



CITY OF SANTA BARBARA

COUNCIL AGENDA REPORT

AGENDA DATE: February 5, 2013

TO: Mayor and Council

FROM: Planning Division, Community Development Department

SUBJECT: Five-Year Historic Resources Work Program

RECOMMENDATION:

That Council provide direction regarding Community Development staff's suggested Five-Year Historic Resources Work Program and direct staff to return to the Ordinance Committee.

EXECUTIVE SUMMARY:

Staff seeks a shared understanding of the respective status of the 47 Historic Resource Element (HRE) "possible implementation items to be considered" that may be active on an on-going basis, pending within a Five Year Historic Resources Work Program (5-Year HRWP), or on the "back burner". The Historic Landmarks Commission discussed and supported the proposed 5-Year HRWP at their January 16, 2013 meeting, with the comment that they would like to see additional work completed in the next five years on neighborhood preservation planning and other items by using community volunteer help. Staff seeks direction from Council to return to the Ordinance Committee for discussions regarding implementation of new historic districting procedures and other historic preservation ordinance amendments. Budget considerations entail approximately \$30,000 in funding requested for the 5-Year HRWP.

DISCUSSION:

Background

On October 2, 2012, the Council adopted a Historic Resources Element (HRE) of the City's General Plan. The new HRE incorporated the December 2011 General Plan Historic Resources Goals, Policies and Implementation Actions, and replaced the Cultural and Historic Resources section of the Conservation Element. The HRE includes 47 "possible implementation items to be considered" organized under ten policies. The General Plan's implementation time-frame is generally considered to be through 2030.

Historic Resources Element Implementation

Attachment 1 lists the HRE implementation topics and the timeframe in which staff recommends each item be addressed. Staff's focus is on projects to be completed as part of a five-year Historic Work Program (5-Year HRWP). Mayor and Council feedback is important for staff to implement the 5-Year HRWP, or make changes as necessary. Staff also presented this proposed 5-Year HRWP to the Historic Landmarks Commission on January 16, 2013. The following is an overview of which items are suggested for on-going implementation, the 5-Year HRWP, or possible later implementation.

On-Going

Many of the implementation items are addressed by the hearing review bodies and staff on a case-by-case basis with individual development proposals. Examples include: items 1.1, 1.4, and 1.5 regarding archaeological resources; 2.1 – 2.8 development proposals near resources; 3.3 avoiding demolition of resources; 6.1 – 6.3 streetscape resources; and 7.2 historic landscapes and 9.5 regarding Barbareño Chumash interpretation facilities.

Other on-going items are part of the regular work of the City's Urban Historian, including: 8.4 designating proposed structures of merits and landmarks; 9.2 awards programs; and 10.1 – 10.5 and 10.8 – 10.10 regarding governmental facilitation.

5-Year Historic Work Program Projects

Historic Districts Implementation. (Partially implements HRE 1.1, 2.6, 2.7, 5.1, and 5.4). Detailed historic property survey data is available for three major geographic areas with the potential for historic districts (West Downtown, Lower Riviera and West Beach) of the City. Substantial City funds were expended to gather this data. The data has been the basis for preliminary consultant recommendations for historic district formations. Staff highly recommends making use of this relatively costly data while it is still current. The first area to be considered for historic districts would be the Waterfront, as that survey is the oldest and there are a number of historic resources in that area.

Key components for this program include mapping district proposals, outreach programs to neighborhoods to explain districting, hearings before the HLC and Council, and Municipal Code amendments. Survey data completion and compilation is also needed. Proposed historic district Code amendments will allow this project to be completed efficiently. Proposed historic guidelines work will also complement achievement of this project.

As has been the case with past updates to the City's list of potential historic resources, Staff may encounter concern and resistance from some property owners when potential reviews may be triggered under CEQA or HLC. Staff believes that the comprehensive approach described above is appropriate and anticipates continued mixed reactions in

the community on some elements of the districting plan. Among all the surveyed areas of the city awaiting districting proposals, the survey data for West Beach is oldest and most at risk of becoming outdated. Therefore, West Beach is the first area where staff would propose a historic district be considered. Staff proposes that districts would be implemented sequentially in one area of the City at a time.

Historic Guidelines. (Partially implements HRE 1.2 and 5.2). City-wide illustrated design guidelines will be drafted to guide the public and decision-makers to protect historic resources within historic districts. The guidelines will aid in the review of proposed changes to structures within and adjacent to these districts. The guidelines will include information on: common local historic architectural styles; styles common within each specific district; appropriate additions and alterations to historic structures; and compatible development approaches for properties adjacent to historic districts and structures. The City has been fortunate to have volunteer support and development of partial draft guideline graphics and sections from local Harrison Design architects, allowing for substantial cost savings. Staff anticipates that the guidelines could be completed with staff resources and some continued support from Harrison, HLC and others in the community.

Municipal Code Provisions for Historic Structures. (Partially implements HRE 1.4 and 10.5). Staff proposes to amend the Municipal Code (SBMC) to allow zoning modifications in some cases where preservation of a historic structure can better be achieved with a zoning modification.

Master Environmental Assessment (MEA) Appendices B and C Update. (Partially implements HRE 8.3.) Staff is currently revising the list of designated structures/sites and the list of potential historic resources designations in MEA Appendices B and C. This update has been needed for some time, and as such, constitutes a significant project as part of the 5-Year HRWP. The list will be updated more frequently on an on-going basis in the future.

Flagging Parcels Near Resources. Implement tags in the City's Tidemark Advantage System to notify potential developers near historic resources of nearby resources as specified in HRE 2.8. Work with the HLC to identify which properties merit sensitivity buffers (100 and 300 foot distances).

Create On-Line Database. Scan, organize and upload historic resource documentation onto user-friendly city web pages, as part of implementing HRE 8.3. Part of this project involves completing mapping, reviewing and printing corrected survey California Department of Parks & Recreation database records.

Historic And Special Design Districts Ordinance. (Partially implements HRE 1.1, 2.6, 2.7, 5.1, and 5.4) Staff proposes ordinance changes to achieve a simpler regulatory process, criteria and procedures for the future designation of historic and special design districts. Staff seeks direction to return to the Ordinance Committee with details regarding the following broad proposals for further discussion.

- **Create new chapter.** Revise and update current ordinance regulations into one new SBMC Chapter 22.76 that pertains to how all historic structures are regulated. Amend SBMC Chapter 22.22 to focus on the HLC's purview authority and requirements for El Pueblo Viejo.
- **Define historic districts formation procedures.** Formation of historic districts would emulate the current landmark designation process which involves the use of multiple public hearings and due process steps. Significance criteria for historic districts establishment would be consistent with national standards. The ordinance may emulate appropriate formation procedures from other jurisdictions.
- **HLC Referral.** Certain projects on properties located within a historic district boundary would be referred to the HLC for review of proposed exterior changes.
- **Special design district / buffer area designations** would be considered for properties in close proximity to historic districts. Alterations to "buffer" properties would be reviewed by the ABR or SFDB.
- **Establish administrative staff review criteria** for minor projects.

Staff also recommends the following topics be discussed in greater detail at future Ordinance Committee hearings:

- **Process for historic district designation initiation.** How should initiation procedures vary for study areas initiated via City or public entities or via petition? Should the procedures vary according to whether the study area is large or small?
- **Selection criteria to determine the boundaries of an area recommended as a historic or special design district.** What percent of properties within a historic district should be contributing resources? What characteristics should qualify areas to be designated as Special Design or Historic Districts?
- **Property owner approval.** Most cities do not require property owner majority approval for a historic district formation. Would Santa Barbara follow this trend, or establish a majority approval process?
- **Natural disaster provisions.** How should ordinance provisions address districts in cases where a natural disaster might destroy a number of contributing structures within a district?

Later Items

Items which are not part of current on-going work and which are not specifically called out as proposed projects in the 5-Year HRWP would be addressed later as budget and staffing permits. Although the remaining items are important, current funding and staffing levels can only accommodate so many projects within the next five years. Remaining items for implementation after the 5-Year HRWP are complete include: 1.1 additional tools beyond historic districts; 3.1 – 3.2 demolition prevention programs;

4.1 – 4.2 adaptive reuse programs; 5.1 – 5.5 more detailed neighborhood preservation programs; 7.1, 8.1 and 8.2 completing additional surveys; 9.1, 9.3 and 9.4 additional historic preservation awareness programs; 10.5 additional property owner incentives; 10.6 becoming a “Certified Local Government”, 10.7 creating a new historic resources fund and 10.8 funding for additional enforcement.

HLC Comments

On January 16, 2013, the HLC discussed a staff memo describing the attached chart. Their comments were focused in these areas:

- Great appreciation for staff’s focus on important historic resource preservation work through this program
- A desire to elevate all implementation items under Policy 5 entitled “Neighborhood” to be accomplished in the 5-Year HRWP, using community volunteer help
- A desire to incorporate HLC commissioner and volunteer help into implementing the 5-Year HRWP on time as well as accomplishing additional items listed for later implementation during the next five years

Staff’s response regarding Policy 5 elevation is that the proposed work program is addressing neighborhood preservation planning as quickly as practically possible in these ways:

- Implementing neighborhood historic districts where survey data already exists (5.1 & 5.4)
- Implementing historic guidelines which will help to protect neighborhood historic character (5.2)
- Recommending historic district ordinance amendments to make the process of protecting neighborhoods as historic districts more streamlined in the future

Although 5.3 “Provide property owner support” and 5.5 “Establish zoning that conforms to the character of neighborhoods” is highly desired by the HLC, staff will be completely consumed with the projects on the current 5-Year HRWP. Something would need to be shifted in order to accommodate a significantly increased level of property owner incentives, technical assistance and support (5.3) and to establish new zoning to better accommodate the historic character of neighborhoods (5.5).

Even with significant HLC and other volunteer efforts, these projects would involve staff time to track, coordinate, review and implement volunteer efforts and work products. For example, approximately .5 FTE of project planner staff time and significant management and administrative support time was required to coordinate the HRE drafting and adoption, even with the volunteer HRE Task Force and intensive volunteer intern assistance during the project duration. Also early survey efforts in the Waterfront involved volunteers and required significant work and coordination by both consultants and staff.

We believe the HLC agrees that focusing on historic districting and guidelines at this time makes logical sense for the overall program and that they understand there are staffing constraints. Staff suggests that further implementation of Policy 5 components could be worked on as some of the initial priority implementation is completed and as part of the next 5-Year HRWP. Also, one commissioner commented that they would like to see a time-line for work efforts and products for 2013. In this way, opportunities for volunteer help and HLC support through 2013 could be clearly identified and immediately implemented this year. Staff is amenable to Council direction for staff to discuss this year's work program tasks with the HLC as part of the 5-Year HRWP implementation.

BUDGET/FINANCIAL INFORMATION:

The proposed 5-Year HRWP has been planned assuming current levels of funding and staffing within the Planning Division's Design Review and Historic Preservation Section will continue. Future allocation of additional funding would likely be necessary to carry out many HRE implementation measures. Special funding allocations for the following items are needed for the 5-Year HRWP:

- Contract to finalize or complete data for surveyed areas of the city in order to verify and finalize historic district boundary recommendations. (HRE 1.1, 2.6, 2.7, 5.1, and 5.4)
- Update California Historical Resource Inventory Database records inventory and contract to scan historic resource documents. Part of this project involves completing mapping, reviewing & printing corrected California Department of Parks & Recreation survey database records. (HRE 8.3)
- Upload historic resource documentation onto user-friendly city web pages. (HRE 8.3)
- Scan cultural resource reports (HRE 8.3)
- Guidelines printing. (HRE 1.2 and 5.2)

Staff proposes approximately \$30,000 of funding for the 5-Year Work Program for consideration by the Finance Committee and Council as part of the budget process.

SUSTAINABILITY IMPACT:

Implementation of the Santa Barbara General Plan, in general, is premised on moving Santa Barbara towards a more sustainable future. Protection of historically significant older neighborhoods is a form of reinvestment in inherently sustainable communities that are generally smaller in scale, walkable and transit-accessible. The continued use of older structures and the adaptive reuse of buildings lower the carbon footprint of the community. Preservation of older structures actually conserves resources by eliminating the environmental costs of new construction.

ATTACHMENT: Historic Resources Element Implementation Chart

NOTE: Copies of the General Plan Historic Resources Element have been provided to the Mayor and Council and are available for public viewing at the City Clerk's office. The Historic Resource Element is also available on-line at: http://www.santabarbaraca.gov/Government/General_Plan/index.htm

PREPARED BY: Heather Widen, AICP, Project Planner

SUBMITTED BY: Paul Casey, Assistant City Administrator

APPROVED BY: City Administrator's Office

2012 - 2030 Historic Resources Element Implementation

47 Possible
Implementation Items to
Be Considered
(Shown in bold font)

On-Going
(ex. in response
to proposals)

5 - Yr.
Historic Work
Program
(HWP)

By 2030
as funding
allows

5-Year HWP Notes

		On-Going (ex. in response to proposals)	5 - Yr. Historic Work Program (HWP)	By 2030 as funding allows	5-Year HWP Notes
First Goal	Protection/Enhancement				
Second Goal	Awareness				
Third Goal	Government				
Fourth Goal	Neighborhood				
Policy 1	Protect				
1.1	Tools	x	x	x	Design & Historic Districts
1.2	Guidelines		x		City-wide & District Specific Historic Guidelines
1.3	Codes		x		Chapter 22.22 reorganization
1.4	Regulations	x	x		Amend SBMC to allow modification for preservation
1.5	Archeological	x			
Policy 2	Development				
2.1	Development	x			
2.2	Impacts to resources	x			
2.3	Assess potential damage	x			
2.4	Long-term damage	x			
2.5	Measures	x			
2.6	Interim protections	x	x	x	Special Design Districts
2.7	Permanent protection	x	x	x	Historic Districts
2.8	Buffers	x	x		Implement tags in Tidemark Advantage system
Policy 3	Demolition				
3.1	Neglect			x	
3.2	Demolitions			x	
3.3	Design alternatives	x			
Policy 4	Adaptive Reuse				
4.1	Incentives	x		x	
4.2	Loan program			x	
Policy 5	Neighborhood				
5.1	Help preserve		x	x	Historic districts ordinance amendments
5.2	Guidelines		x	x	City-wide & District Specific Historic Guidelines
5.3	Owner support	x		x	
5.4	Prioritize		x	x	Historic districts ordinance amendments
5.5	Establish zoning			x	
Policy 6	Streetscapes				
6.1	Preserve and protect	x			
6.2	Prioritize	x			
6.3	Pedestrians	x			
Policy 7	Cultural Landscapes				
7.1	Identify & designate			x	
7.2	Landscapes	x			
Policy 8	Survey & Document				
8.1	Surveys			x	
8.2	Identify patterns			x	
8.3	Retain documents	x	x		Update lists. Provide more documents on-line.
8.4	Designate expeditiously	x			
Policy 9	Awareness				
9.1	Programs			x	
9.2	Promote	x		x	
9.3	Coordinate promotion			x	
9.4	Enhance recognition			x	
9.5	Improve awareness	x			
Policy 10	Government				
10.1	Technical	x			
10.2	Expertise	x			
10.3	Educate board members	x			
10.4	Partnerships	x			
10.5	Seek assistance	x	x	x	Amend SBMC to allow modification for preservation
10.6	Assure funding eligibility			x	
10.7	Additional funding			x	
10.8	Enforce ordinances	x		x	
10.9	Uniformity regulation app.	x			
10.10	Coordinate reviews	x			



Historic Resources Element Five-Year Work Program



February 5, 2013



Recommendation

- ◆ That the Mayor and Council provide direction regarding Community Development staff's suggested Five-Year Historic Resources Work Program and direct staff to return to the Ordinance Committee.



Background

- ◆ HRE adopted as part of City's General Plan 10/2/2012
- ◆ 47 Possible Implementation Items to be Considered
- ◆ General Plan / HRE implementation timeframe through 2030

Implementation Items Prioritization

- ◆ On-going Items
- ◆ Inclusion in 5-Year Historic Work Program
- ◆ Later Items

Implementation Items Prioritization

47 Possible Implementation Items to Be Considered (Shown in bold font)		On-Going (ex. in response to proposals)	5 - Yr. Historic Work Program (HWP)	By 2030 as funding allows	5-Year HWP Notes
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Policy 1	Protect				
1.1	Tools	x	x	x	Design & Historic Districts
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1.3	Codes		x		Chapter 22.22 reorganization
1.4	Regulations	x	x		Amend SBMC to allow modification for preservation

5-Yr. Historic Work Program Projects

- Historic Districts
- Historic Guidelines
- Municipal Code Provisions
- Master Environmental Assessment Appendix Updates
- Flagging Parcels Near Resources
- Create On-Line Database
- Historic & Special Design Districts Ordinance

5-Yr. Historic Work Program Projects

- **Historic Districts**
- Historic Guidelines
- Municipal Code Provisions
- **Master Environmental Assessment Appendix Updates**
- Flagging Parcels Near Resources
- Create On-Line Database
- Historic & Special Design Districts Ordinance



Possible Concerns

- ◆ Concerned property owners likely to comment regarding districting and potential historic resources list updates
- ◆ Process will include extensive outreach:
 - Special notices
 - Neighborhood workshops
 - Special handouts
 - Educational presentations on benefits of historic designations

The background of the slide features a collage of historical images. On the left, a sign reads 'MISSION'. In the center, there is a depiction of a person on horseback. On the right, a building with arches is visible, with a sign that says 'LOPEZ HOUSE'.

Historic Landmarks Commission Comments

- ◆ Appreciation of focus on HRE implementation
- ◆ Use volunteer help for more work to be completed during the 5-Yr HWP
- ◆ Elevate all Policy 5 Neighborhood Planning implementation items to occur during the 5-Yr HWP

Staff Response to HLC Comments

- ◆ Volunteer work is helpful in some circumstances & often time-consuming
- ◆ Policy 5 Neighborhood Planning implementation is proposed in 5-Yr. HWP (ex. 5.1, 5.2 & 5.4) through:
 - Implementing neighborhood historic districts where survey data exists
 - Historic guidelines
 - Historic district code amendments

Ordinance Committee Discussions Needed

- ◆ Historic & Special Design Districts Code:
 - New Municipal Code chapter
 - District formation procedures
 - Define HLC reviews of selected district projects
 - Buffer areas
 - Admin. staff review criteria

Ordinance Committee Discussions Needed (cont'd.)

- ◆ Process for historic district designation initiation
- ◆ Selection criteria to determine district boundaries
- ◆ Property owner support
- ◆ Natural disaster provisions



Budget/Financial

Special funding allocations of approximately \$30,000 proposed for:

- ◆ Mapping, reviewing & printing California Parks & Recreation data
- ◆ Scanning of documents
- ◆ Document uploads to public website
- ◆ Guidelines printing



Recommendation

- ◆ That the Mayor and Council provide direction regarding Community Development staff's suggested Five-Year Historic Resources Work Program and direct staff to return to the Ordinance Committee.

Implementation Items Prioritization

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2.1	Development	x			
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2.6	Interim protections	x	x	x	Special Design Districts
2.7	Permanent protection	x	x	x	Historic Districts
2.8	Buffers	x	x		Implement tags in Tidemark Advantage system
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3.1	Neglect			x	
3.2	Demolitions			x	
3.3	Design alternatives	x			
Policy 4	Adaptive Reuse				
4.1	Incentives	x		x	
4.2	Loan program			x	
Policy 5	Neighborhood				
5.1	Help preserve		x	x	Historic districts ordinance amendments
5.2	Guidelines		x	x	City-wide & District Specific Historic Guidelines
5.3	Owner support	x		x	
5.4	Prioritize		x	x	Historic districts ordinance amendments
5.5	Establish zoning			x	
Policy 6	Characterization				

Implementation Items Prioritization

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6.1	Preserve and protect	x			
6.2	Prioritize	x			
6.3	Pedestrians	x			
Policy 7	Cultural Landscapes				
7.1	Identify & designate			x	
7.2	Landscapes	x			
Policy 8	Survey & Document				
8.1	Surveys			x	
8.2	Identify patterns			x	
8.3	Retain documents	x	x		Update lists. Provide more documents on-line.
8.4	Designate expeditiously	x			
Policy 9	Awareness				
9.1	Programs			x	
9.2	Promote	x		x	
9.3	Coordinate promotion			x	
9.4	Enhance recognition			x	
9.5	Improve awareness	x			
Policy 10	Government				
10.1	Technical	x			
10.2	Expertise	x			
10.3	Educate board members	x			
10.4	Partnerships	x			
10.5	Seek assistance	x	x	x	Amend SBMC to allow modification for preservation
10.6	Assure funding eligibility			x	
10.7	Additional funding			x	
10.8	Enforce ordinances	x		x	
10.9	Uniformity regulation app.	x			
10.10	Coordinate reviews	x			

Implementation Items Prioritization

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On-Going
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5 - Yr.
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5-Year HWP Notes

	On-Going (ex. in response to proposals)	5 - Yr. Historic Work Program (HWP)	By 2030 as funding allows	5-Year HWP Notes
4.2 Loan program			x	
Policy 5 Neighborhood				
5.1 Help preserve		x	x	Historic districts ordinance amendments
5.2 Guidelines		x	x	City-wide & District Specific Historic Guidelines
5.3 Owner support	x		x	
5.4 Prioritize		x	x	Historic districts ordinance amendments
5.5 Establish zoning			x	