



CITY PLANNING ACADEMY

# HISTORIC PRESERVATION OVERVIEW

CITY OF SACRAMENTO  
PRESERVATION PROGRAM  
Community Development Department

April 9, 2018

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Preservation Director

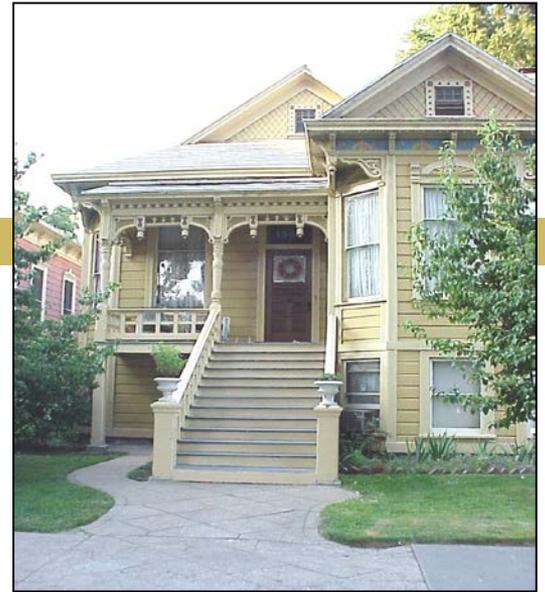
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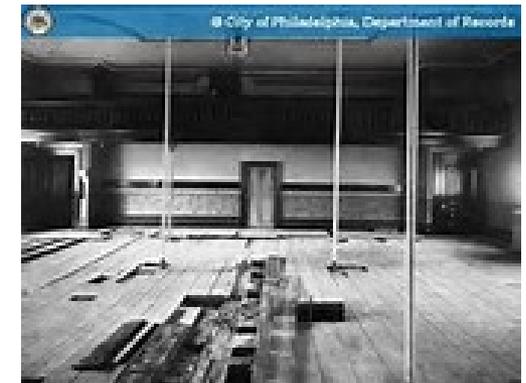


- **PRESERVATION HISTORY & PURPOSES**
- **THE PRESERVATION SURVEY, DESIGNATION & PROTECTION REVIEW**
- **INCENTIVES FOR REHABILITATION**

# QUICK HISTORIC OVERVIEW

Pioneering  
Preservation  
Practice in U.S.  
– Mt. Vernon  
Restoration  
(1850s -)

Modern  
Approaches:  
NPS  
Restoration of  
Independence  
Hall (mid-  
1960s)

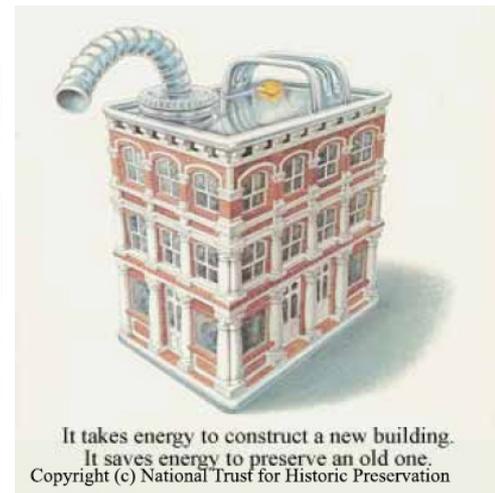
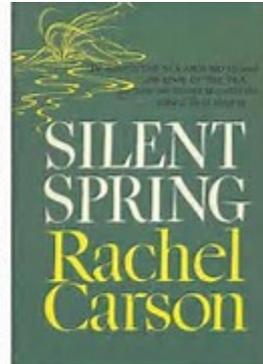


# QUICK HISTORIC OVERVIEW

Publication of Rachel Carson's Seminal Book (1962)

Launching of Environmental Movement (1960s-1970s)

Bicentennial Celebration Preparations & Projects (c1976)



It takes energy to construct a new building.  
It saves energy to preserve an old one.  
Copyright (c) National Trust for Historic Preservation

# Citywide Program

2035 General Plan

Historic & Cultural Resources Element

## Historic and Cultural Preservation

*“Policies in this section provide for identification, protection, and assistance in the preservation of historic & cultural resources. The policies maintain a citywide program consistent with the State and Federal **Certified Local Government** program and State laws and regulations related to historic and cultural resources.” HCR 1*



# *Citywide Program*

## *2035 General Plan*

### *Historic & Cultural Resources Element*

## **Identification and Preservation**

- *“Policies in this section provide for the identification of historic and cultural resources and ensure that City, State, and Federal historic preservation laws, regulations, and codes are implemented. Policies support the City actively pursuing the identification, protection, and maintenance of historic and cultural resources, including consultation with appropriate organizations and individuals early in the planning and development process to identify opportunities and minimize potential impacts to historic and cultural resources.” HCR 2*

# City of Sacramento's Program History



## Preservation Ordinance adopted in 1974, effective 1975

- Urban Renewal, Freeways & Old Sacramento Historic District – 1960s
- Vanishing Victorians, published Sacramento Chapter AAUW 1973
- Alhambra Theater demolished 1973/4
- Preparations for U.S.A. Bicentennial 1976

# Program's First 20 Years

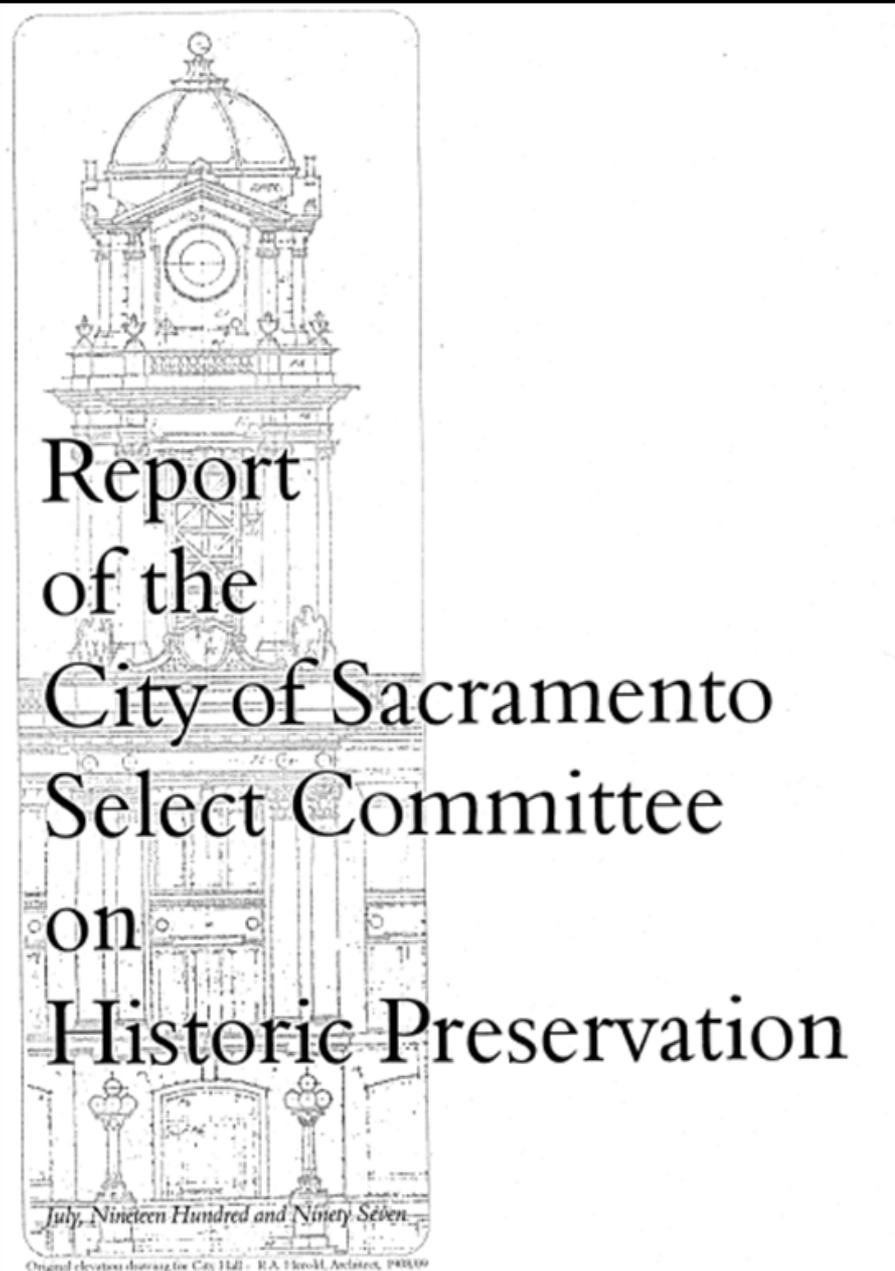
- “Old” (Central) City & Architectural Focus
- After Prop.13 passed, Preservation Board merged with Architectural Review Board =  
*Design Review & Preservation Board*
- 700+ Landmarks Designated
- Almost 20 Historic Districts Designated
- Staffed by Principal Planner overseeing both Historic Preservation and Design Review

# *Certified Local Government* Program Approved - 1996

Local, State & Federal partnership program.  
Participants eligible for planning matching grants.  
Requires:

- Preservation Plan, or Element of General Plan
- Local preservation ordinance
- Qualified historic preservation review commission
- Program for survey and inventory of historic properties
- Public participation

# Select Committee on Historic Preservation 1997 Recommendations



Report  
of the  
City of Sacramento  
Select Committee  
on  
Historic Preservation

July, Nineteen Hundred and Ninety Seven

Original elevation drawing for City Hall - E.A. Fernald, Architect, 1907

- Add *Preservation Element* to the City's General Plan
- Comprehensive update of *Historic Preservation Chapter* of the City Code per CLG guidelines
- Begin *citywide survey & inventory* of historic resources
- Develop *incentives* for preservation and rehabilitation of historic properties

# *Historic Preservation Program*

## **Implementation**

- Historic Preservation Element added to the City's General Plan - 2000
- *Historic Preservation Chapter of City Code* revised-2001
  - *city-wide* program
  - *eligibility criteria* consistent with California and National Registers
  - *rehabilitation standards* consistent with CEQA, NEPA, 106 Reviews, and federal Historic Rehabilitation Tax Credits

# Historic Preservation Program Implementation



- Oak Park and other **Surveys** –2000/5
- **Historic Places Grant Program** – 2007
- **Preservation Commission** established – 2007
- **Historic & Cultural Resources Element** \*  
2009 update for  
**2030 General Plan**

*\*Handout*

# 2035 GENERAL PLAN

## *Historic & Cultural Resources Element*

- Integrate cultural resources, archaeology into the element
- Implementation programs include goal to survey entire city by 2035
- Study zoning and means to better protect resources while encouraging infill projects
- Take historical and cultural resources into consideration in the development of planning studies and document



# Surveys, Designation & Protection

## Sacramento Register of Historic & Cultural Resources:

- ❑ Adopted City Landmarks,
- ❑ Adopted City Historic Districts & Contributing Resources in Historic Districts.

Document also includes Properties within City of Sacramento listed in:

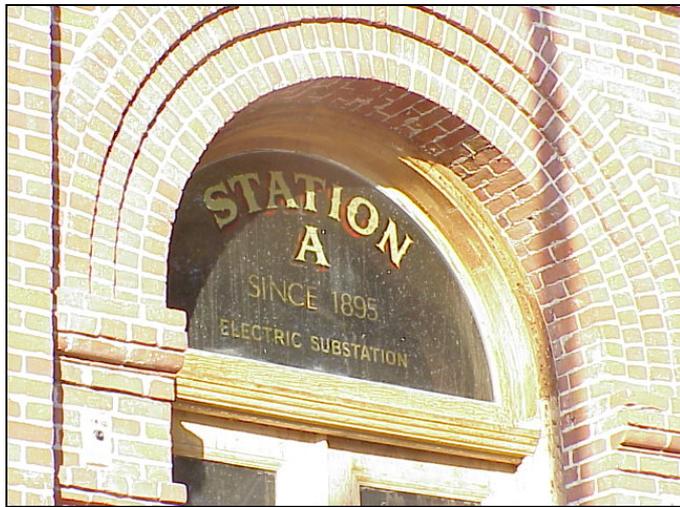
- ❑ National Register of Historic Places
- ❑ California Register of Historical Resources



*Memorial Auditorium*

# Sacramento Register Eligibility Criteria

*It is associated with events that have made a significant contribution to the broad patterns of the history of the City, the region, the state or the nation*



**PG&E Substation A**

# Sacramento Register Eligibility Criteria

*It is associated with the lives of persons significant in the City's past*

**Stanford Mansion**



# Sacramento Register Eligibility Criteria

*It embodies the distinctive characteristics of a type, period or method of construction*



# Sacramento Register Eligibility Criteria

*It represents the work  
of an important  
creative individual or  
master*

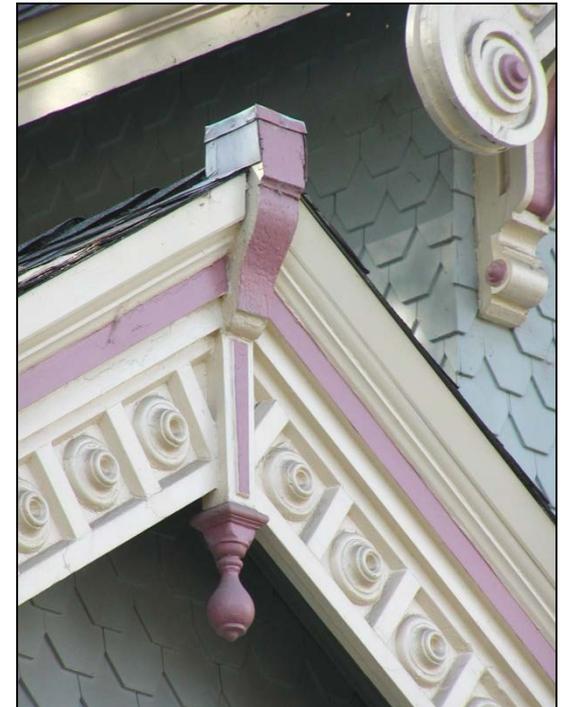
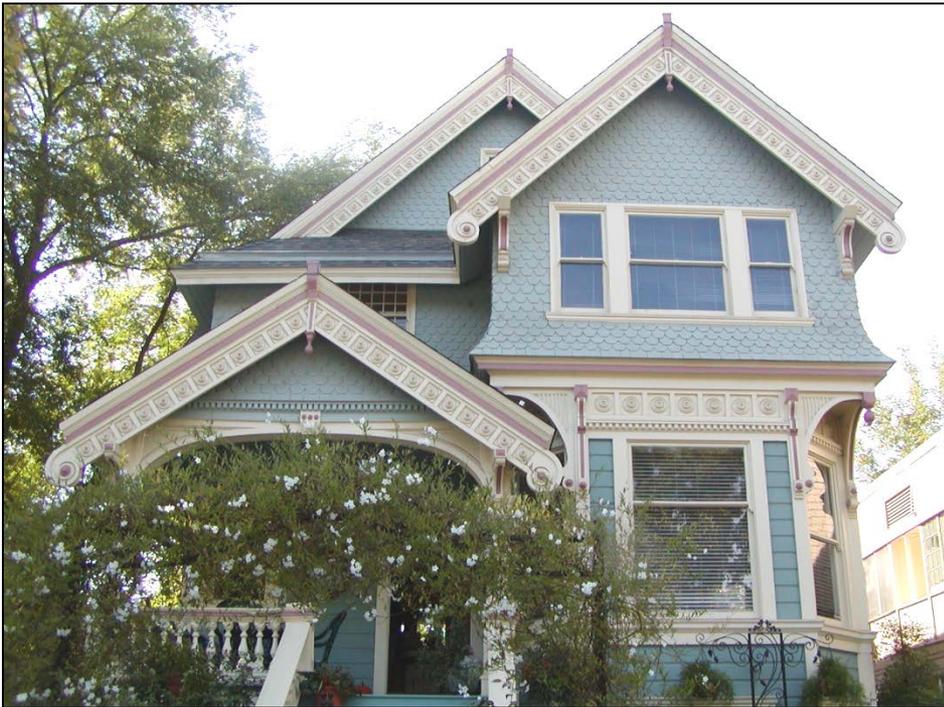
***Elks Lodge, 11<sup>th</sup> and J Streets.***

***Starks and Hemmings, Architects***



# Sacramento Register Eligibility Criteria

*It possesses high artistic values*



# Sacramento Register Eligibility Criteria

*It has yielded or may be likely to yield, information important in the prehistory or history of the City, state or region*



# Sacramento Register Eligibility Criteria

*Additionally, overall issues related to integrity of location, design, setting, materials, workmanship and condition are also considered*



**1210 38<sup>th</sup> Street**

# Eligibility Evaluation & Designation

## □ Landmarks

Individual properties



# Eligibility Evaluation & Designation

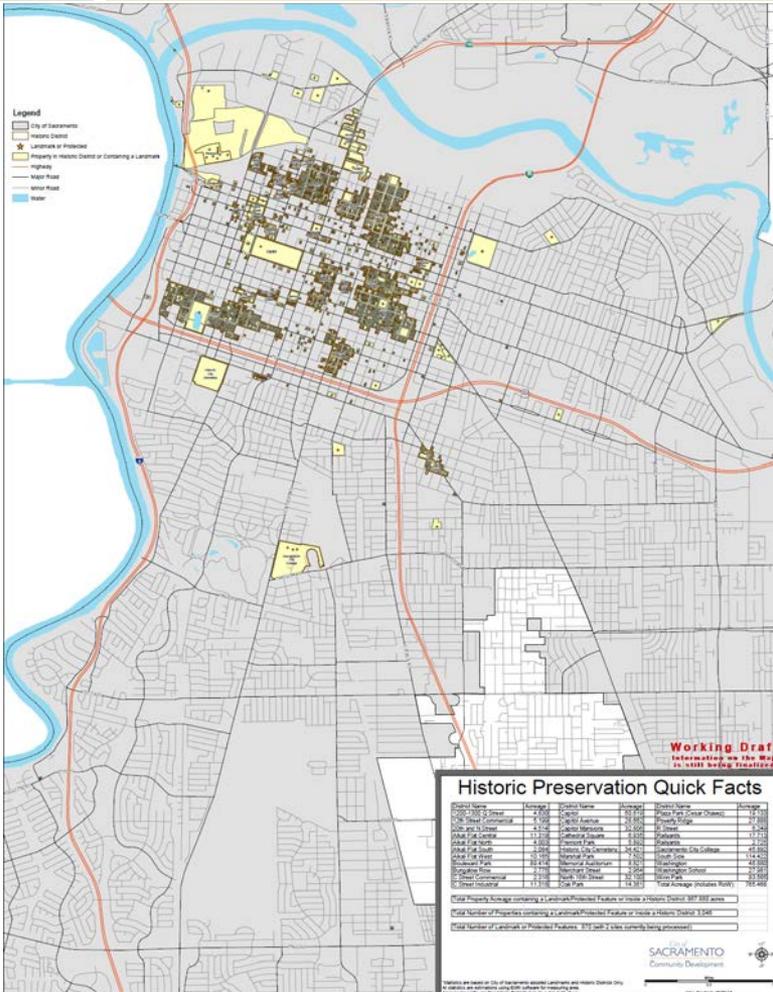
## Historic Districts

Groups of resources within a geographic area related by common context



# Sacramento Register - 2017

## Historic Preservation Quick Facts

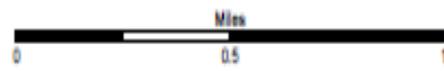


District Name	Acreage	District Name	Acreage	District Name	Acreage
1200-1300 Q Street	4.830	Capitol	50.619	Plaza Park (Cesar Chavez)	19.133
12th Street Commercial	5.199	Capitol Avenue	28.662	Poverty Ridge	27.888
20th and N Street	4.514	Capitol Mansions	32.808	R Street	6.249
Alkali Flat Central	11.319	Cathedral Square	6.935	Railyards	17.713
Alkali Flat North	4.003	Fremont Park	5.892	Railyards	2.725
Alkali Flat South	2.084	Historic City Cemetery	34.421	Sacramento City College	45.892
Alkali Flat West	10.165	Marshall Park	7.502	South Side	114.422
Boulevard Park	89.414	Memorial Auditorium	8.821	Washington	46.880
Bungalow Row	2.775	Merchant Street	2.984	Washington School	27.981
C Street Commercial	2.318	North 16th Street	32.100	Winn Park	83.565
C Street Industrial	11.318	Oak Park	14.361	<b>Total Acreage (includes RoW):</b>	<b>765.468</b>

Total Property Acreage containing a Landmark/Protected Feature or Inside a Historic District: 867.880 acres

Total Number of Properties containing a Landmark/Protected Feature or Inside a Historic District: 3,046

Total Number of Landmark or Protected Features: 870 (with 2 sites currently being processed)



Statistics are based on City of Sacramento adopted Landmarks and Historic Districts Only.  
 All statistics are estimations using ESRI software for measuring area.  
 Acreage based figures for Historic Districts include public right of way.

Map Created: 10/25/13

# Other Eligibility Determinations

- Eligibility review of structures 50+ years old proposed for demolition or relocation
- Discretionary project review pursuant to the California Environmental Quality Act or NEPA/106 Reviews
- Nomination applications submitted by owner
- For planning purposes - Specific Plans and Special Planning Districts



# Surveys, Designation & Protection

## □ THE ROLE OF CONTEXTS & CHARACTER-DEFINING FEATURES

How would the Specific Plans, Zoning Code, etc., be different in these two areas with distinctly different character-defining features? Curtis Park (top) and

R Street (lower)

**Densities? Building Heights?  
Setbacks? Street Standards? Parkway  
Landscape Features?**



# Surveys in Environmental Clearance & CEQA

- Federal - Section 106 of the Historic Preservation Act
- National Environmental Protection Act (NEPA)
- California Environmental Quality Act (CEQA)

# Surveys in Environmental Clearance & CEQA

Use Survey information  
– context, character-  
defining features,  
original fabric –  
to develop a Project  
Description that does  
not have an effect on  
the resource



# Environmental Clearance & CEQA

## ASSESSING IMPACTS

- How would the project impact the context, character-defining features, or original fabric of the historic or cultural resource?
- Would this be a significant impact, such that the project would not comply with the Secretary of the Interior's Standards?
- Would the project jeopardize the resources' eligibility for listing in the Register?

# Environmental Clearance & CEQA

## DEVELOPING MITIGATIONS

- What could be done that achieves the project goals and also avoids adverse design changes or demolition?
- What could be done using the Historical Building Code?
- What could be done that ensures the property remains eligible for listing in the Register?
- Loss of a historic or cultural resource cannot be mitigated through documentation or recordation.

# Environmental Clearance & CEQA

Discretionary projects may be exempt per CEQA Guideline 15331, if the project complies with the **Secretary of the Interior's Standards for the Treatment of Historic Properties**, and the project scoping/initial study identified no other environmental impacts.

# Planning & Development Code

- General Plan Policies & Implementation Measures
- Community Plans & Specific Plans
- *Planning & Development Code*
  - Land Use, Density, Site Plan & Design Review, Preservation Review
- *September 30, 2013*
- *Densities consistent with 2035 General Plan – encouraging infill & adaptive reuse of historic properties*
- *City-Wide Site Plan & Design Review*
- *Development Standards by Zone*

# PROTECTION OF HISTORIC RESOURCES

## Preservation Project Review Standards

Secretary of the Interior's Standards for the Treatment of  
Historic Properties

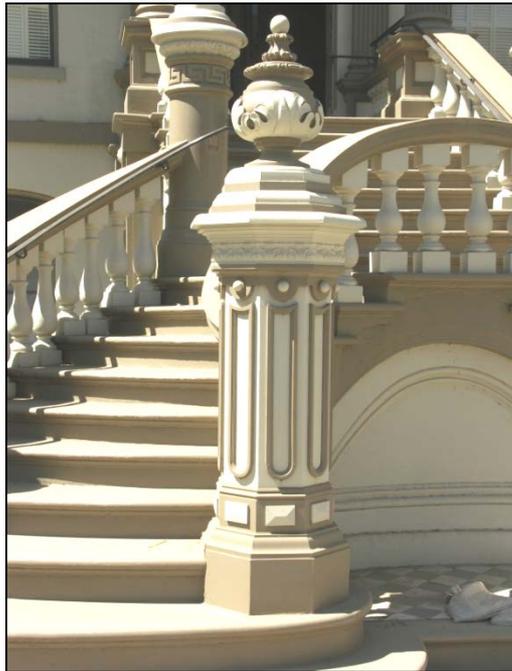
- Restoration
- Reconstruction
- Preservation
- Rehabilitation



# Preservation Project Review Standards

Secretary of the Interior's Standards for the  
Treatment of Historic Properties

*Restoration*



# Preservation Project Review Standards

## Secretary of the Interior's Standards for the Treatment of Historic Properties

### *Reconstruction*



**Original**

**Reconstruction**

# Preservation Project Review Standards

Secretary of the Interior's  
Standards for the Treatment  
of Historic Properties

## *Preservation*

*Actions, processes or measures designed to sustain existing form, integrity, material and structure*



# Preservation Project Review Standards

Secretary of the Interior's Standards for the  
Treatment of Historic Properties

*Rehabilitation*



# *Preservation Review Checklist \**

## Secretary's Standards for Rehabilitation

The *rehabilitation standard* emphasizes the retention/repair of **original materials and significant features**, *while providing for alterations or additions that may be needed for the continued use, or reuse, of the property to meet today's needs.*

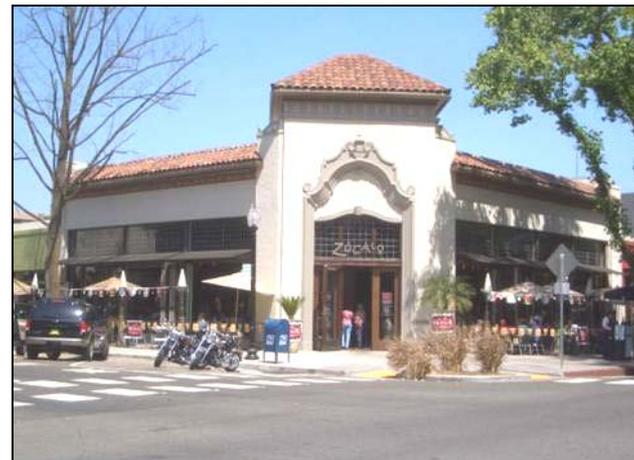
# The Standards for Rehabilitation

A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces and spatial relationships.



# The Standards for Rehabilitation, cont.

The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.



# The Standards for Rehabilitation, cont.

Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.



# The Standards for Rehabilitation, cont.

Changes to a property that have acquired historic significance in their own right will be retained and preserved.



# The Standards for Rehabilitation, cont.

Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.



## The Standards for Rehabilitation, cont.

Deteriorated historic *features will be repaired rather than replaced.* Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.

# The Standards for Rehabilitation, cont.

Deteriorated historic features will be repaired rather than replaced.



# The Standards for Rehabilitation, cont.

Chemical or physical treatments will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.



Available at

<http://www.cr.nps.gov/hps/TPS/briefs/presbhom.html>

## The Standards for Rehabilitation, cont.

Archaeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.



# The Standards for Rehabilitation, cont.

New additions, exterior alterations, or related new construction will not destroy *historic materials, features, and spatial relationships that characterize the property*. The new work shall be differentiated from the old and will be *compatible with the historic materials, features, size, scale and proportion, and massing* to protect the integrity of the property and its environment.

# The Standards for Rehabilitation, cont.



# The Standards for Rehabilitation, cont.

New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.



# Incentives to Assist in the Preservation and Rehabilitation of Historic Properties

- Federal Historic Rehabilitation Tax Credits
- California Historical Building Code
- State Seismic Retrofit Property Valuation Reduction
- Local Incentives for Listed Historic Properties:
  - Density Bonuses and Allowable Deviations
  - Non-Conforming Uses
  - Historic Places Grants (currently unfunded)

# Incentives

- Federal Historic Rehabilitation Tax Credits
  - National Register Listing
  - Income-Producing Property
  - Rehabilitation Standards
  - 20% of rehab costs as tax credit



# Incentives

## California Historical Building Code

- Qualified Historical Building
- Title 24 Energy Requirement Exemptions
- ADA alternate means if preserving historic fabric
- Structural
- Fire & Life Safety

# Incentives

## State Seismic Retrofit Property Valuation Reduction Program

after rehab valuation of property reduced by cost of seismic retrofit



# Resources

- City of Sacramento website (application forms, Sacramento Register, Commission Agendas, project status)

<http://portal.cityofsacramento.org/cdd>

- National Park Service (SOI Standards, Technical Preservation Briefs, National Register)

<http://www.nps.org>

- State Office of Historic Preservation

<http://www.ohp.parks.ca.gov>

# THANK YOU!

