Historic Resources Protection

Policies and Procedures for Historic Resources Protection in the City of San Buenaventura

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Prepared for the San Buenaventura City Council

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On August 8, 2005, the Ventura City Council adopted the *2005 Ventura General Plan*—its vision of the future development of the city. Policy 9D of the city's general plan contains several specific action items to "ensure proper treatment of archeological and historic resources." General Plan Action Item 9.19 states:

> *For any project in a historic district or that would affect any potential historic resource or structure more than 40 years old, require an assessment of eligibility for State and federal register and landmark status and appropriate mitigation to protect the resource.*

To implement General Plan Action item 9.19, the Ventura City Council amended the *Ventura Municipal Code* (sec. 2R.450.220) to require preparation of a "historical resource assessment" for all applications for demolition permits of a building or structure more than 40 years old at the time of application for such permit.

At a January 30, 2008, joint meeting of the Ventura City Council and the Historic Preservation Committee (HPC), the City Council directed the HPC to prepare a "formal historic resource protection policy" for adoption by the City Council. This report complies with the City Council's direction and describes the policies and procedures for the conduct and review of historic resource assessments prepared pursuant to General Plan Action Item 9.19. Beginning July 1, 2010, the Planning Division staff will implement the policies and procedures contained herein for a trial period of one year prior to submitting the document to Council. Any requested changes may be brought to HPC's attention at their regularly scheduled meeting and/or during HPC's quarterly review of the implementation of these procedures.

The purpose of this document is to provide clear direction and a standardized format for all historical resource assessments prepared for the City of Ventura and review procedure for demolition applications of potential historic structures. A clear understanding of required information, documentation, and formatting will reduce the number of reports sent back for supplemental information and will allow both city staff and members of the Historical Preservation Committee (HPC) to more efficiently and effectively review potential historic resources being considered for development or historic designation.

The policies and procedures for historic resources protection described in this document were modeled after guidelines adopted by other local governments in California including:

- San Francisco, *City and County of San Francisco Planning Department CEQA Review procedures for Historic Resources*, Preservation Bulletin No. 16, October 8, 2004.

- San Diego Municipal Code, Land Development Code, *Historical Resources Guidelines*, as amended September 7, 2001, and Appendix E (*Historical Resource*

Research Report Guidelines and Requirements) adopted by the Historical Resources Board, Nov. 30, 2006, and bound under separate cover.

- Ventura County, *Initial Study Assessment Guidelines*.

Common terms used in historical resources protection are highlighted in **bold**. A glossary of these terms is included prior to the appendices.

CONTENTS

Historical Review in the City of Ventura 1
Background 1
Purpose of Historical Resource Assessment Process 1
Role of Historic Preservation Committee 2
HRA Review Process 3
Qualifications of HRA Preparers 4
Criteria for Determining Historical Significance 6
What makes a property historically significant? 6
Historical Context 7
Determining Historical Significance 7
Determining Historical Integrity 10
Strategies for Mitigating Potential Impacts to Historical Resources 11
Glossary of Terms 13
References 22
Appendices 23
Appendix A. Preliminary Historical Review Application Information Requirements 24
Appendix B. Guidelines for Preparing Historical Resource Assessments 26
Appendix C. Qualifications of Historical Resource Assessment Preparers 35
Appendix D. Summary of Ventura's Important Periods of Development 39
Appendix E. U.S. National Park Service Preservation Brief 17 41
Appendix F. Historic Resources Exemption Map (TBD & updated regularly)

HISTORICAL REVIEW IN THE CITY OF VENTURA

BACKGROUND

On August 8, 2005, the Ventura City Council adopted the *2005 Ventura General Plan*. Policy 9D of this vision of the future development of the city contained several specific action items to "ensure proper treatment of archeological and historic resources." General Plan Action Item 9.19 states:

> *For any project in a historic district or that would affect any potential historic resource or structure more than 40 years old, require an assessment of eligibility for State and federal register and landmark status and appropriate mitigation to protect the resource.*

To implement General Plan Action Item 9.19, the Ventura City Council amended the *Ventura Municipal Code* (sec. 2R.450.220) to require preparation of a "historical resource assessment" for all applications for **demolition** permits of a building or structure more than 40 years old at the time of application for such permit. Section 2R.450.220 specifically defines a **demolition** permit for a building or structure more than 40 years old at the time of application for such permit as a **discretionary project** that is subject to review under the California Environmental Quality Act (CEQA).

PURPOSE OF HISTORICAL RESOURCE ASSESSMENT PROCESS

For all **discretionary projects**, the first phase of the CEQA process is to determine whether the proposed action is exempt from review. In general, CEQA exempts from environmental review the **demolition** and removal of individual small structures (CEQA Guidelines sec. 15301 (f)), and projects that involve the replacement or reconstruction of existing structures and facilities, where the new structure will be located on the same site as the original one and will have substantially the same purpose and capacity as the original (CEQA Guidelines sec. 15302). These **categorical exemptions** do not apply, however, for any project that may cause a "substantial adverse change in the significance of a historical resource" (CEQA Guidelines sec. 15300.2 (f)).

The purpose of the Historical Resource Assessment is to determine whether the proposed **demolition** will substantially alter a **historical resource**.[1] This will be accomplished in a two-step process to answer the following questions:

1. Is the building, structure, or other improvement proposed for **demolition** a **historical resource**?

[1] The scope of a Historical Resource Assessment does not include addressing archaeological resources. If necessary, this is addressed in a separate report prepared under the appropriate guidelines.

2. Will the proposed action cause a **substantial adverse change** in the significance of a historical resource? This may include indirect impacts to **adjacent** properties or neighborhoods that are historically significant.

If the proposed **demolition** is found to have the potential to cause a **substantial adverse change** in the significance of a historical resource, it will be subject to further CEQA environmental review; if no evidence of a **substantial adverse change** in the significance of a historical resource is found, the proposed **demolition** may be categorically exempt from further CEQA review unless other potentially significant environmental impacts are identified.

In cases where property is identified as potentially historic ("eligible") in any reconnaissance survey, further research is needed to determine whether the property meets the city's criteria for designation (this is only necessary for landmark designation, a remodel, or demolition of property.) To remodel or demolish a potentially historic property, a Historical Resource Assessment is required.

ROLE OF HISTORIC PRESERVATION COMMITTEE

Municipal Code sec. 2.430.130 states that the discretionary duties of the Historic Preservation Committee (HPC) are to:

1. Advise and make recommendations to the City Council, planning commission, and City Manager concerning the designation of **historic districts**, **landmarks**, sites, natural configurations, buildings, structures and **points of interest** significant to the heritage and development of this community in accordance with the standards, definitions, and procedures set forth in this chapter;
2. Review, consider and approve or deny requests for **demolition** or relocation of designated **landmarks** or **points of interest** in accordance with this chapter; and
3. Review and evaluate any subject or area of possible historic, cultural, or natural significance to determine whether such subject or area may warrant further action in accordance with this chapter.

At its January 30, 2008, joint meeting with HPC, the Ventura City Council gave HPC responsibility for the review of all Historical Resource Assessments for determination as to whether historic resources are present. **With adoption of the policies and procedures contained within this report, the Ventura City Council grants HPC the final authority for the following determinations:**

1. Is the building, structure, or other improvement proposed for **demolition** a **historical resource**?
2. Will the proposed action cause a **substantial adverse change** in the significance of a historical resource? This may include indirect impacts to **adjacent** properties or neighborhoods that are historically significant.

HRA REVIEW PROCESS

The review of potential historic properties within the city of Ventura shall be completed in a three phase process—1) staff review/approval of exempt properties; 2) a preliminary review application; and 3) preparation of a Historical Review Assessment (HRA). The staff review for exempt properties offers the first step in the screening process to allow non-resources to proceed immediately to the Building Division counter for permits. For projects that are not exempt, a preliminary application is required. If after review of the preliminary application HPC determines sufficient information has been provided to determine that the property is not historically significant, no further analysis is required. However, if HPC determines that additional information is required, the applicant must have a qualified consultant prepare a formal HRA.

The following is a description of each phase of the review process.

1. Staff Review for Exempt (Non-Resource) Properties

Applications for building permits to alter the exterior of buildings over 40 years old will be referred to the Planning Division for an over-the-counter evaluation. The Planning staff will first determine whether the project constitutes "demolition" of a potential historic resource as defined in this document. This process also includes the applicant provide building records, assessor data, and/or photos that illustrate the building to be less than 40 years if the City's records are not available. If the project doest not constitute demolition of a potential historic resource, the Planner shall "sign off" on the application and refer the applicant to the Building Division for processing of the building permit.

For projects that constitute demolition, the Planner shall then determine whether the project is considered an exempt activity. The following activities are deemed to be exempt from further HRA review:

a. **Like for Like** replacements. Determinations will be posted online.

b. Buildings identified in a survey of historic resources as non-resources or as identified as exempt in the *Historic Resources Exemption Map*, prepared by the City and approved by HPC staff. Determinations will be posted online and requires five (5) working days before permit issuance.

If the Planning Division determines the application to be exempt, the Planner will "sign off" on the application, and send the applicant to the Building Division for processing of the Building Permit. A list of projects "cleared" for building permits pursuant to 1a and 1b above will be posted on the City's web site. For projects not determined to be exempt under 1a and 1b above, the applicant will be informed that the project must

be reviewed by the Historic Preservation Committee for a determination of historic significance or appropriateness of replacement material as described in step 2 below. Alternatively, the applicant may elect to initiate the preparation of an Historic Resource Assessment as described in step 3 below.

2. Preliminary Historical Review Application

After determination by city staff that a **discretionary project** requires historical review pursuant to *Ventura Municipal Code* sec. 2R.450.220, and except for those projects determined to be exempt as described in step 1 above, the applicant shall submit a preliminary historical review application for review by HPC. The purpose of the preliminary historical review application is to enable HPC to screen from further review those properties of no obvious historic value or to determine the appropriateness of replacement material if it is not **like for like**. If HPC believes that the preliminary historical review application contains sufficient information to make a determination that the property is not historically significant or that a **like for like** replacement is technically or economically infeasible, no further analysis will be required.

Appendix A is list of the information required in the preliminary historical review application. The preliminary historical review application must contain sufficient information relevant to the potential historical significance of the project site and surrounding neighborhood to enable HPC to make a decision on its potential historical significance. Incomplete or inaccurate information submitted with the preliminary historical review application may result in a request for additional information or preparation of a formal **Historical Resource Assessment** by a qualified preparer.

3. Preparation of Historical Resource Assessment

If the preliminary historical review application does not provide sufficient information for HPC to determine that a property is not historically significant, a formal Historical Resource Assessment report (HRA) must be prepared by a qualified preparer. HRAs are prepared by a City selected historic preservation consultant and funded by the property owner through a deposit agreement. Appendix B contains specific guidelines for preparing a Historical Resource Assessment. A clear understanding of required information, documentation, and formatting will reduce the number of reports sent back for supplemental information and will allow city staff and members of the Historical Preservation Committee (HPC) to more efficiently and effectively review resources being considered for development or historic designation.

QUALIFICATIONS OF HRA PREPARERS

The City recognizes a difference between the qualifications required for individuals nominating a property for designation as a historic **landmark** or **point of interest** and individuals preparing technical documentation for CEQA compliance. The process for

designating historic **landmarks** or **points of interest** in the city of Ventura (Ventura Municipal Code, Section 24.455) allows any person to nominate a property for designation by submitting a research report and relevant information to the Community Development Department for forwarding to the Historic Preservation Committee for review and recommendation. The City Council has the sole authority for designating **landmarks** and **points of interest** and to remove such designations. It is the City Council's intent that research reports for **landmark** and **point of interest** designations be simple enough to preclude the necessity of hiring a consultant to prepare them. Research reports for archaeological designations, however, must be prepared by qualified individuals.

For CEQA compliance, the city of Ventura is committed to ensuring that historical resource studies are conducted by qualified professionals. Towards this end, the city requires that individuals working in any of the disciplines routinely practicing in the historic preservation field today shall meet the minimum professional standards in education, training and experience as described in Appendix C. These standards, for the most part, follow the professional qualification standards found in the Secretary of Interior's *Standards and Guidelines for Archeology and Historic Preservation* (1995). Individuals conducting archeological resource studies are also recommended to be certified by the Register of Professional Archeologists (RPA), when appropriate, and be approved by the Community Development Director prior to the onset of work.

The Community Development Director may grant approval to other qualified individuals not meeting the minimum qualifications standards described below. Such individuals may submit their qualifications to the Community Development Department for consideration. The decision will be made at the discretion of the Community Development Director on a case-by-case basis.

CRITERIA FOR DETERMINING HISTORICAL SIGNIFICANCE

Section 21084.1 of the California Environmental Quality Act states "[a] project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment." A substantial adverse change is defined as the physical **demolition**, destruction, relocation, or **alteration** of the resource or its immediate surroundings such that the significance of resource is materially impaired. The significance of an historical resource is materially impaired when a project:

- Demolishes or materially alters in an adverse manner those physical characteristics that justify its inclusion in, or eligibility for, inclusion in either the California Register of Historical Resources or the city of Ventura's Register of **Landmarks** and **Points of Interest**; or
- Demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance.

WHAT MAKES A PROPERTY HISTORICALLY SIGNIFICANT?

A property must represent a significant part of the city of Ventura's history, architecture, archeology, engineering, or culture, and must retain the characteristics that make it a good representative of properties associated with that aspect of the past. The significance of an historic property can be judged and explained only when it is evaluated within its **historic context**–those patterns or trends in history by which a specific event, property, or site is understood and its meaning within history or prehistory is illuminated. Historians, architectural historians, folklorists, archeologists, and anthropologists use different words, such as trend, pattern, **theme**, or cultural affiliation, to describe historical context.

A theme is a means of organizing properties into coherent patterns based on elements such as environment, social/ethnic groups, transportation networks, technology, or political developments that have influenced the development of an area during one or more periods of prehistory or history. A theme is considered significant <u>if</u> it can be demonstrated, through scholarly research, to be important in American history. Broad historical themes and associated property types include residential development, commercial development, civic buildings and public infrastructure, social, recreational, cultural and religious institutions; transportation patterns; and community planning. Many significant themes can be found in the following list used by the National Register:

- Agriculture
- Architecture
- Archeology
  - Prehistoric
  - Historic—Aboriginal
  - Historic—Non-Aboriginal
- Art
- Commerce
- Communications
- Community Planning and Development
- Conservation
- Economics
- Education
- Engineering
- Entertainment/Recreation
- Ethnic Heritage
  - Asian
  - Black
  - European
  - Hispanic
  - Native American
  - Pacific Islander
  - Other ethnicity
- Exploration/Settlement
- Health/Medicine
- Industry
- Invention
- Landscape Architecture
- Law
- Literature
- Maritime History
- Military
- Performing Arts
- Philosophy
- Politics/Government
- Religion
- Science
- Social History
- Transportation
- Other

HISTORICAL CONTEXT

To understand the significance of historic resources, those resources must be examined within a series of historical contexts. The relationship between a neighborhood's physical environment and its broader history can be established by placing built resources in the appropriate historic, social, and architectural context. Because **historic contexts** are organized by **theme**, place, and time, they link historic properties to important historic trends, thus providing a framework for determining the significance of a property. For this reason, the review of potential historic properties within the city of Ventura must be considered in relation to important historic events and periods of development within the city as a whole.

A general **historical context** statement for the city of Ventura, organized by chronological periods of development, can be found in the *Historic Resources Survey Update for the Downtown Specific Plan Area* (Historic Resources Group, April 2007, pp. 28-65). A summary of the important periods of the city's development is in Appendix D.

DETERMINING HISTORICAL SIGNIFICANCE

For a resource to be designated as historically significant, an historical resource evaluation of the property must define the property's **historical context,** meet at least one of the City's **Historical Resource Designation Criteria** and demonstrate that the property retains **integrity**. The process for determining historical significance is as follows:

1. Define the property's **historical context**—information about historic trends and properties grouped by an important **theme** in prehistory or history of the community, state, or nation during a particular period of time. Because **historic context** is organized by **theme**, place, and time, it links historic properties to important historic trends, thus providing a framework for determining the historic significance of a property. In order to decide whether a property is significant within its **historic context**, the following five attributes must be determined:

    A. What the property represents: the **theme**(s), geographical limits, and chronological period that provide a perspective from which to evaluate the property's significance.

    B. How the **theme** of the context is significant in the history of the local area, the State, or the nation.

    C. What the property type is and whether it is important in illustrating the **historic context**.

    D. How the property represents the context through specific historic associations, architectural or engineering values, or information potential (the Criteria for Evaluation).

    E. What physical features the property must possess in order for it to reflect the significance of the **historic context**.

2. Demonstrate that the property meets at least one of the City's **Historical Resource Designation Criteria**. The City's Historical Resource Designation Criteria are based on the National Register Bulletin #15 from the US Department of the Interior, National Park Service. According to the city's criteria, a "historically significant resource" is any real property such as building, structure, archaeological excavation, or object that is unique or significant because it retains an appropriate level of **integrity** of location, design, **setting**, materials, workmanship or aesthetic **feeling**, and is associated with:

    Criteria A. Events that have made a meaningful contribution to the nation, state or community;

    Criteria B. Lives of persons who made a meaningful contribution to national, state or local history;

    Criteria C. Properties significant for their physical design or construction, including such elements as architecture, landscape architecture, engineering, and artwork, including the following:

    - Embodying the distinctive characteristics of a type, period or method of construction;

- The work of one or more master builders, designers, artists or architects whose talents influenced their historical period, or work that otherwise possesses high artistic value; lack individual distinction;
- Work that otherwise possesses high artistic value;
- Representing a significant and distinguishable entity whose components may lack individual distinction;
- Reflecting or exemplifying a particular period of the national, state or local history.

Criteria D. Yielding, or likely to yield, information important to national, state or local history or prehistory.

Criteria E. Is listed or has been determined eligible by the National Park Service for listing on the National Register of Historic Places or is listed or has been determined eligible by the California State Office of Historic Preservation for listing on the California Register of Historical Resources.

Criteria F. Is a finite group of resources related to one another in a clearly distinguishable way or is a geographically definable area or neighborhood containing improvements which have a special **character**, historical interest or aesthetic value or which represent one or more architectural periods or styles in the history and development of the city of Ventura. Although the spatial relationship between component elements is usually important in the definition of a district, the elements of a district do not necessarily have to be contiguous.

If the applicant is proposing designation under Historical Resource Designation Criteria B for "significant person," the property should be evaluated in the context of other properties that the individual may have owned and/or occupied. A discussion of the important person's achievements and the dates of the achievements (period of significance) should also be included and demonstrated that the person occupied the property during the identified period of significance.

If the applicant is proposing designation under Historical Resource Designation Criteria C for association with a "Master", discuss how the property is representative of their body of work. If the individual is not already recognized as a Master, provide enough evidence through an analytical narrative and supporting documentation in the attachments to show the breadth of the individual's body of work; the high quality of their craftsmanship and/or whether

peers considered them to be a Master; as well as how the property in question fits into the overall body of work and how it is representative of that body of work.

3. Demonstrate that the property retains **integrity**—the ability of a property to convey its historical significance.

DETERMINING HISTORICAL INTEGRITY

Integrity is critical to significance. For a property to be determined to be historically significant, it must retain the essential physical features that define its historical significance. A resource may meet one of the city's historical resource designation criteria but lack integrity and, therefore, not meet the threshold of historical significance.

The seven aspects of **integrity** are:

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

Integrity is <u>not</u> the physical condition of the property. A distressed property can be rehabilitated. Integrity is based on significance: why, where, and when a property is important. Only after significance is fully established can you proceed to the issue of integrity.

The steps in assessing **integrity** are:

1. Define the essential physical features that must be present for a property to represent its significance;
2. Determine whether the essential physical features are visible enough to convey their significance;

3. Determine whether the property needs to be compared with similar properties; and
4. Determine, based on the significance and essential physical features, which aspects of integrity are particularly vital to the property being considered and if they are present.

Ultimately, the question of **integrity** is answered by whether or not the property retains the identity for which it is significant.

The discussion of **integrity** should be tied to the property type and its contributing **character defining features**. Not all aspects of integrity are equally significant for all properties. For example, the integrity aspects of **setting** and location may not be as important for properties significant under Historical Resource Designation Criteria C, D and F, whereas **setting** and location can be highly important for properties significant under Historical Resource Designation Criteria A and B. Design materials and workmanship can be more important under Historical Designation Criteria C, and D, than under Criteria A and B. **Feeling** and association can be important under all Historical Resource Designation Criteria. Mathematical calculations for integrity analysis are not acceptable.

The processes to determine the attributes of historical context and **integrity** are discussed in the National Register Bulletin #15 from the US Department of the Interior, National Park Service.

STRATEGIES FOR MITIGATING POTENTIAL IMPACTS TO HISTORICAL RESOURCES

Mitigation is required for any project that will materially impair the significance of a historical resource. HPC will review and approve all mitigation measures and alternatives proposed to mitigate the impacts of a project on a historical resource.

Demolition of an historical resource is considered an unavoidable adverse impact that will require preparation of an EIR to evaluate alternatives and develop mitigation measures. The preferred alternative for mitigating impacts to historical resources is to avoid the resource through project redesign. If the resource cannot be entirely avoided, an EIR will be required and all prudent and feasible measures to minimize harm to the resource shall be taken. Depending upon project impacts, measures to be considered in an EIR can include, but are not be limited to:

- Preparing a historic resource management plan;
- Adding new construction, according to the *Secretary of the Interior's Standards for Rehabilitation,* which is compatible in size, scale, materials, color and workmanship to the historic resource (such additions, whether portions of existing

buildings or additions to **historic districts**, shall be clearly distinguishable from historic fabric);

- Repairing damage according to the *Secretary of the Interior's Standards for Rehabilitation*;
- Screening incompatible new construction from view through the use of berms, walls and landscaping in keeping with the historic period and **character** of the resource;
- Shielding historic properties from noise generators through the use of sound walls, double glazing and air conditioning; and
- Removing industrial pollution at the source of production.

If there are no other ways to save a building, structure or object other than relocation, such measures shall be performed in accordance with National Parks Service standards. Appropriate relocation sites shall duplicate, as closely as possible, the original location in terms of size, topography, neighborhood **setting**, orientation and site landscaping. Prior to the move, the resource shall be documented in its original location according to Historic American Building Survey (HABS) or Historic American Engineering Record (HAER) standards. Such documentation will serve as baseline data for historically correct reconstruction of the new site.

If the resource cannot be accommodated through project redesign and relocation is not feasible, it shall be documented according to HABS or HAER standards prior to **demolition**. Such documentation, including a written report, photographs, and in some cases, measured drawings and videotape, shall be prepared by a qualified professional to the standards determined by the National Park Service.

GLOSSARY OF TERMS

Adjacent/Adjacency –Includes properties beside, immediately adjacent to, and abutting the resource. Buildings are abutting if they are separated by a public right-of-way (e.g., alley or street) upon which there are no intervening buildings. Adjacency is the space in which a resource is experienced. The size and extent of this space is relative to its location, mass and form of the resource.

Alteration - any exterior change or modification to a historic building or structure including, but not limited to:

- Exterior changes to or modifications of structure, architectural details or visual characteristics including paint color and surface texture;
- Grading or surface paving;
- Construction of new structures;
- Cutting or removal of trees and other natural features;
- Disturbance of archaeological sites or areas; and
- The placement or removal of any exterior objects including signs, plaques, light fixtures, street furniture, walls, fences, steps, plantings and landscape accessories that affect the exterior visual qualities of the property.

Area of Potential Effect - the geographic area within which a project may cause changes in the **character**, **feeling**, **setting** or use of **historic resources**. The area of potential effect is influenced by the scale and nature of the undertaking and may vary for different kinds of effects caused by an undertaking. Investigations and surveys are conducted within the area of potential effect to identify the presence or absence of historical resources and, if present, to evaluate their significance. The area of potential effect should include all historical resources that reasonably can be expected to be affected by or result in a change to their historical, architectural, archaeological, or cultural **character**. At a minimum, the area of potential effect is the proposed development site and adjacent sites, including both developable and open space areas. In addition, a proposed project's area of potential effect should also include all off-site improvements, such as access roads, public utility lines, off-site grading associated with cut/fill slopes, staging areas, etc.

Categorical exemption – an exemption from the California Environmental Quality Act (CEQA) for a class of projects based on a finding by the California Secretary for Resources that the class of projects does not have a significant effect on the environment.

Character – refers to all those visual aspects and physical features that comprise the appearance of every historic building.

Character-defining Elements – include, but are not limited to, the overall shape and form of the building, its roof and roof structures, openings, projections, trim, materials, craftsmanship, decorative details, as well as the various aspects of its site and environment. Some common examples of character-defining features for various architectural styles can be found in *A Field Guide to American Houses* by Virginia and Lee McAlester (1984; ISBN: 978-0-394-73969-4), which is herein incorporated by reference into this definition. [2]

Contributing property - a building, structure, site, feature or object within an **historic district** that embodies the significant physical characteristics and features, or adds to the historical associations, historic architectural qualities or archaeological values identified for the **historic district**, and was present during the period of significance, relates to the documented significance of the property, and possesses historic **integrity** or is capable of yielding important information about the period.

Demolition (not historic) –for structures determined not to be historically significant, demolition is any act or process that removes, pulls down, tears down, razes, or destroys any portion of a regulated structure as determined by the Building Official.

Demolition (potentially historic)-for structures being evaluated for, or determined to be historically significant, demolition is further defined as the physical removal, destruction, obstruction, relocation, enclosure or alteration of the resource in whole or part, such that the resource's ability to convey its significance is materially impaired. The significance of an historical resource is materially impaired when a project alters in an adverse manner the resource's integrity and/or those character-defining elements that convey the structure's historical significance.

Discretionary Project - a project that requires the exercise of judgment or deliberation when the public agency or body decides to approve or disapprove a particular activity, as distinguished from situations where the public agency or body merely has to determine whether there has been conformity with applicable statutes, ordinances, or regulations. Unlike a **ministerial project**, a discretionary project is generally subject to CEQA environmental review because it requires the exercise of judgment or deliberation by city officials or staff whether to approve or disapprove it. Even though a building permit, **demolition** permit, or grading permit is normally considered to be a **ministerial project**, *Ventura Municipal Code* sec. 2R.450.220 defines these as

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[2] For a discussion of character defining features, applicants are encouraged to view online: http://www.nps.gov/history/hps/tps/briefs/brief17.htm. To gain a more thorough understanding of character defining features applicants are also encouraged to review: http://www.nps.gov/history/hps/tps/walkthrough/index.htm.

discretionary projects subject to CEQA environmental review if they require work on or upon a site known to contain an object or artifact of substantial historical and/or archaeological significance, dating from the Pre-Historic Era through the end of the nineteenth century, or where a building permit, **demolition** permit, or grading permit otherwise requires the exercise of substantial discretion by the decision-making authority. According to *Ventura Municipal Code* sec. 2R.450.220, a permit that "requires the exercise of substantial discretion by the decision-making authority" includes, without limitation, a **demolition** permit for a building or structure more than 40 years old at the time of application for such permit because, among other reasons, the decision-making process involved requires what kind of project-specific conditions are required to insure the project's conformance to General Plan Policy 9D (protection of archeological and **historic resources**). Accordingly, such a permit is not a ministerial permit and a historic resource assessment for the subject property shall be completed prior to the issuance of such permit to determine whether conditions may need to be imposed for proper treatment of a potential **historic resource**, compliance with CEQA, and conformance to the General Plan.

Feeling – the property's expression of the aesthetic or historic sense of a particular period of time. It results from the presence of physical features that, taken together, convey the property's historic **character**.

Historic Context – an organizing structure for interpreting history that groups information about historic properties that share a common **theme**, common geographical area, and a common time period. The development of historic contexts is a foundation for decisions about the planning, identification, evaluation, registration, and treatment of historic properties, based upon comparative historic significance. Historical context are those patterns or trends in history by which a specific event, property, or site is understood and its meaning within history or prehistory is illuminated.

Historic District [Ventura Municipal Code sec. 24.455.120] - a geographically definable area possessing a significant concentration, linkage or continuity of site, buildings, structures and/or objects united by past events, or aesthetically by plan or physical development, regardless of whether such a district may include some buildings, structures, sites, objects, or open spaces that do not contribute to the significance of the district. A historic district can generally be distinguished from surrounding areas (1) by visual change such as building density, scale, type, age, or style; or (2) by historic documentation of different associations or patterns of development. The number of nonsignificant properties a historic district can contain yet still convey its sense of time and place and historical development depends on how these properties impact the historic district's **integrity**. Although the spatial relationship between component elements is usually important in the definition of a district, the elements of a district do not necessarily have to be contiguous.

Historical Resource - Section 15064.5 of the *California Code of Regulations* (Title 14, Chapter 3) defines historical resource as:

1. A resource listed in, or determined to be eligible by the State Historical Resources Commission, for listing in the California Register of Historical Resources (Pub. Res. Code, § 5024.1, Title 14 CCR, Section 4850 et seq.).
2. A resource included in a local register of historical resources, as defined in section 5020.1(k) of the Public Resources Code or identified as significant in an historical resource survey meeting the requirements section 5024.1(g) of the Public Resources Code, shall be presumed to be historically or culturally significant. Public agencies must treat any such resource as significant unless the preponderance of evidence demonstrates that it is not historically or culturally significant.
3. Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California may be considered to be an historical resource, provided the lead agency's determination is supported by substantial evidence in light of the whole record. Generally, a resource shall be considered by the lead agency to be "historically significant" if the resource meets the criteria for listing on the California Register of Historical Resources (Pub. Res. Code, § 5024.1, Title 14 CCR, Section 4852) including the following:
    a. Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage;
    b. Is associated with the lives of persons important in our past;
    c. Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or
    d. Has yielded, or may be likely to yield, information important in prehistory or history.

    The fact that a resource is not listed in, or determined to be eligible for listing in the California Register of Historical Resources, not included in a local register of historical resources (pursuant to section 5020.1(k) of the Public Resources Code), or identified in an historical resources survey (meeting the criteria in section 5024.1(g) of the Public Resources Code) does not preclude a lead agency from determining that the resource may be an historical resource as defined in Public Resources Code sections 5020.1(j) or 5024.1.

4. For the city, a "historically significant resource" is any real property such as building, structure, archaeological excavation, or object that is unique or significant because of it retains an appropriate level of **integrity** and is associated with:

Criteria A. Events that have made a meaningful contribution to the nation, state or community;

Criteria B. Lives of persons who made a meaningful contribution to national, state or local history;

Criteria C. Properties significant for their physical design or construction, including such elements as architecture, landscape architecture, engineering, and artwork, including the following:

1) Embodying the distinctive characteristics of a type, period or method of construction;

2) The work of one or more master builders, designers, artists or architects whose talents influenced their historical period, or work that otherwise possesses high artistic value; lack individual distinction;

3) Work that otherwise possesses high artistic value;

4) Representing a significant and distinguishable entity whose components may lack individual distinction (most commonly applied to historic districts);

5) Reflecting or exemplifying a particular period of the national, state or local history.

Criteria D. Yielding, or likely to yield, information important to national, state or local history or prehistory.

Criteria E. Is listed or has been determined eligible by the National Park Service for listing on the National Register of Historic Places or is listed or has been determined eligible by the California State Office of Historic Preservation for listing on the California Register of Historical Resources.

Criteria F. Is a finite group of resources related to one another in a clearly distinguishable way or is a geographically definable area or neighborhood containing improvements which have a special **character**, historical interest or aesthetic value or which represent one or more architectural periods or styles in the history and development of the city of Ventura. Although the spatial relationship between component elements is usually important in

the definition of a district, the elements of a district do not necessarily have to be contiguous.

Historical Resource Assessment - *Ventura Municipal Code* sec. 2R.450.220 requires preparation of a "historical resource assessment" for applications for a **demolition** permit for a building or structure more than 40 years old at the time of application for such permit. This report is used during the **Initial Study** phase of the city's CEQA environmental review process to determine whether the proposed **demolition** of a building or structure will result in a significant impact on the environment by causing a **substantial adverse change** in the significance of a **historical resource** or eliminate important examples of the major periods of California history or prehistory. The report also recommends changes to the project to avoid or reduce impacts to historical resources.

Initial Study - a preliminary analysis prepared by the Lead Agency to determine whether an EIR or a Negative Declaration must be prepared or to identify the significant environmental effects to be analyzed in an EIR.

Integrity - the authenticity of an historical resource's physical identity evidenced by the survival of characteristics that existed during the resource's period of significance. Integrity is evaluated with regard to the retention of location, design, **setting**, materials, workmanship, **feeling**, and association.

Landmark [Ventura Municipal Code sec. 24.455.120] - any real property, nominated by the Historic preservation committee and designated by the City Council, such as building, structure, or archaeological excavation, or object that is unique or significant because of its location, design, **setting**, materials, workmanship or aesthetic **feeling**, and is associated with:

a) Events that have made a meaningful contribution to the nation, state or community;

b) Lives of persons who made a meaningful contribution to national, state or local history;

c) Reflecting or exemplifying a particular period of the national, state or local history;

d) Embodying the distinctive characteristics of a type, period or method of construction;

e) The work of one or more master builders, designers, artists or architects whose talents influenced their historical period, or work that otherwise possesses high artistic value;

f) Representing a significant and distinguishable entity whose components may lack individual distinction; or

g) Yielding, or likely to yield, information important to national, state or local history or prehistory.

Like for like – means the repair or replacement of any item (wood, stone, brick, etc.) of an entire feature with the same material. Because this approach may not always be technically or economically feasible, provisions are made for the HPC to consider the use of a compatible substitute material.

Ministerial Project - a governmental decision involving little or no personal judgment by the public official as to the wisdom or manner of carrying out the project. The public official merely applies the law to the facts as presented but uses no special discretion or judgment in reaching a decision. A ministerial decision involves only the use of fixed standards or objective measurements, and the public official cannot use personal, subjective judgment in deciding whether or how the project should be carried out. According to *Ventura Municipal Code* sec. 2R.450.220, ministerial projects normally include the following:

- Building permits that do not involve structures over 40 years old
- Demolition permits that do not involve structures over 40 years old
- Electrical permits
- Plumbing permits
- Heating and comfort cooling permits
- Final subdivision map approval
- Sign permits
- Business permits
- Certificates of occupancy
- **Preventative Maintenance**

Even though a building permit, **demolition** permit, or grading permit is normally considered to be a **ministerial project**, *Ventura Municipal Code* sec. 2R.450.220 defines these as **discretionary projects** subject to CEQA environmental review if they require work on or upon a site known to contain an object or artifact of substantial historical and/or archaeological significance, dating from the Pre-Historic Era through the end of the nineteenth century, or where a building permit, **demolition** permit, or grading permit otherwise requires the exercise of substantial discretion by the decision-making body.

Mitigated Negative Declaration - a **negative declaration** prepared for a project when the **initial study** has identified potentially significant effects on the environment, but (1) revisions in the project plans or proposals made by, or agreed to by, the applicant before the proposed **negative declaration** and **initial study** are released for public review would avoid the effects or mitigate the effects to a point where clearly no significant effect on the environment would occur, and (2) there is no substantial

evidence in light of the whole record before the public agency that the project, as revised, may have a significant effect on the environment.

Negative Declaration - a written statement by the Lead Agency briefly describing the reasons that a proposed project, not exempt from CEQA, will not have a significant effect on the environment and therefore does not require the preparation of an EIR.

Point of Interest [Ventura Municipal Code sec. 24.455.120] - any real property or object:

a) That is the site of a building, structure or object that no longer exists but was associated with historic events, important persons, or embodied a distinctive **character** of architectural style;

b) That has historic significance, but was altered to the extent that the **integrity** of the original workmanship, materials or style is substantially compromised;

c) That is the site of a historic event which has no distinguishable characteristics other than that a historic event occurred there and the historic significance is sufficient to justify the establishment of a historic **landmark**.

Preventative Maintenance - any activity that *protects* a **historic resource** with the least degree of intervention and is preparatory to other work. For example, protection includes the maintenance of historic material through treatments such as rust removal, caulking, limited paint removal, and re-application of protective coating; the cyclical cleaning of roof gutter systems; or installation of fencing, protective plywood, alarm systems and other temporary protective measures.

Setting - the physical environment of a historic property. Whereas location refers to the specific place where a property was built or an event occurred, setting refers to the **character** of the place in which the property played its historical role. It involves how, not just where, the property is situated and its relationship to surrounding features and open space. Setting often reflects the basic physical conditions under which a property was built and the functions it was intended to serve. In addition, the way in which a property is positioned in its environment can reflect the designer's concept of nature and aesthetic preferences. The physical features that constitute the setting of a historic property can be either natural or manmade, including such elements as:

- Topographic features (a gorge or the crest of a hill);
- Vegetation;
- Simple manmade features (paths, berms or fences); and
- Relationships between buildings and other features or open space.

These features and their relationships should be examined not only within the exact boundaries of the property, but also between the property and its surroundings. This is particularly important for districts.

Substantial Adverse Change – **demolition**, destruction, relocation, or **alteration** such that the significance of an historical resource would be impaired.

Theme – a means of organizing properties into coherent patterns based on elements such as environment, social/ethnic groups, transportation networks, technology, or political developments that have influenced the development of an area during one or more periods of prehistory or history.

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APPENDICES

APPENDIX A. PRELIMINARY HISTORICAL REVIEW APPLICATION INFORMATION REQUIREMENTS

After determination by city staff that a **discretionary project** requires historical review pursuant to *Ventura Municipal Code* sec. 2R.450.220, the applicant for the proposed **demolition** shall submit a preliminary historical review application containing information relevant to the potential historical significance of the project site and surrounding neighborhood. The preliminary historical review application must contain sufficient information relevant to the potential historical significance of the project site and surrounding neighborhood to enable HPC to make a decision on its potential historical significance. Incomplete or inaccurate information submitted with the preliminary historical review application may result in a request for additional information or preparation of a formal **Historical Resource Assessment** by a qualified preparer.

The preliminary historical review application must contain the following information about the existing property and neighborhood:

1. Project Description and Applicant Information
    a. Name of applicant
    b. Description of proposed project including location of any trees and landscaping to be removed
2. Property Location
    a. Address
    b. Assessor Parcel Number
    c. Has the property been moved from its original location?
    d. Is the property located in an existing or proposed historic district?
3. City of Ventura Property Information Sheets including map, name of tract, and map of subdivision
4. Building Development Information
    a. Date of original construction (actual or estimated)
    b. Name of original architect and/or builder
5. Ownership and Occupant Information
    a. Name of original building owner
    b. Chain of title or list of subsequent owners (this should date back to the developer of the property or subdivision).
6. Alterations to Original Property and landscaping
    a. Provide a written description of all alterations to the original property
    b. Attach copies of all available building permits
7. Photographs
    a. Exterior color photographs (4x6 or larger) of the front, back and sides of the property showing architectural details—doors, windows, entrance, chimney, garage, landscaping, etc.

   b. Photographs of surrounding neighborhood at street level
8. Google map satellite view of property extending one block beyond subject property in all directions
9. A list of all sources of information used to prepare the preliminary historical review application

APPENDIX B. GUIDELINES FOR PREPARING HISTORICAL RESOURCE ASSESSMENTS

Purpose and Objectives

Pursuant to *Ventura Municipal Code* sec. 2R.450.220, a Historical Resource Assessment shall be prepared for a **demolition** permit of a building or structure more than 40 years old at the time of application for such permit. The purpose of the Historical Resource Assessment is to determine whether the proposed **demolition** will substantially alter a **historical resource**.[3] This will be accomplished in a two-step process to answer the following questions:

1. **Is the building, structure, or other improvement proposed for demolition a historical resource**?

   Historical resources include all properties (historic, archaeological, landscapes, traditional, etc.) eligible or potentially eligible for the National Register of Historic Places, as well as those that may be *significant* pursuant to state and local laws and registration programs such as the California Register of Historical Resources or the City of Ventura's **landmarks** and **Points of Interest** Register. *Historical resource* means site improvements, buildings, structures, **historic districts**, signs, features (including significant trees or other landscaping), places, place names, interior elements and fixtures designated in conjunction with a property, or other objects of historical, archaeological, scientific, educational, cultural, architectural, aesthetic, or traditional significance to the citizens of Ventura. They include buildings, structures, objects, archaeological sites, districts or landscapes possessing physical evidence of human activities that are typically over 40 years old, regardless of whether they have been altered or continue to be used. Historical resources also include traditional cultural properties.

   Any object, building, structure, site, area, place, record, or manuscript is considered to be *historically significant* at the local, state, or national level if it meets one or more of the following four criteria:

   Events. It is associated with events or patterns of events that have made a significant contribution to the broad patterns of local or regional history and cultural heritage of California or the United States.

   Persons. It is associated with the lives of persons important to the nation or to California's past.

[3] The scope of a Historical Resource Assessment does not include addressing archaeological resources. If necessary, this is addressed in a separate report prepared under the appropriate guidelines.

Construction/Artistic Value. 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.

Information. It has yielded, or has the potential to yield, information important to the prehistory or history of the state or nation.

The following definitions are based, for the most part, on the California Office of Historic Preservation's (OHP) *Instructions for Recording Historical Resources* and are used to categorize different types of historical resources when they are recorded.

- A **building** is a construction created principally to shelter any form of human activity (e.g., a house, barn, church, hotel or similar construction). The term building may also be used to refer to a historically and functionally related unit, such as a courthouse and jail or a house and barn.
- The term **structure** is used to distinguish buildings from those functional constructions usually made for purposes other than creating human shelter. Constructed by humans, structures include large scale engineering projects such as water control systems (e.g., dams, reservoirs, aqueducts, water towers, etc.) or transportation systems (e.g., railroads, bridges, roads, trails, etc.), as well as mine shafts, kilns, ovens, lighthouses, radio telescopes, etc.
- The term **object** is used to distinguish buildings and structures from those constructions that are primarily artistic in nature or are relatively small in scale and simply constructed. Although it may be moveable, by nature or design, an object is associated with a specific **setting** or environment.
- An **archaeological site** is the location of a significant event, a prehistoric or historic occupation or activity, or a building or structure (whether standing, ruined or vanished) where the location itself possesses historical, cultural or archaeological value regardless of the value of any existing structure. Archaeological sites which consist of less than three associated artifacts and/or ecofacts within a 50 square meter area are commonly called isolates.
- A **district** possesses a significant concentration, linkage or continuity of archaeological sites, buildings, structures, objects, or landscapes united historically or aesthetically by plan or physical development.
- A **landscape** may be classified as cultural, designed or rural. A cultural landscape is a geographical area which has been used by people; shaped or modified by human activity, occupation or intervention; or is imbued with significant value in the belief system of a culture or society. A designed landscape is consciously laid out by a professional designer according to academic or professional standards, theories or philosophies of landscape

architecture; or by an amateur using a recognized style or tradition. It may have a historical association with a significant person, trend or event in landscape gardening or landscape architecture, or a significant relationship to the theory or practice of landscape architecture. A rural historic landscape is a geographic area that historically has been used by people, or shaped or modified by human activity, occupancy or intervention. It is usually a district possessing a significant concentration, linkage, or continuity of land use, vegetation, buildings, structures, roads, waterways and natural features. In this concentration, it provides a distinct sense of time and place.

- A **traditional cultural property** is a locale which has been, and often continues to be of religious, mythological, cultural, economic and/or social importance to an identifiable ethnic group. This includes sacred areas where religious ceremonies have been or currently are practiced or which are central to a group's origins as a people. Also included are areas where plants or other materials have been or currently are gathered for food, medicine or other economic purposes. These kinds of traditional cultural properties may not possess physical evidence of human activities. Traditional cultural properties also include neighborhoods which have been modified over time by ethnic or folk group use in such a way that the physical and cultural manifestations of the ethnic or folk culture are still distinguishable today. Cultural expressions shared within familial, ethnic, occupational, or regional groups include but are not limited to: technical skill, language, music, oral history, ritual, pageantry, and handicraft traditions which are learned orally, by imitation or in performance, and are generally maintained without benefit of formal instruction or institutional direction. Physical features may include: distinctive landscape and settlement patterns, architectural typologies, materials and methods of construction, and ornamental detailing.

2. **Will the proposed action cause a substantial adverse change in the significance of a historical resource? This may include indirect impacts to adjacent properties or neighborhoods that are historically significant.**

   CEQA defines a *substantial adverse change* as the physical **demolition**, destruction, relocation or **alteration** of the historical resource or its immediate surroundings such that the significance of an historical resource would be materially impaired. CEQA goes on to define *materially impaired* as work that materially alters, in an adverse manner, those physical characteristics that convey the resource's historical significance and justify its inclusion in the California Register of Historic Places, a local register of historical resources, or an historical resource survey.

General Approach

To prepare a Historic Resource Assessment for the city of Ventura, primary historic consultants should meet the professional qualifications in Appendix C. In order to be considered complete, a Historical Resource Assessment should provide an historical overview of the individual resource or district under study by identifying and evaluating the potential resource within its **historic context**. The report should also evaluate the potential for direct and indirect impacts from the proposed project on the historical resource. The report should synthesize all available historic information from all disciplines in a clear and concise narrative. The report should entail both documentary research and field investigation to determine and describe the **integrity**, authenticity, associative values, and significance of the resource under study. Reports should be prepared to a level of detail commensurate with the significance and complexity of the structures and impacts in question.

Potential Impacts to be Addressed

The impact assessment is based on the area of potential effect which includes the area of both the direct and indirect impacts of a proposed project on a historical resource. The potential for cumulative impacts to historical resources must also be assessed for significance. In order to identify the extent and degree of the impacts, the APE must be established on the proposed project site plan or map. Once the boundaries of the APE have been defined and the resources have been evaluated for significance, the project impacts should be addressed based on the project design. If a historical resource is not significant, both the resource and the effect on it must be noted in Historical Resource Assessment.

Direct Impacts

Any part of a project that will have a potential effect on historical resources is considered a direct impact. Direct impacts are generally those that will cause damage to the resource, such as:

- Mass grading
- Road construction
- Pipelines for sewer and water
- Staging areas
- Access roads
- Destruction of all or part of a property
- Deterioration due to neglect
- **Alteration**

- Inappropriate repair
- New addition
- Relocation from original site
- Isolation of a **historic resource** from its **setting**, when the **setting** contributes to its significance.

Indirect Impacts

Indirect impacts are included within the APE and should be addressed in the Historical Resource Assessment. In the built environment, indirect impacts include the introduction of visual, audible or atmospheric effects that are out of **character** with the historic property or alter its **setting**, when the **setting** contributes to the property's significance. Examples include, but are not limited to, the construction of a large scale building, structure, object, or public works project that has the potential to cast shadow patterns on the historic property, modify the approach to or view of the resource, intrude into its viewshed, generate substantial noise, or substantially increase air pollution or wind patterns.

For archaeological resources and traditional cultural properties, indirect impacts are often the result of increased public accessibility to resources not otherwise subject to impacts which may result in an increased potential for vandalism and site destruction. Placing sites into open space does not always mean that there will not be the potential for indirect impacts to the resource. Since open space boundaries can change during the project review as a result of environmental design and/or community constraints, resources placed into open space need to be evaluated for indirect impacts.

Cumulative Impacts

Cumulative impacts can result from individually minor but collectively significant projects taking place over a period of time. The loss of an archeological or historical resource data base due to mitigation by data recovery may be considered a cumulative impact. In the built environment, cumulative impacts most often but not always occur to districts, where several minor changes to contributing properties, their landscaping, or to their **setting**, over time result in a significant loss of **integrity**.

If it is determined that significant resources will be impacted by the proposed project, several mitigation strategies can be utilized. These are discussed in another section.

Scope of Work

The Historical Resource Assessment report should be organized to address the questions and provide the information described below:

1. Summary. Provide an overview of report and conclusions.

2. Introduction. Provide a brief description of the proposed project.
3. Past Historic Evaluations. Discuss existing historic surveys in which the property has been listed, if any, and the category ratings of any structure. Include the purpose of the survey and the methodology used to put the evaluations into a context. Include what has not yet been considered by those surveys, or may have been missed, or what has changed since those surveys were conducted.
4. Existing Conditions. Evaluate the property using all four of the California Register criteria for historic resource significance—events, people, construction/artistic value, and information. This section of the report should answer the following questions or speak to the issues listed below:
    - Discuss the property's **character** and history.
    - What is the property type? Is this a rare or unique type? Is the property representative of a specific type? Does it have specific historical associations?
    - What aspects or elements add to or are central to its importance?
    - What periods of history are relevant for the historical resource determination?
    - Describe the exterior materials, exterior features, building interior, and the **setting** of the property.
    - What are the historic and **character defining elements** that make the property significant?
    - Does the property satisfy any of the criteria for listing on the California Register? Why or why not?
    - Explore the chain of ownership to see if there is any association with a significant person.
    - Are there any associations with important events that have made a contribution to local, state or national history?
    - Does the property retain its historic **integrity**? Are there any changes? If so, are the changes easily reversible? Do the changes affect the historic architectural **character** of the resource?
    - Include photos, both existing conditions and historic photos, if located.

    The discussion should also include an assessment of **integrity** in relationship to the property's period of significance. Discuss each of the seven aspects of integrity (location, design, **setting**, materials, **feeling**, workmanship, association) that relate most directly to the reasons the property is or is not significant (recognizing that not all seven aspects of integrity need be present for all resources).

The process for identifying the **character-defining elements** of a resource should use the methodology contained in the U.S. National Park Service Preservation Brief 17: *Architectural Character– Identifying the Visual Aspects of Historic Buildings as an Aid to Preserving Their Character* (see Appendix E)

5. Context and Relationship. What is the neighborhood historical context? Discuss how the potentially significant resource relates or doesn't relate to the surrounding neighborhood. Is the proposed project part of a designated, proposed or studied historic or conservation district? The historical resource may be the district itself and the building in question may be a contributor or non-contributor within that resource. If the resource is the district, what would be the effect of demolishing a contributory or a non-contributory structure and building a new building? Has the building or structure been evaluated as a part of a previous informational survey or study? If so, discuss the district and the potential resource's importance in relation to district. If there is more than one structure involved, what are the interrelationships between structures?

6. Project-Specific Impacts. What changes are being proposed by the project sponsor? What will be the overall effects on historical resources if the proposed project is carried out? What would happen to **character-defining elements** or important features? If the proposal was carried out, would the remaining features be enough to retain the historic significance?

7. Cumulative Impacts. If the proposed project is within the boundaries of an **historic district**, the report should discuss the cumulative impact of the proposed and related projects to the population of resources that would remain in the district. What changes have occurred in the district since it was designated that are visible from the resource? How many buildings within the district visible from the potentially significant resource have been changed or demolished? What types? What is the status or ratings of the remaining structures in the district? If the potential resource is outside of a recognized district, is it of a unique, rare, or increasingly at-risk type of structure, the loss of which would lead to an adverse cumulative impact? Would the character of adjacent or nearby rated buildings or groups of buildings be adversely affected or compromised?

8. Mitigation. Are there any ways to ameliorate the project-specific or cumulative impacts? What alternatives should be considered that would reduce or eliminate adverse impacts?

9. Conclusions. Provide a brief summary of the findings and recommendations.

10. Attachments. All information and discussion of historicity and significance must utilize Department of Parks and Recreation (DPR) 523 forms. [4] Complete and attach all DPR forms that are appropriate for the resource type. These include, but are not limited to:

    - 523-A Primary Record (for all resource types)
    - 523-B Building Structure and Object Record (for all buildings, structures, and objects)
    - 523-C Archaeological Site Record Form (for archaeological sites only)
    - 523-D District Record Form (for proposed districts only)
    - 523-L Continuation Sheet (for information which cannot be contained within forms A-D)

    The analysis contained within the DPR forms must include:

    - Section P3a (DPR 523-A): A full architectural description of the building from the top down. Begin by identifying the style, date of construction and size of the building. Then describe the appearance of the building, including form, building materials, fenestration, architectural details, and condition of the building, as well as the **setting**, and the boundaries. If the property under evaluation is a commercial building, an analysis of publicly accessible interiors (such as lobbies, theatres, etc) must be included.
    - Section B6 (DPR 523-B): A complete analysis and accounting of any and all **alterations** or modifications to the building, including re-roofing, re-stuccoing, replacement of siding, replacement of windows, additions, removals, etc. In addition to a field inspection, all available building records, including the residential building record, any and all building permit records, and all available Notices of Completion should be used in this analysis. Current owners should always be interviewed for information regarding modifications/maintenance of the property, and whenever possible, prior owners should be interviewed as well. Current and prior owners may also be a resource for historic photographs of the building which document changes, if any.
        - In addition, all modifications to original historic fabric must be identified and analyzed for its impact to the **integrity** of the structure.
        - If more space is required, use a DPR 523(L) form - Continuation Sheet.

[4] These forms are available on-line by visiting the California State Office of Historic Preservation website at http://ohp.parks.ca.gov/?page_id=1069.

- Section B10 (DPR 523-B): An analysis of the property under all significance criterion headings—events, people, construction/artistic value, and information. The report should make a clear and compelling argument as to why the property is or is not significant and eligible for designation under each criterion. If more space is required, use a DPR 523(L) - Continuation Sheet.
    - The **integrity** of the resource should be included in the discussion of the property's potential historical significance. The resource must retain **integrity** in order to be eligible for historical resource designation under any and all criteria. The discussion of **integrity** should be tied to the property type and its contributing character defining features.
    - If the property meets the criterion for "significant person", discuss how the property comparatively relates to other properties that the individual may have owned and/or occupied. Also include a discussion of the important person's achievements and the dates of the achievements (period of significance) and demonstrate that they occupied the property during the identified period of significance.
    - If the property meets the criterion for association with a "Master," discuss how the property is representative of their body of work. If the individual is not already recognized as a Master, provide enough evidence through an analytical narrative and supporting documentation in the attachments to show the breadth of the individual's body of work; the high quality of their craftsmanship and/or whether peers considered them to be a Master; as well as how the property in question fits into the overall body of work and how it is representative of that body of work.

APPENDIX C. QUALIFICATIONS OF HISTORICAL RESOURCE ASSESSMENT PREPARERS

For CEQA compliance, the City is committed to ensuring that historical resource studies are conducted by qualified professionals. Towards this end, the City requires that individuals working in any of the disciplines routinely practicing in the historic preservation field today shall meet the minimum professional standards in education, training and experience as described below. These standards, for the most part, follow the professional qualification standards found in the Secretary of Interior's *Standards and Guidelines for Archeology and Historic Preservation* (1995). Individuals conducting archeological resource studies are also recommended to be certified by the Register of Professional Archeologists (RPA), when appropriate, and be approved by the Community Development Director prior to the onset of work.

The following are the professional requirements for principal investigators in the various disciplines related to historical resources protection. The Community Development Director may grant approval to other qualified individuals not meeting the minimum qualifications standards described below. Such individuals may submit their qualifications to the Community Development Department for consideration. The decision will be made at the discretion of the Community Development Director on a case-by-case basis.

Architectural History

The minimum qualifications for a principal investigator conducting studies in architectural history are a graduate degree in architectural history or closely related field (e.g., art history or historic preservation) plus at least one year of demonstrable experience in applying the methods and practices of architectural history in the historic preservation arena; or a Bachelor's degree in architectural history or closely related field plus at least three years of demonstrable experience in applying the methods and practices of architectural history in the historic preservation arena. Demonstrable experience includes, but is not limited to: 1) scholarly research, publications, papers or similar research and writings related to the history of architecture, historic material culture, historic resources or the historic built environment of southern California; or 2) teaching the history of architecture, historic material culture, historic resources or the historic built environment of southern California; or 3) administrative, project review or supervisory experience in an historic preservation program or office (academic institution, historical organization or agency, museum, cultural resources management consulting firm or similar professional institution) with an emphasis on and relating to the history of architecture, historic material culture, historic resources or the historic built environment of southern California; or 4) fieldwork in architectural history that emphasizes the identification, evaluation, treatment or documentation of architecture,

historic material culture, historic resources or the historic built environment of southern California.

Cultural Anthropology

The minimum qualifications for a principal investigator conducting studies in cultural anthropology are a graduate degree in anthropology or closely related field (e.g., ethnography, ethnohistory, folklife, ethnobotany, ethnozoology, ethno-archaeology, cultural geography, sociology, social anthropology and oral history) with specialization in cultural anthropology plus at least one year of demonstrable experience in applying the methods and practices of cultural anthropology in southern California. Demonstrable experience includes, but is not limited to: 1) scholarly research, publications, papers or similar research and writings on the theory or practices of cultural anthropology as it relates to historic preservation, historic or prehistoric material culture, historic or prehistoric resources or the historic or prehistoric built environment of southern California; or 2) teaching the theory or practices of cultural anthropology as it relates to historic preservation, historic or prehistoric material culture, historic or prehistoric resources or the historic or prehistoric built environment of southern California; or 3) administrative, project review or supervisory experience in an historic preservation program or office (academic institution, historical organization or agency, museum, cultural resources management consulting firm or similar professional institution) with an emphasis on the cultural anthropology of southern California; or 4) fieldwork in cultural anthropology that emphasizes the identification, evaluation, treatment or documentation of historic or prehistoric material culture, historic or prehistoric resources or the historic or prehistoric built environment of southern California.

Historical Archaeology

The minimum qualifications for a principal investigator conducting studies in historical archaeology are a graduate degree in anthropology with a specialization in historical archaeology, archaeology with a specialization in historical archaeology or closely related field (e.g., prehistoric archaeology and cultural anthropology) plus: 1) active SOPA certification or equivalent training accepted for accreditation purposes; 2) at least two years of full-time demonstrable experience (or equivalent specialized training) at a supervisory level with historic archaeological resources of southern or central California; and 3) a demonstrated ability to carry research to completion, including scholarly research, publications, papers or similar research and writings in historical archaeology relating to the historic material culture, historic archaeological resources or the historic built environment of southern or central California. Demonstrable experience includes: 1) teaching historical archaeology with an emphasis on and related to historic material culture, historic archaeological resources or the historic built

environment of southern or central California; or 2) administrative, project review or supervisory experience in an historic preservation program or office (academic institution, historical organization or agency, museum, cultural resources management consulting firm or similar professional institution) with an emphasis on and related to historic material culture, historic archaeological resources or the historic built environment of southern or central California.

Historical Preservation

The minimum qualifications for a principal investigator conducting studies in historical preservation are a graduate degree in historical preservation or closely related field (e.g., environmental studies, American civilization, architectural history, public administration, law, planning, history, anthropology, humanities and cultural geography) plus at least one year of demonstrable experience in applying the methods and practices of historical preservation in the identification, evaluation or treatment of historic or archaeological resources; or a Bachelor's degree in historical preservation or closely related field plus at least three years of demonstrable experience in applying the methods and practices of historical preservation in the identification, evaluation or treatment of historic or archaeological resources. Demonstrable experience includes, but is not limited to: 1) scholarly research, publications, papers or similar research and writings in historical preservation relating to historic or prehistoric material culture, historic or archaeological resources or the historic or prehistoric built environment of southern California; or 2) teaching historical preservation as it relates to historic or prehistoric material culture, historic or archaeological resources or the historic or prehistoric built environment of southern California; or 3) administrative, project review or supervisory experience in an historic preservation program or office (academic institution, historical organization or agency, museum, cultural resources management consulting firm or similar professional institution) with an emphasis on historical preservation in southern California and its relationship to the identification, evaluation or treatment of historic or archaeological resources; or 4) fieldwork that identifies, evaluates or protects the historic or prehistoric resources of southern California.

Historian

The minimum qualifications for a principal historian are a graduate degree in history or closely related field (e.g., American studies, American civilization, historic preservation and humanities) plus at least one year of demonstrable experience in applying the methods and practices of history in the historic preservation arena; or a bachelor's degree in history or closely related field plus at least three years of demonstrable experience in applying the methods and practices of history in the historic preservation arena. Demonstrable experience includes, but is not limited to: 1) scholarly research,

publications, papers or similar research and writings related to the historic material culture, historic resources or the historic built environment of southern California; or 2) teaching history with an emphasis on and relating to historic material culture, historic resources or the historic built environment of southern California; 3) administrative, project review or supervisory experience in an historic preservation program or office (academic institution, historical organization or agency, museum, cultural resources management consulting firm or similar professional institution) with direct experience in history relating to historic material culture, historic resources or the historic built environment of southern California; or 4) fieldwork in history that emphasizes the identification and evaluation of historic material culture, historic resources or the historic built environment of southern California.

APPENDIX D. SUMMARY OF VENTURA'S IMPORTANT PERIODS OF DEVELOPMENT

Ref: City of Ventura, *Historic Resources Survey Update, Downtown Specific Plan Area*. Chapter 4 (Historic Resources Group, April 2007). www.cityofventura.net/community_development/planning/planning_communities/dhrs

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Native American
European Exploration (1542 - 1781)
Mission Period (1782 – 1833)
Mexican Period (1834 – 1847)
American Period (1848 – present)
- City founding and incorporation (1848 – 1886)
  - American and European Settlement
  - Incorporation 1866
- First land boom (1869 – 1886)
  - Transportation
    - Stagecoach established -1868
    - Ventura Warf established -1872
  - Commercial district centered on Mission
    - Hospitality
    - Merchants
    - Agriculture
    - American and European Settlement
    - Chinese settlement
- Second land boom (1887 – 1905)
  - Southern Pacific Railroad 1887 increases access
    - Eastern settlers
    - Ethnic tensions
- City expansion and civic improvement (1906 – 1920)
  - 1906 Eastward expansion
    - Annexation east of Sanjon Barranca including part of the Dixie Thompson Ranch
  - 1909 Beachfront tracts
  - 1910 Hills above opened for future development
  - 1912 Ventura County Courthouse
    - Migration of Commercial district away from Mission
- Oil and land boom (1921 – 1929)
  - Ventura Avenue development
    - Industrial and residential

City's boundaries expand

- Midtown Housing and downtown commercial expansion
  - Auto related buildings
  - Religious and social groups

Great Depression and World War II (1929 – 1945)

1933-1941 Federal Government financed structures

1942 Military bases revives economy and increases housing shortage

Postwar prosperity and freeway (1945 – 1962)

Auto oriented

- "Strip" commercial development
  - Thompson Blvd-State Highway 101

    Hospitality industry
- Ventura 101 Freeway developed (late 50s thru September 62)

Buenaventura Mall in east Ventura

County Courthouse moved to eastside (early 70s)

NOTE: Many site specific context statements may be found in previously submitted Historic Resource Assessments on file with the city. They may be accessed on the Historic Preservation Committee's web site (http://www.cityofventura.net/public_meetings/HistoricPreservationCommittee) under the minutes of previous meetings as attachments to specific agenda items.

APPENDIX E. U.S. NATIONAL PARK SERVICE PRESERVATION BRIEF 17

Architectural Character
Identifying the Visual Aspects of Historic Buildings as an Aid to Preserving Their Character

Lee H. Nelson, FAIA

»Three-Step Process to Identify the Visual Character
»Step 1: Overall Visual Aspects
»Step 2: Visual Character at Close Range
»Step 3: Interior Spaces, Features and Finishes
»Conclusion
»The Architectural Character Checklist/Questionnaire

A NOTE TO OUR USERS: The web versions of the **Preservation Briefs** differ somewhat from the printed versions. Many illustrations are new, captions are simplified, illustrations are typically in color rather than black and white, and some complex charts have been omitted.

The Secretary of the Interior's Standards for the Treatment of Historic Properties embody two important goals: **1)** the preservation of historic materials and, **2)** the preservation of a building's distinguishing character. Every old building is unique, with its own identity and its own distinctive character. *Character* refers to all those visual aspects and physical features that comprise the appearance of every historic building. Character-defining elements include the overall shape of the building, its materials, craftsmanship, decorative details, interior spaces and features, as well as the various aspects of its site and environment.

The purpose of this Brief is to help the owner or the architect identify those features or elements that give the building its visual character and that should be taken into account in order to preserve them to the maximum extent possible.

There are different ways of understanding old buildings. They can be seen as examples of specific building types, which are usually related to a building's function, such as schools, courthouses or churches.

Buildings can be studied as examples of using specific materials such as concrete, wood, steel, or limestone. They can also be considered as examples of an historical period, which is often related to a specific architectural style, such as Gothic Revival farmhouses, one-story bungalows, or Art Deco apartment buildings.

There are many other facets of an historic building besides its functional type, its materials or construction or style that contribute to its historic qualities or significance. Some of these qualities are feelings conveyed by the sense of time and place or in

buildings associated with events or people. A complete understanding of any property may require documentary research about its style, construction, function, its furnishings or contents; knowledge about the original builder, owners, and later occupants; and knowledge about the evolutionary history of the building. Even though buildings may be of historic, rather than architectural significance, it is their tangible elements that embody its significance for association with specific events or persons and it is those tangible elements both on the exterior and interior that should be preserved.

Therefore, the approach taken in this Brief is limited to **identifying those visual and tangible aspects of the historic building.** While this may aid in the planning process for carrying out any ongoing or new use or restoration of the building, this approach is not a substitute for developing an understanding about the significance of an historic building and the district in which it is located. If the various materials, features and spaces that give a building its visual character are not recognized and preserved, then essential aspects of its character may be damaged in the process of change.

A building's character can be irreversibly damaged or changed in many ways, for example, by inappropriate repointing of the brickwork, by removal of a distinctive side porch, by changes to the window sash, by changes to the setting around the building, by changes to the major room arrangements, by the introduction of an atrium, by painting previously unpainted woodwork, etc.

A Three-Step Process to Identify A Building's Visual Character

This Brief outlines a three-step approach that can be used by anyone to identify those materials, features and spaces that contribute to the visual character of a building. This approach involves first examining the building from afar to understand its overall setting and architectural context; then moving up very close to appreciate its materials and the craftsmanship and surface finishes evident in these materials; and then going into and through the building to perceive those spaces, rooms and details that comprise its interior visual character.

Step 1: Identify the Overall Visual Aspects

Identifying the overall visual character of a building is nothing more than looking at its distinguishing physical aspects without focusing on its details. The major contributors to a building's overall character are embodied in the general aspects of its setting; the shape of the building; its roof and roof features, such as chimneys or cupolas; the various projections on the building, such as porches or bay windows; the recesses or voids in a building, such as open galleries, arcades, or recessed balconies; the openings for windows and doorways; and finally the various exterior materials that contribute to the building's character.

Step One involves looking at the building from a distance to understand the character of its site and setting, and it involves walking around the building where that is possible. Some buildings will have one or more sides that are more important than the others because they are more highly visible. This does not mean that the rear of the building is

of no value whatever but it simply means that it is less important to the overall character. On the other hand, the rear may have an interesting back porch or offer a private garden space or some other aspect that may contribute to the visual character. Such a general approach to looking at the building and site will provide a better understanding of its overall character without having to resort to an infinitely long checklist of its possible features and details. Regardless of whether a building is complicated or relatively plain, it is these broad categories that contribute to an understanding of the overall character rather than the specifics of architectural features such as moldings and their profiles.

Step 2: Identify the Visual Character at Close Range

Step Two involves looking at the building at close range or arm's length, where it is possible to see all the surface qualities of the materials, such as their color and texture, or surface evidence of craftsmanship or age. In some instances, the visual character is the result of the juxtaposition of materials that are contrastingly different in their color and texture. The surface qualities of the materials may be important because they impart the very sense of craftsmanship and age that distinguishes historic buildings from other buildings. Furthermore, many of these close up qualities can be easily damaged or obscured by work that affects those surfaces. Examples of this could include painting previously unpainted masonry, rotary disk sanding of smooth wood siding to remove paint, abrasive cleaning of tooled stonework, or repointing reddish mortar joints with gray portland cement.

There is an almost infinite variety of surface materials, textures and finishes that are part of a building's character which are fragile and easily lost.

Step 3: Identify the Visual Character of Interior Spaces, Features and Finishes

Perceiving the character of interior spaces can be somewhat more difficult than dealing with the exterior. In part, this is because so much of the exterior can be seen at one time and it is possible to grasp its essential character rather quickly. To understand the interior character, **Step Three** says it is necessary to move through the spaces *one at a time.* While it is not difficult to perceive the character of one individual room, it becomes more difficult to deal with spaces that are interconnected and interrelated. Sometimes, as in office buildings, it is the vestibules or lobbies or corridors that are important to the interior character of the building. With other groups of buildings the visual qualities of the interior are related to the plan of the building, as in a church with its axial plan creating a narrow tunnel-like space which obviously has a different character than an open space like a sports pavilion. Thus the shape of the space may be an essential part of its character.

With some buildings it is possible to perceive that there is a visual linkage in a sequence of spaces, as in a hotel, from the lobby to the grand staircase to the ballroom. Closing off the openings between those spaces would change the character from visually linked spaces to a series of closed spaces. For example, in a house that has a front and back parlor linked with an open archway, the two rooms are perceived together, and this visual relationship is part of the character of the building. To close off the open archway would change the character of such a residence.

The importance of interior features and finishes to the character of the building should not be overlooked. In relatively simple rooms, the primary visual aspects may be in features such as fireplace mantels, lighting fixtures or wooden floors. In some rooms, the absolute plainness is the character-defining aspect of the interior. So-called secondary spaces also may be important in their own way, from the standpoint of history or because of the family activities that occurred in those rooms. Such secondary spaces, while perhaps historically significant, are not usually perceived as important to the visual character of the building. Thus we do not take them into account in the visual understanding of the building.

Overall Visual Character: Shape

The **shape** of a building can be an important aspect of its overall visual character. The building illustrated here, for example, has a distinctive horizontal boxlike shape with the middle portion of the box projecting up an extra story.
This building has other visual aspects that help define its overall character, including the pattern of vertical bands of windows, the decorative horizontal bands which separate the base of the building from the upper floors, the dark brown color of the brick, the large arched entranceway, and the castle-like tower behind the building.

Overall Visual Character: Openings

The **opening** illustrated here dominates the visual character of this building because of its size, shape, location, materials, and craftsmanship. Because of its relation to the generous staircase, this opening places a strong emphasis on the principal entry to the building. Enclosing this arcade-like entry with glass, for example, would materially and visually change the character of the building.

Overall Visual Character: Roof and Related Features

This building has a number of character-defining aspects which include the windows and the decorative stonework, but certainly the roof and its related features are visually important to its overall visual character. The **roof** is not only highly visible, it has elaborate stone dormers, and it also has decorative metalwork and slatework. The red and black slates of differing sizes and shapes are laid in patterns that extend around the roof of this large and freestanding building. Any changes to this patterned slatework, or to the other roofing details would damage the visual character of the building.

Overall Visual Character:
Roof and Related Features

On this building, the most important visual aspects of its character are the **roof and its related features** , such as the dormers and chimneys. The roof is important to the visual character because its steepness makes it highly visible, and its prominence is reinforced by the patterned tinwork, the six dormers and the two chimneys. Changes to the roof or its features, such as removal or alterations to the dormers, for example, would certainly change the character of this building. This does not discount the importance of its other aspects, such as the porch, the windows, the brickwork, or its setting; but the roof is clearly crucial to understanding the overall visual character of this building as seen from a distance.

Overall Visual Character: Projections

A **projecting** porch or balcony can be very important to the overall visual character of almost any building and to the district in which it is located. Despite the size of this building (3-1/2 stories), and its distinctive roofline profile, and despite the importance of the very large window openings, the lacy wrap-around iron balcony is singularly important to the visual character of this building. It would seriously affect the character to remove the balcony, to enclose it, or to replace it with a balcony lacking the same degree of detail of the original material.

Overall Visual Character: Trim

If one were to analyze the overall shape or form of this building, it would be seen that it is a gable-roofed house with dormers and a wrap-around porch. It is similar to many other houses of the period. It is the wooden **trim** on the eaves and around the porch that gives this building its own identify and its special visual character.

Although such wooden trim is vulnerable to the elements, and must be kept painted to prevent deterioration; the loss of this trim would seriously damage the overall visual character of this building, and its loss would obliterate much of the closeup visual character so dependent upon craftsmanship for the moldings, carvings, and the see-through jigsaw work.

Overall Visual Character: Setting

Even architecturally modest buildings frequently will have a **setting** that contributes to their overall character. In this very urban district, setbacks are the exception, so that the small front yard is something of a luxury, and it is important to the overall character because of its design and materials, which include the iron fence along the sidewalk, the curved walk leading to the porch, and the various plantings. In a district where parking spaces are in great demand, such front yards are sometimes converted to off-street parking, but in this instance, that would essentially destroy its setting and would drastically change the visual character of this historic property.

Arm's Length Visual Character: Materials

At arm's length, the visual character is most often determined by the surface qualities of the **materials** and craftsmanship; and while these aspects are often inextricably related, the original choice of materials often plays the dominant role in establishing the close range character because of the color, texture, or shape of the materials.

In this instance, the variety and arrangement of the materials is important in defining the visual character, starting with the large pieces of broken stone which form the projecting base for the building walls, then changing to a wall of roughly rectangular stones which vary in size, color, and texture, all with accentuated, projecting beads of mortar, then there is a rather precise and narrow band of cut and dressed stones with minimal mortar joints, and finally, the main building walls are composed of bricks, rather uniform in color, with fairly generous mortar joints. It is the juxtaposition and variety of these materials (and of course, the craftsmanship) that is very important to the visual character. Changing the raised mortar joints, for example, would drastically alter the character at arm's length.

Arm's Length Visual Character: Craft Details

There are many instances where **craft details** dominate the arm's length visual character. As seen here, the craft details are especially noticeable because the stones are all of a uniform color, and they are all squared off, but their surfaces were worked with differing tools and techniques to create a great variety of textures, resulting in a tour-de-force of craft details. This texture is very important at close range. It was a deliberately contrived surface that is an important contributor to the visual character of this building.

Interior Visual Character: Individually Important Spaces

In assessing the interior visual character of any historic building, it is necessary to ask whether there are spaces that are important to the character of this particular building, whether the building is architecturally rich or modest, or even if it is a simple or utilitarian structure.

The character of the **individually important space**, which is illustrated here, is a combination of its size, the twin curving staircases, the massive columns and curving vaulted ceilings, in addition to the quality of the materials in the floor and in the stairs. If the ceiling were to be lowered to provide space for heating ducts, or if the stairways were to be enclosed for code reasons, the shape and character of this space would be damaged, even if there was no permanent physical damage. Such changes can easily destroy the visual character of an individually important interior space. Thus, it is important that the visual aspects of a building's interior character be recognized before planning any changes or alterations.

Interior Visual Character: Related Spaces

Many buildings have interior spaces that are visually or physically related so that, as you move through them, they are perceived not as separate spaces, but as a sequence of **related spaces** that are important in defining the interior character of the building. The example which is illustrated here consists of two spaces that are visually linked to each other.
The top photo shows a vestibule which is of a generous size and unusual in its own right, but more important, it visually relates to the staircase off of it.

The stairway, bottom photo, is the second part of this sequence of related spaces, and it provides continuing access to the upper floors. These related spaces are very important in defining the interior character of this building. Almost any change to these spaces, such as installing doors between the vestibule and the hallway, or enclosing the stair would seriously impact their character and the way that character is perceived.

Interior Visual Character: Interior Features

Interior features are three-dimensional building elements or architectural details that are an integral part of the building as opposed to furniture. Interior features are often important in defining the character of an individual room or space. In some instances, an interior feature, like a large and ornamental open stairway may dominate the visual character of an entire building. In other instances, a modest iron stairway (like the one illustrated here) may be an important interior feature, and its preservation would be crucial to preserving the interior character of the building.

Such features can also include the obvious things like fireplace mantles, plaster ceiling medallions, or paneling, but they also extend to features like hardware, lighting fixtures, bank tellers cages, decorative elevator doors, etc.

Interior Visual Character: Surface Materials and Finishes

When identifying the visual character of historic interior spaces one should not overlook the importance of those materials and finishes that comprise the surfaces of walls, floors and ceilings. The surfaces may have evidence of either handcraft or machine made products that are important contributors to the visual character, including patterned or inlaid designs in the wood flooring, decorative painting practices such as stenciling, imitation marble or wood grain, wallpapering, tinwork, tile floors, etc.

The example illustrated here involves a combination of real marble at the base of the column, imitation marble patterns on the plaster surface of the column (a practice called scagliola), and a tile floor surface that uses small mosaic tiles arranged to form geometric designs in several different colors. While such decorative materials and finishes may be important in defining the interior visual character of this particular building, it should be remembered that in much more modest buildings, the plainness of

surface materials and finishes may be an essential aspect of their historic character.

Interior: Exposed Structure

If features of the **structural system** are exposed, such as loadbearing brick walls, cast iron columns, roof trusses, posts and beams, vigas, or stone foundation walls, they may be important in defining the building's interior visual character.

Fragility of A Building's Visual Character

Some aspects of a building's visual character are **fragile and are easily lost.** This is true of brickwork, for example, which can be irreversibly damaged with inappropriate cleaning techniques or by insensitive repointing practices. At least two factors are important contributors to the visual character of brickwork, namely the brick itself and the craftsmanship. Between these, there are many more aspects worth noting, such as color range of bricks, size and shape variations, texture, bonding patterns, together with the many variable qualities of the mortar joints, such as color, width of joint and tooling.

These qualities could be easily damaged by painting the brick, by raking out the joint with power tools, or repointing with a joint that is too wide. As seen here during the process of repointing, the visual character of this front wall is being dramatically changed from a wall where the bricks predominate, to a wall that is visually dominated by the mortar joints.

Conclusion

Using this three-step approach, it is possible to conduct a walk through and identify all those elements and features that help define the visual character of the building. In most cases, there are a number of aspects about the exterior and interior that are important to the character of an historic building. The visual emphasis of this brief will make it possible to ascertain those things that should be preserved because their loss or alteration would diminish or destroy aspects of the historic character whether on the outside, or on the inside of the building.

The Architectural Character Checklist/Questionnaire

This checklist can be taken to the building and used to identify those aspects that give the building and setting its essential visual qualities and character. This checklist consists of a series of questions that are designed to help in identifying those things that contribute to a building's character. The use of this checklist involves the threestep process of looking for: 1) the overall visual aspects, 2) the visual character at close range, and 3) the visual character of interior spaces, features and finishes.

Because this is a process to identify architectural character, it does not address those intangible qualities that give a property or building or its contents its historic significance, instead this checklist is organized on the assumption that historic significance is embodied in those tangible aspects that include the building's setting, its form and fabric.

STEP ONE

1. Shape

What is there about the form or shape of the building that gives the building its identity? Is the shape distinctive in relation to the neighboring buildings? Is it simply a low, squat box, or is it a tall, narrow building with a corner tower? Is the shape highly consistent with its neighbors? Is the shape so complicated because of wings, or ells, or differences in height, that its complexity is important to its character? Conversely, is the shape so simple or plain that adding a feature like a porch would change that character? Does the shape convey its historic function as in smoke stacks or silos?

Notes on the Shape or Form of the Building:

_____

_____

2. Roof and Roof Features

Does the roof shape or its steep (or shallow) slope contribute to the building's character? Does the fact that the roof is highly visible (or not visible at all) contribute to the architectural identity of the building? Are certain roof features important to the profile of the building against the sky or its background, such as cupolas, multiple chimneys, dormers, cresting, or weather vanes? Are the roofing materials or their colors or their patterns (such as patterned slates) more noticeable than the shape or slope of the roof?

Notes on the Roof and Roof Features:

_____

_____

3. Openings

Is there a rhythm or pattern to the arrangement of windows or other openings in the walls; like the rhythm of windows in a factory building, or a threepart window in the front bay of a house; or is there a noticeable relationship between the width of the window openings and the wall space between the window openings? Are there distinctive openings, like a large arched entranceway, or decorative window lintels that accentuate the importance the window openings, or unusually shaped windows, or patterned window sash, like small panes of glass in the windows or doors, that are important to the character? Is the plainness of the window openings such that adding shutters or gingerbread trim would radically change its character? Is there a hierarchy of facades that make the front windows more important than the side windows? What about those walls where the absence of windows establishes its own character?

Notes on the Openings:

_____

_____

4. Projections

Are there parts of the building that are characterdefining because they project from the walls of the building like porches, cornices, bay windows, or balconies? Are there turrets, or widely overhanging eaves, projecting pediments or chimneys?

Notes on the Projections:

_____

_____

5. Trim and Secondary Features

Does the trim around the windows or doors contribute to the character of the building? Is there other trim on the walls or around the projections that, because of its decoration or color or patterning contributes to the character of the building? Are there secondary features such as shutters, decorative gables, railings, or exterior wall panels?

Notes on the Trim and Secondary Features:

_____

_____

6. Materials

Do the materials or combination of materials contribute to the overall character of the building as seen from a distance because of their color or patterning, such as broken

faced stone, scalloped wall shingling, rounded rock foundation walls, boards and battens, or textured stucco?

Notes on the Materials

_____

_____

7. Setting

What are the aspects of the setting that are important to the visual character? For example, is the alignment of buildings along a city street and their relationship to the sidewalk the essential aspect of its setting? Or, conversely, is the essential character dependent upon the tree plantings and out buildings which surround the farmhouse? Is the front yard important to the setting of the modest house? Is the specific site important to the setting such as being on a hilltop, along a river, or, is the building placed on the site in such a way to enhance its setting? Is there a special relationship to the adjoining streets and other buildings? Is there a view? Is there fencing, planting, terracing, walkways or any other landscape aspects that contribute to the setting?

Notes on the Setting:

_____

_____

STEP TWO

8. Materials at Close Range

Are there one or more materials that have an inherent texture that contributes to the close range character, such as stucco, exposed aggregate concrete, or brick textured with vertical grooves? Or materials with inherent colors such as smooth orange colored brick with dark spots of iron pyrites, or prominently veined stone, or green serpentine stone? Are there combinations of materials, used in juxtaposition, such as several different kinds of stone, combinations of stone and brick, dressed stones for window lintels used in conjunction with rough stones for the wall? Has the choice of materials or the combinations of materials contributed to the character?

Notes on the Materials at Close Range:

_____

_____

9. Craft Details

Is there high quality brickwork with narrow mortar joints? Is there hand tooled or

patterned stonework? Do the walls exhibit carefully struck vertical mortar joints and recessed horizontal joints? Is the wall shinglework laid up in patterns or does it retain evidence of the circular saw marks or can the grain of the wood be seen through the semitransparent stain? Are there hand split or handdressed clapboards, or machine smooth beveled siding, or wood rusticated to look like stone, or Art Deco zigzag designs executed in stucco?

Almost any evidence of craft details, whether handmade or machinemade, will contribute to the character of a building because it is a manifestation of the materials, of the times in which the work was done, and of the tools and processes that were used. It further reflects the effects of time, of maintenance (and/or neglect) that the building has received over the years. All of these aspects are a part of the surface qualities that are seen only at close range.

Notes on the Craft Details:

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_____

STEP THREE

10. Individual Spaces

Are there individual rooms or spaces that are important to this building because of their size, height, proportion, configuration, or function, like the center hallway in a house, or the bank lobby, or the school auditorium, or the ballroom in a hotel, or a courtroom in a county courthouse?

Notes on the Individual Spaces.

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11. Related Spaces and Sequences of Spaces

Are there adjoining rooms that are visually and physically related with large doorways or open archways so that they are perceived as related rooms as opposed to separate rooms? Is there an important sequence of spaces that are related to each other, such as the sequence from the entry way to the lobby to the stairway and to the upper balcony as in a theatre; or the sequence in a residence from the entry vestibule to the hallway to the front parlor, and on through the sliding doors to the back parlor; or the sequence in an office building from the entry vestibule to the lobby to the bank of elevators?

Notes on the Related Spaces and Sequences of Spaces:

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_____

12. Interior Features

Are there interior features that help define the character of the building, such as fireplace mantels, stairways and balustrades, arched openings, interior shutters, inglenooks, cornices, ceiling medallions, light fixtures, balconies, doors, windows, hardware, wainscoting, panelling, trim, church pews, courtroom bars, teller cages, waiting room benches?

Notes on the Interior Features:

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13. Surface Finishes and Materials

Are there surface finishes and materials that can affect the design, the color or the texture of the interior? Are there materials and finishes or craft practices that contribute to the interior character, such as wooden parquet floors, checkerboard marble floors, pressed metal ceilings, fine hardwoods, grained doors or marbleized surfaces, or polychrome painted surfaces, or stenciling, or wallpaper that is important to the historic character? Are there surface finishes and materials that, because of their plainness, are imparting the essential character of the interior such as hard or bright, shiny wall surfaces of plaster or glass or metal?

Notes on the Surface Finishes and Materials:

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_____

14. Exposed Structure

Are there spaces where the exposed structural elements define the interior character such as the exposed posts, beams, and trusses in a church or train shed or factory? Are there rooms with decorative ceiling beams (nonstructural) in bungalows, or exposed vigas in adobe buildings?

Notes on the Exposed Structure:

_____

_____

This concludes the three-step process of identifying the visual aspects of historic buildings and is intended as an aid in preserving their character and other distinguishing qualities. It is not intended as a means of understanding the significance of historical properties or districts, nor of the events or people associated with them. That can only be done through other kinds of research and investigation.

Acknowledgements

This Preservation Brief was originally developed as a slide talk/methodology in 1982 to discuss the use of the Secretary of the Interior's Standards for Rehabilitation in relation to preserving historic character; and it was amplified and modified in succeeding years to help guide preservation decision making, initially for maintenance personnel in the National Park Service.

Please note that many of the figures that were in the printed Brief had to be omitted here; however you can go to a special web site, The Walk-Through--Identifying the Visual Character of Historic Buildings, to study all of Lee Nelson's photos and text presented as a long distance learning program.

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This publication has been prepared pursuant to the National Historic Preservation Act of 1966, as amended, which directs the Secretary of the Interior to develop and make available information concerning historic properties. Technical Preservation Services (TPS), Heritage Preservation Services Division, National Park Service prepares standards, guidelines, and other educational materials on responsible historic preservation treatments for a broad public.

APPENDIX F.