enhancements to ZIMAS, and further development of a citywide Web site will ensure that data on Los Angeles historic resources are accurate, timely, well maintained, and easily accessible.



## CHAPTER 7 Historic Preservation Incentives and the Survey

*There are 154 privately funded adaptive re-use and new construction projects [in downtown Los Angeles], with estimated total construction costs of \$8.7 billion. The economic impacts generated by these projects include: about 124,000 annual FTE (full-time-equivalent) jobs; earnings of \$5 billion in wages and salaries; and \$18.5 billion in total (direct and indirect) business revenues.*

— “Live, Work & Play Downtown L.A.,” LAEDC report, 2006, p. ii

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

— California OHP, *California Statewide Historic Preservation Plan*, 2006, p. 37

The economic activity in downtown Los Angeles, described in the extracts above, has been sparked in part by the availability of incentives that speed the development process and encourage high-quality preservation work. Historic properties may be eligible for tax, regulatory, and zoning incentives that can attract investment; facilitate the issuance of permits, reviews, and approvals for qualified historic preservation work; and expedite rehabilitation and adaptive reuse projects. The Los Angeles Historic Resource Survey (LAHRS) will identify the types of historically significant neighborhoods and buildings that might benefit from incentives.

The historic preservation incentives currently offered to Los Angeles property owners fall into two broad categories: regulatory and tax incentives. Two incentives are particularly valuable: the Mills Act Historical Property Contract Program and the Adaptive Reuse Ordinance (ARO). In addition, many investors in local historic commercial buildings have taken advantage of the Federal Historic Preservation Tax Incentives Program. Each of these incentives can facilitate the financing and maintenance of historic properties.

Historic preservation incentives are an essential component of a well-designed, comprehensive historic resource survey and preservation program. Property owners want to know what the incentives are, how they can be used, how accessible they are, and what the benefits are. In 2004, the Getty Conservation Institute (GCI) made such information available to owners of historic homes in the publication *Incentives for the Preservation and Rehabilitation of Historic Homes in the City of Los Angeles: A Guidebook for Homeowners* ([www.getty.edu/conservation/field\\_projects/lasurvey/lasurvey\\_publications.html](http://www.getty.edu/conservation/field_projects/lasurvey/lasurvey_publications.html)).

In planning and implementing the LAHRS, the Office of Historic Resources (OHR) might consider further publicizing the incentives that can be used by owners of designated historic properties.<sup>1</sup> By publicizing the availability of preservation and rehabilitation incentives, the OHR can generate community support for the survey, particularly among owners of previously unrecognized historic properties and neighborhoods that might benefit from existing incentives.

### Regulatory Incentives

#### The Los Angeles Adaptive Reuse Program

The Los Angeles ARO provides a simple but powerful set of incentives to encourage the conversion of historically significant and other older, economically distressed buildings to apartments and condominiums, live/work units, and hotel facilities by easing zoning, parking, and review requirements. From the program’s inception in 1999 to August of 2006, Los Angeles investors created more than eight thousand units of apartment and condominium housing through the rehabilitation and adaptive reuse of older buildings.

The ARO streamlines the process developers must follow to obtain project approval, resulting in substantial savings of time and money. The program features two components: a set of zoning incentives designed to facilitate the conversion of existing buildings to residential or hotel purposes, and flexibility in the approval and permitting process through fire- and life-safety provisions comparable to the California Historical Building

Code (CHBC). The city has assembled a team of key staff from various departments to facilitate the design, entitlement, plan check, permitting, construction, and inspection process of ARO projects.

The key to the success of the program is that it allows many buildings to proceed “by right” through the review and permit process, though appropriate reviews by the Cultural Heritage Commission or State Historic Preservation Officer are required if a building is listed or is taking advantage of other preservation incentives. Even with these reviews, the time saved by using the ARO can be considerable, allowing developers to save on substantial financing costs, taxes, fees, and other predevelopment expenses. Most developers redeploy these valuable investment dollars on rehabilitation work, leasing, and sales.

Although historic designation is not a program prerequisite, many of the most significant, previously underutilized historic commercial buildings in Los Angeles have been converted to productive use as apartments or condominiums. Award-winning projects include the Superior Oil Company Building, which was converted into the Standard Hotel, and the adaptive reuse of the former Subway Terminal Building as Metro 417, an apartment complex. Many buildings converted under the ARO have used other incentives, including the Mills Act Historical Property Contract Program and Federal Historic Preservation Tax Incentives Program.

Application of the ARO was initially limited to downtown Los Angeles, where it has produced dramatic results. As of September 2006, more than four thousand market-level and affordable apartments had been created. Another 4,025 were under construction, and more than three thousand were in the planning stages.<sup>2</sup> The ARO was expanded citywide in 2003, and currently, commercial properties and neighborhoods as diverse as Hollywood, San Pedro, Lincoln Heights, Koreatown, Central Avenue, Mid-Wilshire, and Chinatown are being revitalized under its provisions. The ordinance could serve as a model for structuring other incentive programs that streamline the application and permit process for historic properties and areas. The citywide historic resource survey will be an important factor in identifying other properties eligible for and meriting use of the ARO.



The Standard Hotel (HCM #686) in downtown Los Angeles. Conversion of the 1956 Superior Oil Company Building into the trend-setting Standard Hotel employed both a \$7.2 million Federal Rehabilitation Tax Credit and the Los Angeles ARO, reducing development time and costs, taxes, fees, and other development expenses. Property owners can rely on historic resource survey data to shape plans for their property, including the use of incentives. Photo: Emile Askey.

## DOWNTOWN HOUSING: THE IMPACT OF THE ADAPTIVE REUSE ORDINANCE

Since Los Angeles's ARO was passed in 1999, housing construction in downtown Los Angeles has increased tremendously.

2,500	Total downtown housing units before 1999
4,400	Housing units completed in adaptive reuse projects since the ordinance
4,025	Housing units under construction in adaptive reuse projects
10,925	Total downtown housing units 2006
3,900	Adaptive reuse housing units in planning and proposal stages

Source: PowerPoint presentation, Hamid Behdad, Mayor's Office of Economic Development, September 28, 2006.

## California Historical Building Code

The CHBC offers designated historic buildings an alternative to the general California Building Code and local building codes, which regulate new construction and the alteration of all buildings.<sup>3</sup> Use of the CHBC can help property owners preserve a building's historic fabric and character, can be a cost-effective means of renovating a building, and can reduce waste by allowing repair rather than replacement of building materials. The code is performance based: the use of any alternative methods is allowed on a case-by-case and item-by-item basis and must be reviewed and approved by the Los Angeles Department of Building and Safety. The restored Bradbury Building and many of the projects constructed under the ARO are examples of the successful application of the CHBC.

## Tax Incentives

### The Mills Act Historical Property Contract Program: Tax Reductions

Owners of designated historic properties in Los Angeles may be eligible to take advantage of the Mills Act Historical Property Contract Program, which is designed to encourage and assist in the preservation, rehabilitation, and maintenance of historic properties. The program provides potential property tax reductions for Historic-Cultural Monuments (HCMs) and for contributing structures within the city's Historic Preservation Overlay Zones (HPOZs).



Interior court of the Bradbury Building (HCM #6). Constructed in 1893, the Bradbury is the oldest extant commercial building in downtown Los Angeles. Its significant features include a dramatic interior court, ornamental iron railings, and open-cage elevators, features preserved through the application of the CHBC during a 1990s rehabilitation. Designated as a Los Angeles HCM in 1962, the Bradbury Building is also a National Historic Landmark. Photo: Security Pacific Collection/Los Angeles Public Library.

Under an agreement between the city of Los Angeles and the owner of a locally designated residential or commercial property, the Mills Act offers an annual property tax reduction that may range from 5 to more than 50 percent of the property's assessed valuation. This reduction exists for the duration of the contract, which is initially ten years and can continue in perpetuity if no action is taken to cancel. The contract self-renews each year on its anniversary date, creating a new ten-year agreement unless a notice of nonrenewal is filed. The contract provides a powerful economic benefit during ownership and may prove an attractive incentive to potential buyers. It remains in effect when the property is sold, so it is not reassessed at the current market value for property tax purposes. Instead, the new owner enjoys the lower, preexisting property tax rate.

In exchange for this tax reduction, the owner of the historic property agrees to rehabilitate and maintain the property's historically significant features for the duration of the contract and to allow a periodic inspection, typically conducted annually. Rehabilitation and maintenance standards are reasonable; work must follow the ten standards outlined in the Secretary of the Interior's standards for rehabilitation (see Weeks and Grimmer), the CHBC, and/or the city's seven Mills Act historic property maintenance standards. Each of these reinforces the importance of the conservation of the historic property and regular, high-quality maintenance.

A wide range of Los Angeles historic residential and commercial properties currently take advantage of Mills Act contract incentives. Between 1997, when the first contracts were issued, and 2006, 314 contracts were awarded, 211 for single-family homes and 103 for multifamily dwellings and commercial buildings. This represents only 23 percent of the program's annual \$1 million cap. About 75 percent of the properties are in the city's historic districts.



A house in the Angelino Heights HPOZ. Owners of designated historic properties can take advantage of significant property tax reductions after entering into a historical property contract. Through the Mills Act, the owner of this 1913 craftsman bungalow, a contributing feature in the Angelino Heights HPOZ, realized an annual property tax reduction of 51 percent, or a property tax savings of more than \$1,200 per year. Photo: John C. Lewis.

Investors in the nine historic garment-manufacturing buildings that comprise Santee Court, a mixed-use apartment, condo, and retail adaptive reuse development located in the fashion district of downtown Los Angeles, realized property tax reductions through the Mills Act in two ways. During the extensive renovation period, the property tax was reduced to zero. As the property was successfully leased, the tax assessment was set at a level equal to its "base-year" value, that is, the year of purchase. When the buildings were sold, the property had appreciated 100 percent over this base-year value. The new owners benefited greatly from the Mills Act as their tax rate is now set at 50 percent of the property value. This annual savings has been used to complete more rehabilitation work, including terra-cotta repair, ongoing repairs of the steel sash windows, and repair of the glass-block sidewalk.



## Federal Historic Preservation Tax Incentives Program: Investment Tax Credits

The Federal Historic Preservation Tax Incentives Program (commonly known as the Federal Rehabilitation Tax Credits), a partnership between the National Park Service and the Internal Revenue Service, in conjunction with State Historic Preservation Offices (SHPOs), encourages the preservation and substantial rehabilitation of income-producing certified historic buildings (buildings listed on or formally determined eligible for the National Register) and older, nonhistoric buildings (those that do not meet the certification requirements). The credit applies to multifamily rentals and to commercial, agricultural, and industrial buildings but not to owner-occupied housing. There are two types of tax credits: (1) the 20 percent credit that pro-

vides an income tax credit equal to 20 percent of the certified rehabilitation expenditures for certified historic structures; and (2) a 10 percent credit that applies to the substantial rehabilitation of a nonresidential, nonhistoric building constructed before 1936. Tax credits are frequently layered with other incentives such as the Mills Act and the ARO.

Between 1998 and 2006, the program was used for nearly sixty projects in Los Angeles, stimulating approximately \$500 million in rehabilitation work on historic commercial properties. The tax credit is especially attractive because qualified rehabilitation expenses can include planning and construction costs such as professional fees, rehabilitation of historical architectural features and structural components, introduction of new mechanical systems (e.g., elevators and escalators), and seismic retrofit expenses. Rehabilitation of historic structures of every period, size, style, and type has been put into motion. Among the projects that have employed Federal Rehabilitation Tax Credits are Hollywood's 1917 Mediterranean revival-style Hillview Apartments and downtown's Welton Becket-designed, mid-twentieth-century General Petroleum Company Building, which was converted into the Pegasus Apartments. Historic properties that have used the Federal Rehabilitation Tax Credits have been essential components in the revitalization of downtown, Hollywood, and other commercial areas.

Other state and federal tax credit programs, though not intended specifically for use with historic properties, can be successfully used in concert with the Federal Historic Preservation Tax Incentives in revitalizing and preserving historic structures. In a number of instances, the Federal Low-Income Housing Investment Tax Credit has been used in tandem with the Federal Rehabilitation Tax Credits to create affordable housing, as in the rehabilitation of the St. Andrews Bungalow Court in Hollywood and the Dunbar Hotel in South Los Angeles.



Santee Court (HCM #710 and #711). Under the Mills Act, the developers of Santee Court extensively rehabilitated the former M. J. McConnell Buildings—nine historic garment-manufacturing buildings—into a mixed-use development. Photo: Emile Askey.

Tax credits supply investment capital for a rehabilitation project. The credits are typically sold or syndicated to generate equity capital as part of the overall project financing. In addition to the General Petroleum Company Building (now the Pegasus Apartments), the owners of the Orpheum Theatre and Lofts, also located in downtown Los Angeles, partially financed their rehabilitation projects through the syndication of rehabilitation tax credits.



Views of St. Andrew's Bungalow Court in Hollywood before (above) and after rehabilitation. This 1996 award-winning rehabilitation employed the Federal Rehabilitation Tax Credits and the Federal Low-Income Housing Investment Tax Credit to generate important equity capital as part of overall project financing. The once-dilapidated complex, constructed in 1919, now provides special-needs housing. Photo (above): Courtesy of Richard Barron/Architects. Photo (below): John C. Lewis.



## Conservation Easements: Tax Deductions

A conservation easement is a private legal agreement between a qualified nonprofit historic preservation organization or government agency and the owner of a building that is listed individually on the National Register of Historic Places or that is a contributing structure in a National Register Historic District. The owner agrees that future modifications to certain portions of the property—generally the exterior—will meet historic preservation standards. In return, the owner qualifies for a onetime income tax deduction equal to the value of the easement, which is typically 10 to 15 percent of the property value for single-family residences and possibly higher for income-producing properties. An easement donation may also result in a lowered property tax rate after the property is reassessed with easement restrictions in place.

Locally, the Los Angeles Conservancy accepts conservation easements. As of April 2007, the conservancy held easements on twenty-one Los Angeles properties, including such well-known buildings as the 1926 Lloyd Wright-designed Sowden House in the Los Feliz area and the Spanish colonial revival-style El Capitan Theatre on Hollywood Boulevard, as well as more modest buildings that include the Victorian-style Innes and Haskins houses on Carroll Avenue in Angelino Heights. Because a conservation easement is recorded on the property deed, it remains in effect even when the property changes ownership, providing direct, enduring preservation protection and attractive tax advantages.

*(continued on page 88)*

## INCENTIVES FOR HISTORIC HOMES BY LEVEL OF HISTORIC DESIGNATION

This chart identifies programs that can be used to acquire or rehabilitate an older home. A few of these programs encourage good preservation practice and are available only for designated properties. Others are not specific to homes that have been officially recognized as historic. Incentives and their corresponding designation requirements are indicated by a •.

	National Register of Historic Places or contributing structure in a National Register Historic District	California Register of Historical Resources	Los Angeles HCM or contributing structure in an HPOZ	Historic home without an official designation
Mills Act Historical Property Contract			•	
Conservation easement	•			
California Historical Building Code	•	•	•	•*
Zoning incentives	•	•	•	
Film location	•	•	•	•
Renovation loans and mortgages	•	•	•	•
Reverse mortgages for seniors	•	•	•	•
Affordable mortgage products	•	•	•	•
Los Angeles Housing Department programs	•	•	•	•
Los Angeles Community Redevelopment Agency programs	•	•	•	•
State of California Department of Insurance Earthquake Grant Program	•	•	•	•

\*If it has been officially determined eligible for listing at the national, state, or local level.

## Potential for Additional Incentives in Los Angeles

A number of incentives designed for housing rehabilitation, code compliance, economic revitalization, and other purposes can and have been used to assist historic preservation work throughout the city. The sidebar on the previous page includes a summary of incentives available to homeowners. Though some of these programs are not specifically intended as preservation incentives, they recognize and support the rehabilitation of historic structures as an integral part of achieving their goals.

The LAHRS will provide the city with a picture of the range of its historic resources and will supply information needed to identify opportunities and challenges influencing the maintenance and rehabilitation of historic properties. As a result, the city may recognize additional actions that can be taken to reach its preservation goals, including the creation of new incentives.

Preservation incentive programs in other cities that appear to have a powerful effect include modest tax reductions, revolving loan funds, small matching grants for rehabilitation projects, design and technical assistance, and waivers of sales tax and building permit fees for historic properties. Such programs could serve as models for Los Angeles as the city expands its range of incentives. Even modest incentives for designated historic properties—which have a minor fiscal impact on the city and require little administrative time—can motivate property owners to renovate and maintain historic properties.

### Summary

Historic preservation incentives are an essential component of a comprehensive preservation planning and survey program. Access to incentives makes the acquisition and preservation, renovation, or adaptive reuse of historic buildings more attractive to investors and homeowners. The city of Los Angeles currently offers several valuable incentives, including the Mills Act Historical Property Contract Program and the ARO. Further incentives will stimulate interest in the preservation and



The Adams Residence (HCM #629) in Reseda. This modest house was designed by Lloyd Wright and constructed by the property owners over a period of years beginning in 1939. As a designated HCM, it could qualify for preservation incentives. Photo: John C. Lewis.

utilization of the city's historic building stock. A modest investment in a set of incentive programs that can be accessed through a clear process will aid the city in attaining its economic development and revitalization goals through historic preservation.

### Notes

1. Identification by the LAHRS will not automatically qualify the historic building for these incentives. The owner will submit a property-specific application to the appropriate government agency for review and approval.
2. Figures taken from a PowerPoint presentation by Hamid Behdad, Mayor's Office of Economic Development, September 28, 2006.
3. For further information, see the Division of the State Architect at [www.dsa.dgs.ca.gov/SHBSB/default.htm](http://www.dsa.dgs.ca.gov/SHBSB/default.htm).

*If we know what's historic in Los Angeles, then we can do a better job of preserving historic structures and avoid bruising political battles. The survey gives us a sustainable strategy for historic preservation.*

— Jack Weiss, Los Angeles City Councilman<sup>1</sup>

Estimating the costs of each phase of the Los Angeles Historic Resource Survey (LAHRS) will help to determine priorities and to prepare a budget. Like the survey itself, the budget can be structured in two phases: survey initiation and survey implementation. Each will have its own cost requirements.

The first phase, survey initiation, will involve establishing the survey infrastructure. The primary expenditures include the following:

- Preparing the citywide historic context statement
- Preparing the *Field Guide to Survey Evaluation*, a survey standards and methodology guide
- Structuring the city's Geographic Information System (GIS) and databases to incorporate historic resource information
- Developing interdepartmental protocols and authority
- Developing a searchable, public historic resource Web site
- Arranging for necessary computer equipment and supplies
- Preparing public information materials and presentations
- Hiring pilot survey contractors and completing up to three pilot surveys designed to test and resolve survey methods, determine the efficacy of community engagement efforts, and evaluate information management protocols

Once the infrastructure is established and tested, the second phase, survey implementation, will entail managing the survey, administering and maintaining historic resource data, formally reviewing survey findings, and incorporating historic resource information in city records, GIS and Web site databases, and departmental plans.

Historic resource survey consulting firms hired by the city and supervised by city staff will conduct the survey. During implementation, the bulk of the costs will stem from the field survey work conducted by these firms. The primary costs are described below:

- Field surveys completed by historic resource survey consulting firms
- Survey communication materials and community outreach
- Final review of findings and data for consistency
- GIS, Web site, and data management
- Expenses related to the Historic Resource Survey Review Committee
- Publications related to the survey

Typically, personnel, management, and administrative costs for a citywide survey entail the following:

- Department head/survey director
- Deputy director/survey specialist
- GIS manager
- GIS technician
- Web manager
- Technical and administrative support
- Historic resource survey review committee

Municipal personnel costs will include city personnel working on the project. Costs are based on civil service titles, historic resource survey experience, and percentage of time spent on the project, as well as other criteria. In the case of the Office of Historic Resources (OHR), for example, the director will necessarily devote only a percentage of time to the survey. Similarly, within the Department of City Planning, the Zoning Information and Map Access System (ZIMAS) and the Mapping Division may support some GIS work. The department does not currently have a dedicated Web manager or Web master who could provide support for activities related to the survey.

Most cities allocate municipal funds over time to develop, maintain, and update historic resource surveys, which are recognized as a vital component of their preservation, planning, and development programs. Cities in California that qualify as Certified Local Governments (CLGs) can apply for modest matching grants from the State Historic Preservation Offices

(continued on page 91)

## CERTIFIED LOCAL GOVERNMENT (CLG) GRANTS

The CLG program is a National Park Service program in partnership with state governments. To be eligible to participate, local governments must meet standards related to the operation of their preservation programs and the professional qualifications of the members of their historic resource commissions. In April 2007, Los Angeles became the fifty-third California municipality certified as a CLG. Cities participating in the program are eligible for grant funding, specialized technical assistance, and enhanced participation in reviews for some federal preservation programs, such as the National Register of Historic Places.

CLG grants have traditionally targeted planning efforts. Between the 1999–2000 and 2004–5 program years, twenty-three California cities received CLG grants to conduct local historic resource surveys. Of these, Riverside, Sacramento, and Ontario used CLG funds to develop databases to maintain historic resource inventories. The county of San Diego received grant funding to develop a GIS to display historic resource data.

The city of Riverside has received CLG grants for five projects: developing a state-of-the-art database cataloging its historic resources and making that inventory available on the Web, developing a preservation plan for the city, and funding three architectural surveys of historic neighborhoods. Riverside's historic resource database has combined information gathered from more than twenty-five years of historic resource surveys with data from more than ten thousand surveyed parcels and made this information available to all of its city agencies. Its Web presence allows public access to the city's historic resource information. The citywide preservation plan, now part of Riverside's general plan, has allowed city preservation staff to prioritize preservation projects and goals, such as maintaining and expanding an accessible historic resource inventory. CLG grants also funded architectural surveys that defined three new historic districts in the city's historic resource inventory. Grant funds received by Riverside through the program have totaled \$98,000 and were used primarily for con-

sultant fees. The city provided a 40 percent match in staff time and overhead.

The city of San Francisco is currently conducting a phased citywide historic resource survey. For the past five years, the city has received grants totaling \$90,000, averaging about 30 percent of the total project costs. These grants have been used to pay a portion of the salaries of city staff members involved in the survey process. So far, staff members paid with CLG grants have completed intensive surveys of local historic districts encompassing more than 750 sites.

As a CLG since April 2007, the city of Los Angeles is now eligible to apply for CLG grants to assist with survey-related costs.



Los Angeles City Hall (HCM #150), a significant civic asset and an iconic symbol of the city itself. Nearly half the California cities that participate in the CLG program have received small matching grants to conduct local historic resource surveys. Los Angeles was designated a CLG in April 2007 and is now eligible to apply for such grants. Photo: Emile Askey.

(SHPOs). CLG grants have been used as seed money for historic resource surveys and to develop historic resource data management systems.

In Los Angeles, the citywide survey will be funded through a collaborative agreement between the city and the J. Paul Getty Trust, wherein each entity will contribute funding and services toward completion of the survey. The city will be responsible for funding, managing, and making use of the survey results. The Getty Foundation has provided a matching grant over a five-year period, and the Getty Conservation Institute (GCI) has offered to continue to provide technical and advisory services. For the projected LAHRS budget, see the sidebar at right.

The budget for these costs is highly dependent on a number of factors, including size of the city and scope of the survey, utility of previously completed historic contexts and historic resource surveys, availability of

## THE LAHRS BUDGET: 5-YEAR PROJECTION

### Initiation Phase (2 Years)

Year 1	Staff	249,500
	Information Management	75,000
	Survey Outreach	15,000
	Pilot Survey Contractors	100,000
	<b>Year 1 Total</b>	<b>439,500</b>
Year 2	Staff	249,500
	Information Management	75,000
	Survey Outreach	15,000
	Pilot Survey Contractors	100,000
	<b>Year 2 Total</b>	<b>439,500</b>
<b>Total Initiation Phase</b>		<b>\$ 879,000</b>

### Implementation Phase (3 Years)

Per Year for Years 3–5		
	Staff	237,500
	Survey Outreach	15,000
	Survey Contractors	1,200,000
	<b>Per Year Total</b>	<b>\$1,452,500</b>
<b>Total Implementation Phase</b>		<b>\$4,357,500</b>
<b>SurveyLA Total</b>		<b>\$5,236,500</b>

research on the built environment, and strength of the staff and technological infrastructure. In addition to the findings concerning historic resources and the methods associated with a citywide historic resource survey, the LAHRS will arrive at conclusions concerning the time, cost, and staffing of a citywide survey that will prove valuable to a range of other communities.

## Notes

- 1. These remarks were made by Councilman Weiss on August 9, 2005, when the Los Angeles City Council approved the Los Angeles Historic Resource Survey and Collaborative Agreement with the J. Paul Getty Trust, ensuring funding for a comprehensive citywide historic resource survey.*



## APPENDIX A Summary of Historic Preservation Programs, Agencies, and Organizations

Federal, state, and local laws provide for the identification and designation of historic resources in Los Angeles, and government agencies at each level are charged with administering preservation-related mandates, incentives, and programs. Understanding and employing these programs in a positive, coordinated, and proactive manner will provide Los Angeles with significant benefits and inform the decisions of government, property owners, and investors. The Los Angeles Historic Resource Survey (LAHRS) will provide essential information to administer these programs positively and effectively. This summary lists the preservation programs, agencies, and organizations that administer programs and services related to the survey.

### HISTORIC RESOURCES IN THE CITY OF LOS ANGELES, DECEMBER 2006<sup>1</sup>

<b>Federal level</b>	<i>National Register of Historic Places</i>	
	Properties listed in National Register	139
	Districts listed in National Register	14
	National Historic Landmarks	8
	National Historic Landmark Districts	1
<b>State level</b>	<i>California Register of Historical Resources</i>	
	Properties listed in the California Register	989
	Properties designated as California Historical Landmarks	34
<b>Local level</b>	<i>Historic-Cultural Monuments and Historic Preservation Overlay Zones</i>	
	Properties designated as Historic-Cultural Monuments	840
	Designated Historic Preservation Overlay Zones	22

This table identifies the number of properties and districts listed in the local, state, and national registers (the data are drawn from the Los Angeles Office of Historic Resources and the California Historic Resource Inventory) and is based on information provided by the Office of Historic Resources in December 2006. As a result of the citywide survey, information on surveyed and listed historic properties will be accessible in ZIMAS, the city's Web-based geographic information system ([zimas.lacity.org](http://zimas.lacity.org)).

## Preservation at the National Level

### Federal Preservation Statutes

The National Historic Preservation Act of 1966 (NHPA) established the National Register of Historic Places to identify properties and districts of architectural, historical, engineering, or archaeological significance at the local, state, or national level, and the National Historic Landmarks Program to recognize properties of exceptional significance to the nation. Selection of properties and districts for inclusion in the National Register is based on federal regulations that codify the listing criteria, including specific types of significance, physical integrity, and age.<sup>2</sup> National Register Historic Districts in Los Angeles include the Broadway Theater and Commercial District and the Venice Canal Historic District. Among the properties listed on the National Register are the Ralph J. Bunche House, Angel's Flight, and the Pellissier Building (Wiltern Theatre) ([www.nr.nps.gov/nr/about.htm](http://www.nr.nps.gov/nr/about.htm)).

Any federal undertaking that may affect National Register-listed properties is subject to review in order to consider and mitigate potential negative impacts under Section 106 of the NHPA and the National Environmental Policy Act of 1969.

### Federal Agencies and Programs

The U.S. Department of the Interior's National Park Service (NPS) administers the National Register of Historic Places and National Historic Landmarks Program. The NPS works in partnership with the fifty State Historic Preservation Offices (SHPOs) (in California, the Office of Historic Preservation [OHP]), as well as with tribal preservation offices and the president's Advisory Council on Historic Preservation. The State Historic Preservation Officer is officially responsible for administering state preservation programs and working with federal preservation programs.

The Department of the Interior and the NPS have prepared extensive guidance concerning historic preservation activities. Standards, guidelines, and technical documents address the evaluation of resources using the National Register criteria, the implementation of local

historic resource surveys, the rehabilitation and restoration of historic properties, and qualification standards for historic preservation practitioners. This guidance serves as the professionally accepted standard for historic preservation practice ([www.nps.gov/history/hps/tps/tpscat.htm](http://www.nps.gov/history/hps/tps/tpscat.htm)).

Resources listed in or eligible for the National Register may qualify for regulatory and financial incentives, including Federal Rehabilitation Tax Credits for historic commercial buildings. In California, these may also qualify for application of the California Historical Building Code (CHBC). Owners of National Register-listed properties may also receive federal tax deductions for the donation of preservation easements.

The NPS, in concert with the states, established the Certified Local Government (CLG) program to strengthen federal, state, and local partnerships in historic preservation. CLG communities receive training and technical assistance and work in collaboration with state and federal agencies on preservation planning matters. As of April 2007, fifty-three California local governments are CLGs, including the cities of San Francisco, San Diego, Sacramento, and Los Angeles.

### **National Nonprofit Preservation Organizations**

The National Trust for Historic Preservation is a nonprofit, membership-based organization with the mission of providing leadership, education, and advocacy for the preservation of historic resources. The trust has regional offices, including one in San Francisco, that provide a wide range of advisory and financial assistance programs to help public and private preservation efforts at the state and local levels ([www.nationaltrust.org](http://www.nationaltrust.org)).

## **Preservation at the State Level**

### **California Preservation Statutes**

The state of California identifies and designates cultural resources primarily through the California Register of Historical Resources. The California Register's eligibility criteria are based directly on National Register criteria. California has two other designation programs:

California Historical Landmarks and California Points of Historical Interest. All California properties listed in or formally determined to be eligible for listing in the National Register, and all California Historical Landmarks numbered 770 and higher, are automatically listed in the California Register. California Points of Historical Interest may be included on recommendation by the State Historical Resources Commission. Properties can also be nominated directly to the California Register.<sup>3</sup> Los Angeles properties listed in the California Register include Mission San Fernando Rey de España and the Will Rogers Western Ranch House.

The California Environmental Quality Act (CEQA) is the state's principal statute providing a mechanism for the environmental assessment of projects.<sup>4</sup> Like the National Environmental Policy Act and Section 106 of the NHPA, CEQA requires the assessment of impact on cultural resources, but it applies specifically to the actions of state and local agencies, as opposed to federal agencies. CEQA is also applicable to projects undertaken by private parties that require discretionary approval from government agencies (see chapter 5).

### **California Agencies and Programs**

The California Office of Historic Preservation (OHP)—the state agency primarily responsible for administration of California's state historic preservation program—is directed by the State Historic Preservation Officer. The State Historical Resources Commission, a nine-member review board appointed by the governor, has the primary responsibility for reviewing applications for listing historic and archaeological resources on the National Register and the California Register and for approving local historic resource surveys.

The OHP has developed standards and forms for identifying California's historically significant resources and districts that are based largely on National Register guidance and the California Historical Resource Status Codes (see chapter 3).<sup>5</sup> The OHP maintains information on significant historic resources identified and evaluated through one of the programs that the OHP administers under the NHPA or the California Public Resources Code in California in the California Historical Resources Inventory (HRI). Although the HRI includes

information on more than 200,000 resources, it is not a comprehensive listing of all historic resources in the state. Information on resources in the HRI is currently available through the twelve regional information centers of the California Historical Resources Information System (CHRIS) ([www.ohp.parks.ca.gov/](http://www.ohp.parks.ca.gov/)).<sup>6</sup>

### **California Nonprofit Preservation Organizations**

The California Preservation Foundation is California's statewide, nonprofit, historic preservation education, advocacy, and membership organization. The foundation sponsors conferences and seminars, provides technical assistance, and supports preservation efforts through public policy advocacy throughout the state ([www.californiapreservation.org/](http://www.californiapreservation.org/)).

### **Preservation at the Local Level**

For more detailed information on uses of historic resource information by local public agencies and on administration of the city's historic preservation ordinances, please see chapter 5.

### **Los Angeles Preservation Ordinances**

The city of Los Angeles identifies historic resources in two ways: as individual landmarks known as Historic-Cultural Monuments (HCMs) and as Historic Preservation Overlay Zones (HPOZs), which are analogous to historic districts in other cities. The Los Angeles Cultural Heritage Ordinance provides for the designation of sites (including significant trees or plant life), buildings, and structures of historic, cultural, and architectural significance to the city as HCMs.<sup>7</sup> This broad definition has allowed the city to designate a wide range of residential, commercial, and public properties, from the Frank Lloyd Wright-designed Sturges House in Brentwood, to the Chinatown Gates and the Lincoln Heights Library.

The HPOZ Ordinance provides for the establishment of preservation zones within areas of the city having historic, architectural, cultural, or aesthetic significance.<sup>8</sup> The ordinance mandates that historic

resource surveys be carried out in order to propose boundaries of potential HPOZs and to identify contributing and noncontributing resources located within those boundaries—information that is needed in the HPOZ nomination process. The survey information would be used extensively in administering the HPOZ, providing information on the history and character-defining features of the zone and the significant aspects of contributing resources. The majority of properties within an HPOZ must be determined to be contributing features, which may include structures, landscaping, natural features, and sites. HPOZs represent the architectural and cultural diversity of Los Angeles, with examples as varied as the Van Nuys, Pico-Union, and Carthay Circle HPOZs.

### **Los Angeles Agencies and Programs**

More than fifteen agencies within the city of Los Angeles require historic resource data to administer programs, plan projects, and fulfill the requirements of the two Los Angeles historic preservation ordinances and state and federal programs (see chapter 5). The two agencies with the greatest responsibilities for historic resources are the Department of City Planning and the Department of Building and Safety.

#### **Department of City Planning and Office of Historic Resources**

The Los Angeles Department of City Planning and its Office of Historic Resources (OHR) administer the municipal preservation ordinances, advise city departments, and assist the public on historic preservation matters. The OHR is responsible for the bulk of the municipal preservation program, including administration of the Cultural Heritage Ordinance and management of the HCM Program, implementation of the Mills Act Historical Property Contract Program, direction of the citywide historic resource survey, and supervision of municipally maintained historic resource data. The OHR works closely with other agencies in fulfilling their preservation responsibilities within the city, while also serving as the primary point of contact for community members on preservation issues.

The Department of City Planning is charged with identifying and assessing potential HPOZs, managing the HPOZ nomination process, and implementing the HPOZ Ordinance within designated HPOZs. The department also manages the city's planning and zoning property data through the GIS-based Zoning Information and Map Access System (ZIMAS).

### Department of Building and Safety

The Department of Building and Safety, which is responsible for administering the city's building and safety codes, also plays an important role in preservation-related activities. It serves as the first contact point for property owners who are planning significant changes to buildings and are applying for permits. The department is responsible for administering the California Historical Building Code (CHBC) and flags historic properties for appropriate review prior to the issuance of any building permit.

### Los Angeles Nonprofit Preservation Organizations and Educational Institutions

Several community-based organizations are engaged in preservation-related activities in Los Angeles. The most prominent is the Los Angeles Conservancy ([www.laconservancy.org](http://www.laconservancy.org)), which represents more than eight thousand households and is one of the largest membership-based local historic preservation organizations in the United States. The conservancy's mission focuses on advocacy and education. Its activities include community outreach programs that promote awareness of the city's architectural resources through tours and events. Other local citywide preservation organizations include the HPOZ Alliance, an organization composed of members of the HPOZ boards. The mission of the alliance is to exchange information between HPOZ boards and between the boards and the city.

Several Los Angeles neighborhoods have formed local preservation groups, such as the Highland Park Heritage Trust, West Adams Heritage Association, and Hollywood Heritage. Other neighborhood historical societies and neighborhood associations, including the Wilmington Historical Society, Lincoln Heights

Historical Society, Windsor Square Association, and Los Feliz Improvement Association, also pursue historic preservation.

The University of Southern California's School of Architecture serves as a local resource for the training of preservation professionals. USC offers both a master's degree and a graduate certificate program in historic preservation.

### Notes

1. *Historic resources may be listed at more than one level of government. For example, the National Register districts of Carroll Avenue, Saint James Park, and Van Buren Place are located within the boundaries of Los Angeles HPOZs.*
2. *Code of Federal Regulations. Title 36: Parks, Forests, and Public Property. Chapter 1: National Park Service, Department of the Interior. Part 60: National Register of Historic Places.*
3. *For a thorough overview of California state law as it applies to historic preservation, see California Office of Historic Preservation, California State Law and Historic Preservation; California Register criteria are codified in California Code of Regulations, Title 14: Natural Resources. Division 3: Department of Parks and Recreation. Chapter 11.5: California Register of Historic Places. Sections 4850–58.*
4. *California Public Resources Code, Division 13, Chapter 2.6, Section 21084.1, is the section of the CEQA statute relating to historical resources.*
5. *California Office of Historic Preservation, Instructions for Recording Historical Resources.*
6. *The South Central Coastal Information Center in Fullerton maintains historic resource information for the counties of Los Angeles, Ventura, and Orange.*
7. *Los Angeles Administrative Code. Division 22: Departments, Bureaus and Agencies Under the Control of the Mayor and Council. Chapter 9: Department of City Planning. Article 1: Cultural Heritage Commission. Section 22.171.7: Definition of Monument. Added by ord. no. 178,402 (April 2, 2007).*
8. *Los Angeles Municipal Code. Chapter 1: General Provisions. Article 2: Specific Planning. Section 12.20.3: "HP" Historic Preservation Overlay Zone. Amended by ord. no. 175,891 (May 12, 2004).*

## APPENDIX B California Historical Resource Status Codes

These codes were developed by the California State Parks Office of Historic Preservation as a system of classifying and coding significant resources for listing in the California Register of Historical Resources. They are available online at [ohp.parks.ca.gov/?page\\_id=1069](http://ohp.parks.ca.gov/?page_id=1069).

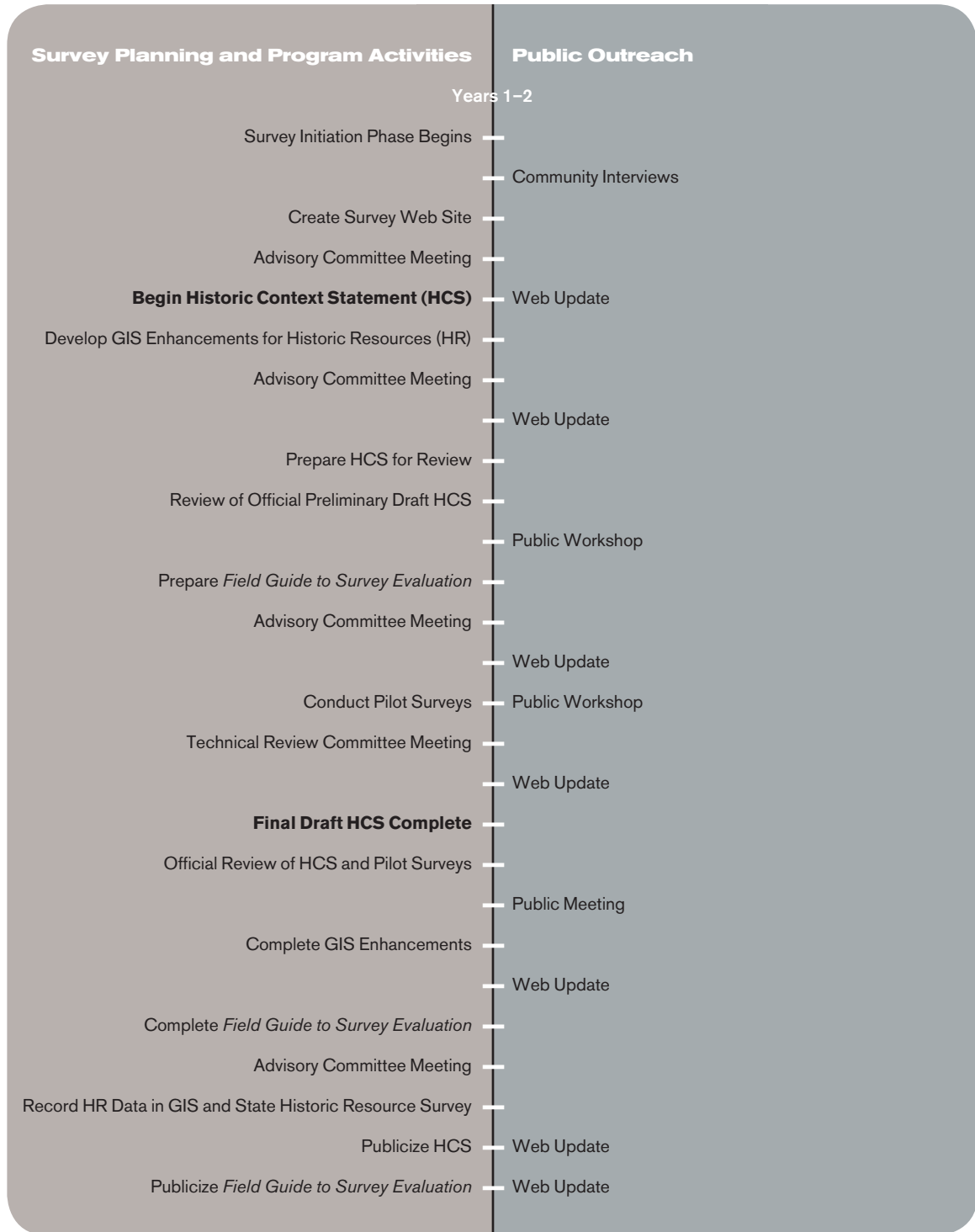
### California Historical Resource Status Codes

<b>1 Properties listed in the National Register (NR) or the California Register (CR)</b>	
1D	Contributor to a district or multiple resource property listed in NR by the Keeper. Listed in the CR.
1S	Individual property listed in NR by the Keeper. Listed in the CR.
1CD	Listed in the CR as a contributor to a district or multiple resource property by the SHRC
1CS	Listed in the CR as individual property by the SHRC.
1CL	Automatically listed in the California Register – Includes State Historical Landmarks 770 and above and Points of Historical Interest nominated after December 1997 and recommended for listing by the SHRC.
<b>2 Properties determined eligible for listing in the National Register (NR) or the California Register (CR)</b>	
2B	Determined eligible for NR as an individual property and as a contributor to an eligible district in a federal regulatory process. Listed in the CR.
2D	Contributor to a district determined eligible for NR by the Keeper. Listed in the CR.
2D2	Contributor to a district determined eligible for NR by consensus through Section 106 process. Listed in the CR.
2D3	Contributor to a district determined eligible for NR by Part I Tax Certification. Listed in the CR.
2D4	Contributor to a district determined eligible for NR pursuant to Section 106 without review by SHPO. Listed in the CR.
2S	Individual property determined eligible for NR by the Keeper. Listed in the CR.
2S2	Individual property determined eligible for NR by a consensus through Section 106 process. Listed in the CR.
2S3	Individual property determined eligible for NR by Part I Tax Certification. Listed in the CR.
2S4	Individual property determined eligible for NR pursuant to Section 106 without review by SHPO. Listed in the CR.
2CB	Determined eligible for CR as an individual property and as a contributor to an eligible district by the SHRC.
2CD	Contributor to a district determined eligible for listing in the CR by the SHRC.
2CS	Individual property determined eligible for listing in the CR by the SHRC.
<b>3 Appears eligible for National Register (NR) or California Register (CR) through Survey Evaluation</b>	
3B	Appears eligible for NR both individually and as a contributor to a NR eligible district through survey evaluation.
3D	Appears eligible for NR as a contributor to a NR eligible district through survey evaluation.
3S	Appears eligible for NR as an individual property through survey evaluation.
3CB	Appears eligible for CR both individually and as a contributor to a CR eligible district through a survey evaluation.
3CD	Appears eligible for CR as a contributor to a CR eligible district through a survey evaluation.
3CS	Appears eligible for CR as an individual property through survey evaluation.
<b>4 Appears eligible for National Register (NR) or California Register (CR) through other evaluation</b>	
4CM	Master List - State Owned Properties – PRC §5024.
<b>5 Properties Recognized as Historically Significant by Local Government</b>	
5D1	Contributor to a district that is listed or designated locally.
5D2	Contributor to a district that is eligible for local listing or designation.
5D3	Appears to be a contributor to a district that appears eligible for local listing or designation through survey evaluation.
5S1	Individual property that is listed or designated locally.
5S2	Individual property that is eligible for local listing or designation.
5S3	Appears to be individually eligible for local listing or designation through survey evaluation.
5B	Locally significant both individually (listed, eligible, or appears eligible) and as a contributor to a district that is locally listed, designated, determined eligible or appears eligible through survey evaluation.
<b>6 Not Eligible for Listing or Designation as specified</b>	
6C	Determined ineligible for or removed from California Register by SHRC.
6J	Landmarks or Points of Interest found ineligible for designation by SHRC.
6L	Determined ineligible for local listing or designation through local government review process; may warrant special consideration in local planning.
6T	Determined ineligible for NR through Part I Tax Certification process.
6U	Determined ineligible for NR pursuant to Section 106 without review by SHPO.
6W	Removed from NR by the Keeper.
6X	Determined ineligible for the NR by SHRC or Keeper.
6Y	Determined ineligible for NR by consensus through Section 106 process – Not evaluated for CR or Local Listing.
6Z	Found ineligible for NR, CR or Local designation through survey evaluation.
<b>7 Not Evaluated for National Register (NR) or California Register (CR) or Needs Reevaluation</b>	
7J	Received by OHP for evaluation or action but not yet evaluated.
7K	Resubmitted to OHP for action but not reevaluated.
7L	State Historical Landmarks 1-769 and Points of Historical Interest designated prior to January 1998 – Needs to be reevaluated using current standards.
7M	Submitted to OHP but not evaluated - referred to NPS.
7N	Needs to be reevaluated (Formerly NR Status Code 4)
7N1	Needs to be reevaluated (Formerly NR SC4) – may become eligible for NR w/restoration or when meets other specific conditions.
7R	Identified in Reconnaissance Level Survey: Not evaluated.
7W	Submitted to OHP for action – withdrawn.

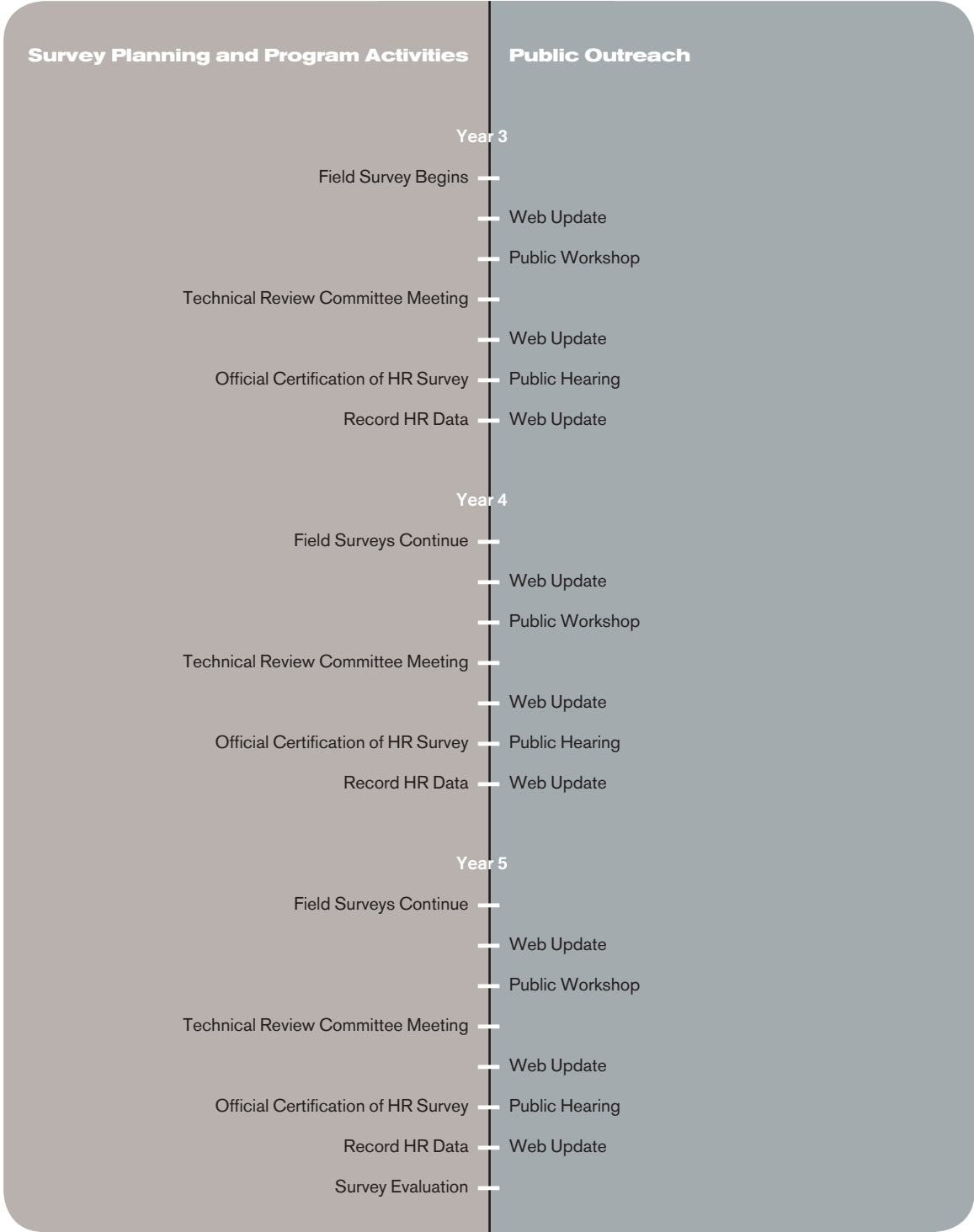
12/8/2003

APPENDIX C **Sample Citywide Survey Time Line**

Phase 1: Survey Initiation (2-Year Period)



Phase 2: Survey Implementation (3-Year Period\*)



\*Begins in third year of survey project

APPENDIX D **Primary Record; Building, Structure, and Object Record; and District Record Forms, California State Parks Office of Historic Preservation**

Primary record form 523A from the California State Parks Office of Historic Preservation. Available online at [ohp.parks.ca.gov/?page\\_id=1069](http://ohp.parks.ca.gov/?page_id=1069).

State of California The Resources Agency DEPARTMENT OF PARKS AND RECREATION <b>PRIMARY RECORD</b>	Primary # _____ HRI # _____ Trinomial _____ <b>NRHP Status Code</b> _____
	Other Listings _____ Review Code _____ Reviewer _____ Date _____

Page \_\_\_\_\_ of \_\_\_\_\_ \*Resource Name or #: (Assigned by recorder) \_\_\_\_\_

P1. Other Identifier: \_\_\_\_\_

\*P2. Location:  Not for Publication  Unrestricted

\*a. County \_\_\_\_\_ and (P2c, P2e, and P2b or P2d. Attach a Location Map as necessary.)

\*b. USGS 7.5' Quad \_\_\_\_\_ Date \_\_\_\_\_ T \_\_\_\_\_; R \_\_\_\_\_; \_\_\_\_\_ of \_\_\_\_\_ of Sec \_\_\_\_\_; \_\_\_\_\_ B.M.

c. Address \_\_\_\_\_ City \_\_\_\_\_ Zip \_\_\_\_\_

d. UTM: (Give more than one for large and/or linear resources) Zone \_\_\_\_\_, \_\_\_\_\_ mE/ \_\_\_\_\_ mN

e. Other Locational Data: (e.g., parcel #, directions to resource, elevation, etc., as appropriate) \_\_\_\_\_

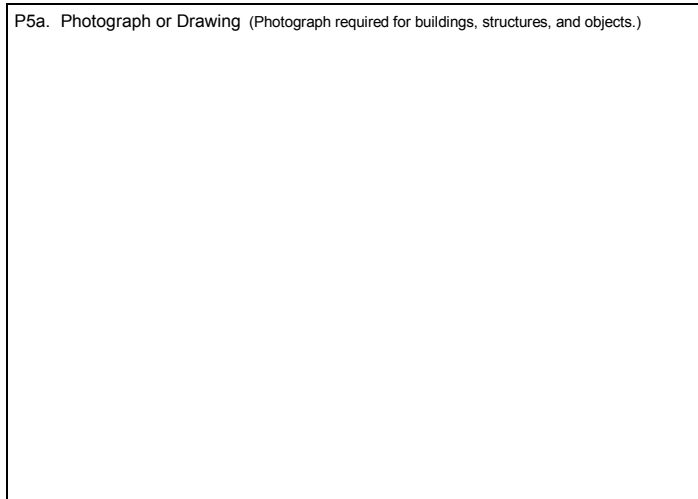
\*P3a. Description: (Describe resource and its major elements. Include design, materials, condition, alterations, size, setting, and boundaries)

\*P3b. Resource Attributes: (List attributes and codes) \_\_\_\_\_

\*P4. Resources Present:  Building  Structure  Object  Site  District  Element of District  Other (Isolates, etc.)

P5b. Description of Photo: (view, date, accession #) \_\_\_\_\_

P5a. Photograph or Drawing (Photograph required for buildings, structures, and objects.)



\*P6. Date Constructed/Age and Source:  Historic  Prehistoric  Both

\*P7. Owner and Address: \_\_\_\_\_

\*P8. Recorded by: (Name, affiliation, and address) \_\_\_\_\_

\*P9. Date Recorded: \_\_\_\_\_

\*P10. Survey Type: (Describe) \_\_\_\_\_

\*P11. Report Citation: (Cite survey report and other sources, or enter "none.") \_\_\_\_\_

\*Attachments:  NONE  Location Map  Continuation Sheet  Building, Structure, and Object Record  
 Archaeological Record  District Record  Linear Feature Record  Milling Station Record  Rock Art Record  
 Artifact Record  Photograph Record  Other (List): \_\_\_\_\_



Building, structure, and object record form 523B  
from the California State Parks Office of Historic  
Preservation. Available online at [ohp.parks.  
ca.gov/?page\\_id=1069](http://ohp.parks.ca.gov/?page_id=1069).

State of California  The Resources Agency DEPARTMENT OF PARKS AND RECREATION HRI#	Primary #
<b>BUILDING, STRUCTURE, AND OBJECT RECORD</b>	

Page \_\_\_\_\_ of \_\_\_\_\_ \*NRHP Status Code \_\_\_\_\_  
\*Resource Name or # (Assigned by recorder) \_\_\_\_\_  
B1. Historic Name: \_\_\_\_\_  
B2. Common Name: \_\_\_\_\_  
B3. Original Use: \_\_\_\_\_ B4. Present Use: \_\_\_\_\_  
\*B5. Architectural Style: \_\_\_\_\_  
\*B6. Construction History: (Construction date, alterations, and date of alterations) \_\_\_\_\_

\*B7. Moved?  No  Yes  Unknown Date: \_\_\_\_\_ Original Location: \_\_\_\_\_  
\*B8. Related Features: \_\_\_\_\_

B9a. Architect: \_\_\_\_\_ b. Builder: \_\_\_\_\_  
\*B10. Significance: Theme \_\_\_\_\_ Area \_\_\_\_\_  
Period of Significance \_\_\_\_\_ Property Type \_\_\_\_\_ Applicable Criteria \_\_\_\_\_

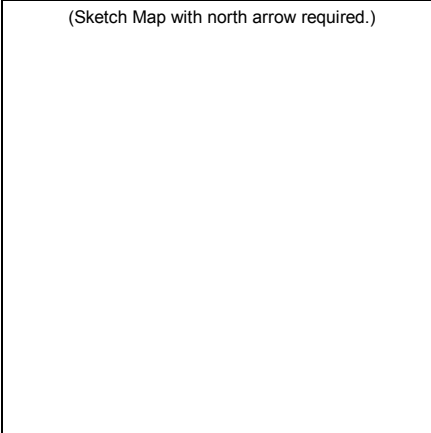
(Discuss importance in terms of historical or architectural context as defined by theme, period, and geographic scope. Also address integrity.)

B11. Additional Resource Attributes: (List attributes and codes) \_\_\_\_\_  
\*B12. References: \_\_\_\_\_

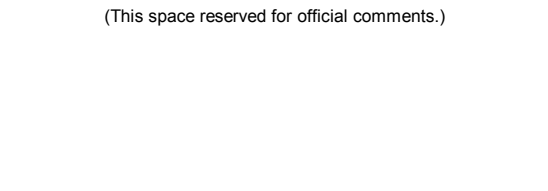
B13. Remarks: \_\_\_\_\_

\*B14. Evaluator: \_\_\_\_\_  
\*Date of Evaluation: \_\_\_\_\_

(Sketch Map with north arrow required.)



(This space reserved for official comments.)



District record form 523D from the California State  
 Parks Office of Historic Preservation. Available online  
 at [ohp.parks.ca.gov/?page\\_id=1069](http://ohp.parks.ca.gov/?page_id=1069).

State of California The Resources Agency DEPARTMENT OF PARKS AND RECREATION <b>DISTRICT RECORD</b>	Primary# _____ HRI # _____ Trinomial _____
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Page \_\_\_\_ of \_\_\_\_\_ \*NRHP Status Code \_\_\_\_\_

\*Resource Name or # (Assigned by recorder) \_\_\_\_\_

D1. Historic Name: \_\_\_\_\_ D2. Common Name: \_\_\_\_\_

\*D3. **Detailed Description** (Discuss overall coherence of the district, its setting, visual characteristics, and minor features. List all elements of district.):

\*D4. **Boundary Description** (Describe limits of district and attach map showing boundary and district elements.):

\*D5. **Boundary Justification:**

D6. **Significance: Theme** \_\_\_\_\_ **Area** \_\_\_\_\_  
**Period of Significance** \_\_\_\_\_ **Applicable Criteria** \_\_\_\_\_  
 (Discuss district's importance in terms of its historical context as defined by theme, period of significance, and geographic scope. Also address the integrity of the district as a whole.)

\*D7. **References** (Give full citations including the names and addresses of any informants, where possible.):

\*D8. **Evaluator:** \_\_\_\_\_ **Date:** \_\_\_\_\_  
**Affiliation and Address:** \_\_\_\_\_

DPR 523D(1/95)

\*Required information

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