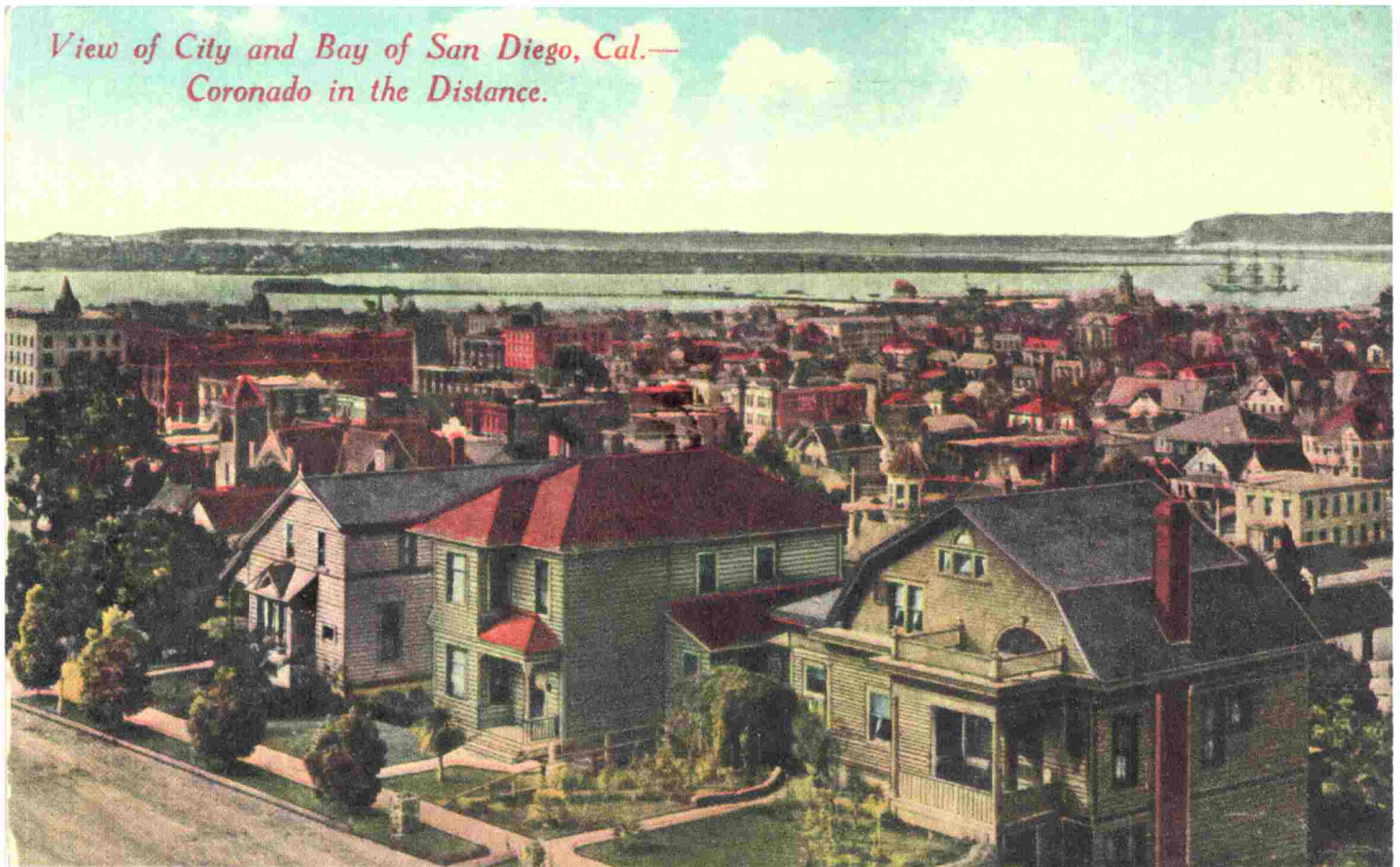

HISTORICAL GREATER MID-CITY SAN DIEGO PRESERVATION STRATEGY



GREATER MID-CITY HISTORIC SURVEY OVERSIGHT COMMITTEE
PLANNING DEPARTMENT, CITY OF SAN DIEGO
202 C STREET, 4TH FLOOR
SAN DIEGO, CALIFORNIA 92101

CONSULTANTS:
ARCHITECT MILFORD WAYNE DONALDSON, FAIA, INC.
IS ARCHITECTURE
RNP/ROESLING NAKAMURA ARCHITECTS, INC.

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July 15, 1996

ACKNOWLEDGEMENTS

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I. INTRODUCTION

A. Purpose and Scope of the Reconnaissance Survey

The concepts of planned historic preservation have come recently to most California cities. During the 1950's and 1960's, most of the major cities in California participated in massive programs of urban renewal as they attempted to address the material needs of rapid population growth and of sweeping social and economic changes that affected the viability of urban systems. During this period, planning concepts did not usually include the planned preservation of historic resources.

In a time when both planners and populations generally perceived urban progress for the new replacing the old, there were neither economic incentives nor funding for the preservation of older buildings. Older historic and significant commercial buildings were especially vulnerable to extinction through replacement. However, with the passage of the National Preservation Act in 1966, the preservation movement began to develop as an awareness program for the protection of historic resources.

The widespread loss in many cities of familiar old neighborhoods and landmarks has awakened municipal governments and populations to the importance of preserving and maintaining locally significant elements of the past as key amenities of urban life. Over the past thirty years, many cities in the State of California have at different levels participated in historic preservation programs. Innovative tax benefits of the Economic Recovery Act of 1981 provided major economic incentives for the rehabilitation of both historic and non-historic old buildings. The establishment of the State Historical Resources Commission, local historic commissions, historical site boards and certified local government programs secured the permanence of these preservation programs. New planning mechanisms, such historic overlay zones and landmark ordinances, have made possible the integration of historic resources into the planning process without sacrificing goals for achieving new development.

The Greater Mid-City Historic Preservation Strategy was commissioned by the City of San Diego to provide an informational foundation of potential historic resources and preservation strategies which will be available for research by planners, historians, property owners, environmentalists, architects and other interested individuals or entities. All neighborhoods and districts within a defined boundary of Mid-City were surveyed for resources dating prior to 1945. The resources identified within the survey area are included in the resulting Report and Database.

For the past several years the City of San Diego, through the auspices of the Planning Department and the Centre City Redevelopment Agency, has prepared a number of Historic Preservation Surveys and of Preservation Reconnaissance Surveys. For the current study, The Greater Mid-City San Diego Historic Preservation Strategy, an Architectural Reconnaissance Survey for the geographic boundaries of the survey area was completed. The intent of the proposed study was to base the reconnaissance survey on two former surveys, The Greater North Park Survey and The Hillcrest / Bankers Hill Survey. The areas that were not previously reviewed would be surveyed to provide a comprehensive Architectural Reconnaissance Survey study of the geographical area. The architectural survey portion of the study also reviewed the boundaries of the previously proposed historic districts and proposed additional historic districts where warranted. Due to the limited funding available, verification of the accuracy and current status of the existing resources contained in the previous surveys could not be included in the scope of this report.

B. Definition of a Reconnaissance Survey

A Reconnaissance Survey of Historic Resources provides a standardized foundation of information about individual properties in a city or district that may be worthy of historic preservation. In the National Register Bulletin # 24, Guidelines For Local Surveys: A Basis For Preservation Planning, the Reconnaissance Survey is described "as a once over lightly inspection of the area, most useful for characterizing its resources in general, and for developing a basis for deciding how to organize and orient more detailed efforts." Reconnaissance Surveys are sometime nicknamed "windshield surveys," since this term aptly conveys the deliberate limitation of the amount of information recorded about each property.

The Reconnaissance Survey method requires that the surveyors physically canvass the designated areas within the survey boundaries to determine certain basic realities of the properties included. Information concerning individual properties is usually limited to a few key items, but more detailed information might be included about the characteristics of the area surveyed.

Typically, the main objectives of a Reconnaissance Survey include the following:

1. Documentation of the types of properties surveyed.
2. Identification of the boundaries of the surveyed areas.
3. Description of the survey methodology employed, including the extent of coverage.
4. Listing of the types of properties extant in the survey area, the specific properties that were identified and the categories of information collected.
5. Identification of the areas surveyed that did not contain properties requiring listing.
6. Creation of documentary photographs that will supplement the minimal written information recorded for each property.

In the creation of a Reconnaissance Survey, a specialized file of properties is established that will provide the City of San Diego a broad but accurate understanding of how many resources are in the survey area. Despite the simple nature of the information gathered about individual resources, the use of computerized cross referencing can enable an administrator or a researcher to locate rapidly all recorded examples possessing complex combinations of interest. For example, the researcher might want to learn how many Spanish Colonial Revival Style commercial buildings remain in San Diego that were built between 1920 and 1930.

The Reconnaissance Survey differs from more intensive surveys in the limited scope of its recorded information, and is most suitable to the purpose of providing basic information about many resources. Typically, the completed Reconnaissance Survey not only provides a good accounting of the potential number and location of historic resources, but also becomes the starting point for more intensive surveys.

II. PHASED IMPLEMENTATION OF THE RECONNAISSANCE SURVEY

Field work for this project consisted of a Reconnaissance Survey inventory of pre-1945 properties of historic resource potential located within the survey boundaries. The scope of the field work and the survey schedule were based on a review of existing survey material along with other non-surveyed areas. The following sections document the activities resulting in this report, and include detailed descriptions of the components of the four work phases.

A. Phase One: Preparations For Field Reconnaissance

1. Initial Meetings

Initial meetings were held with City staff to determine those areas to be surveyed. Decisions were reached by the Consultant and the City Planning Department staff on the type of forms to be used for the recording of field investigation data, and related procedural matters. The choices of computer software programs were discussed. The computer software programs were chosen for their compatibility with the City's computer software programs and the computer programs currently used by the State Office of Historic Preservation. City documents necessary for the Reconnaissance Survey were identified and made available to the Consultant for preliminary research to help determine the field survey approach.

2. Gathering of Resources

a. The Greater North Park Survey

The Greater North Park Survey was compiled from 1989 to 1991 by student interns working for the Planning Department. The survey attempted to identify all individually significant and contributing structures based on both historical and architectural significance within the geographic bounds of the survey area. State of California Department of Parks and Recreation (DPR) forms were completed for the individually significant structures and a tabular listing prepared of all identified structures. A number of proposed historic districts were identified and researched for future submittal. The scope of the survey was very large, attempting both a historical and architectural survey in addition to proposing historic districts. At the end of the project the funding expired and numerous aspects of the project were never compiled and organized in a fully accessible format. Additional factors transpired, including the Planning Department physically moving two times which contributed to the partial loss and poor condition of the records. The

records of the intern's survey became scattered through several storage boxes. Large scale maps of the survey documenting the architectural types and their physical conditions were separated and misplaced from the records. Lastly, all of the computer based alphanumeric tabular listings of Individually Significant and Contributing Structures were discarded to be lost forever. The current study has rectified many of these problems; however, there are some basic differences in methodology that cannot be resolved. The Greater North Park Survey did not identify estimated dates of construction for all of the identified properties and used some unique and non-standard architectural style categories. In addition, The Greater North Park Survey did not coordinate the photographic records to the tabular listing. Instead, the survey organized the photographic record separately in a 3 by 5 inch print format by address only with no accompanying negatives. The backs of the photographs are noted with the address, assessor's parcel number, some coded information and occasionally a photographic roll and frame number reference. Since addresses and street names can change over time this method of cataloging has its limitations. The individually significant properties have had DPR forms prepared and a photograph attached. Some photographs were attached to the forms by paper clips. In several instances, due to the rough handling of these records, the photograph has separated from the DPR form or may have never been attached. Proposed Historic Districts photographs and negatives were handled differently. The photographs were glued to the record and in most cases the negatives accompany the records in a loose envelope. There does exist within the loose files of the survey a number of 8"x10" photographic proof sheets and negatives. However, with no index to coordinate the records to the specific properties, they are of limited usefulness. In addition, the older DPR forms are no longer compatible to the State Historic Preservation Office (SHPO) revised electronic DPR 523 forms. If these forms were to be sent to the SHPO, they could not be entered into the State Register of Historic Resources database.

b. The Hillcrest / Bankers Hill Survey

The Hillcrest/Bankers Hill Survey was completed in 1982 by student interns under the auspices of Dr. Ray Brandes of the University of San Diego. It was recognized from the beginning of this study that the reproduction quality of the survey forms in the possession of the Planning Department was very poor. It was hoped that during the course of this study either the original forms or better reproduction copies could be found. However, no additional forms have been located. The survey does contain a tabular listing, but it supplies very little pertinent information about the potential resources. The only pertinent information on the tabular listing is the street address of the identified resource. The additional tabular listings identify the magnetic media records, disk number and disk address as well as the surnames of the resource owners as of 1982. The magnetic media tabular listing was discarded and no longer exists. The names of the current owners is a transitory piece of information and cannot be used as an identifying record. The

address and street name can change and is therefore a subjective piece of information that should be confirmed with an assessor's parcel number. The older format DPR forms are organized substantially alphanumerically behind the tabular listing index. However, due to the extremely poor quality of the photographic reproductions a substantial portion of the DPR forms are illegible. A cursory review was completed of the few legible records and they were found to contain a fair number of descriptive architectural inaccuracies. The survey is 14 years old. Surveys older than five years are recommended by the SHPO to be updated. Therefore, based on all of these problems and after careful consideration it was determined by the Consultant and City staff that it would be detrimental to the quality of this Survey to include this information.

3. Community and Historic Preservation Strategy Workshop

a. Workshop Goals

On Tuesday, August 29, 1995, a community workshop was facilitated by the Consultant at the Veterans War Memorial in Balboa Park. The purposes of the workshop were to:

- involve the community and interested parties in the identification of potential historic resources in the Greater Mid-City area;
- to ascertain the level of community interest in historic preservation issues, and
- to provide information about preservation strategies and the Historical Greater Mid-City Preservation Strategy project.

The workshop results were used to help the Consultant, City planning staff, and the Oversight Committee narrow the focus of the outreach and educational materials and to plan the next steps in the strategy project work.

b. Workshop Process

Participants were provided with information on tax incentives, building code allowances for historic buildings, and financial assistance. The current status of the project survey was also presented. The Consultant outlined workshop goals and gave a brief slide presentation to the participants. The slide presentation included three main topics: development history and patterns; architectural styles and neighborhood features; and identified historic resources (district/sites/structures).

The major emphasis of the workshop was on the identification of potential resources within five sub-areas of Greater Mid-City San Diego (City Heights, Golden Hill, Hillcrest/Bankers

Hill, Normal Heights, and North Park). A "take-part" Cognitive Mapping process involved the complete participation of community members in attendance. Organized into eight teams, participants wrote and drew on maps provided to them, seeking to share with others what they felt was special and valued in their selected mapping area. Team members then presented their findings to the other participant teams and to the Consultant.

A discussion of cognitive mapping results followed these presentations. The teams mapped a total of 247 potential resources (there was considerable overlap and leeway given to the quality and validity of their selected resources during the Cognitive Mapping session in an effort to keep the process as inclusive and open-ended as possible). The Cognitive Mapping process provided the Consultant with information regarding community perceptions and values, and historic resources within the project area.

c. Attendance

A total of forty attendees participated in the workshop. Eighteen different community and organizational affiliations were listed by the attendees, representing a broad cross-section of the neighborhoods and agencies that constitute the Greater Mid-City constituency.

4. Research and Familiarization with Survey Areas

The initial research served to guide the Consultant by providing information about the types of structures found in the Mid-City area. The initial research, including input from City staff, also enabled the Consultant to establish survey area priorities.

a. Survey Area Boundary

Refer to Map 3, Boundaries of The Historical Greater Mid-City San Diego Preservation Survey.

Starting in a clock wise direction. The northern boundary of the study area starts at the corner of Washington Street and Hawk Street, including both sides of Washington Street, and follows Washington Street to Highway 163, Highway 163 north to Interstate 8, and Interstate 8 to Fairmount Avenue. The eastern boundary starts at Interstate 8 and Fairmount Avenue, Fairmount Avenue to Aldine Drive, Aldine Drive to Monroe Avenue, Monroe Avenue to Euclid Avenue. At Euclid Avenue and University Avenue the boundary includes the eastern side of Euclid Avenue and the structures on the corner of Reno Drive, The eastern boundary continues south on Euclid Avenue to Isla Vista Drive, and back to Euclid Avenue which becomes Home Avenue, and Home Avenue to Highway 94. The southern boundary starts at Highway 94 and Home Avenue, Highway 94 to Interstate 5

north , Interstate 5 to Sixth Avenue, Sixth Avenue to Laurel Street, and Laurel Street to State Street. The western boundary starts at Laurel Street and State Street, State Street to Reynard Way, Reynard Way becomes Goldfinch Street, Goldfinch Street to Sutter Street, Sutter Street to Hawk Street, and Hawk Street to Washington Street.

The boundaries of the study were based on arbitrary political and planning department boundaries that do not always follow the historic community boundaries or the historic development patterns of San Diego. For example the boundary artificially splits the development of the Talmadge area. The boundary also artificially splits the development of the Hillcrest/ Mission Hills area. It is difficult to review Hillcrest without reviewing the area north of Washington Street and portions of Mission Hills to the west.

5. The Greater Mid-City Historic Preservation Survey

The Architectural Reconnaissance Survey's scope and methodology follows the recommended standards as published in the *National Register Bulletin 24, Guidelines for Local Surveys: A Basis for Preservation Planning* by the National Register of Historic Places, Interagency Resources Division, National Park Service, U.S. Department of the Interior. From the inception of the project the primary goal was to complete an identification of all individually significant structures, based on an architectural reconnaissance survey within the survey area and the identification of as many potential historic districts as the collected information warranted. In addition, within each proposed historic district the study was to identify all contributing structures to the proposed historic districts. For each newly proposed district a limited historical overview was prepared as part of the statement of significance. These statements of significance should be used only as a starting point for the in-depth historical research that will be required to bring a district forward for nomination. It is important to note that this is an architectural reconnaissance survey and while it serves it's specific purpose, it does not supplant the need for a historical account of the various proposed districts.

B. Phase Two: Field Investigation

The field investigation was conducted in stages of increasingly detailed examination of areas and properties. The first stage consisted of overview tours of the Mid-City area by automobile, during which notes were taken to assist the Consultant in the following stages. Every street in each area designated by City staff for surveying was driven and examined by the Consultant.

Each area was preliminarily reviewed in the field to garner basic trends and evaluate if there were unique circumstances to be aware of during the actual survey. The buildings, structures and objects of the survey were evaluated based on the standards as enumerated in *The National Register Bulletin, Number 15, How to Apply the National Register Criteria for Evaluation*.

The field survey was completed with two person teams, with one member driving, photographing, determining architectural style, estimated date of construction, and evaluation of significance while the second member kept the field records keeping track of the assessor's parcel numbers, street addresses, photographic record, present use, evaluation of condition and the information generated by the other member of the team.

Eight categories of survey data (sortable "fields" of information) were recorded for each pre-1945 building or structure, as follows:

1. Assessor parcel number
2. Street address
3. Architectural style
4. Estimated date of construction
5. Evaluation of significance
6. Evaluation of condition of structure
7. Photographic record number
8. Current use

The field information was then entered into the data base.

Potential Historic Districts were then identified, evaluated, and reviewed. They were reviewed based on *The National Register Bulletin, Number 15, How to Apply the National Register Criteria for Evaluation*. "A district possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development." One primary focus of the proposed historic district nominations was the proposed boundaries determination. The boundaries were reviewed based on the standards as enumerated in *The National Register Bulletin, Number 21, Defining Boundaries for National Register Properties*, "Select boundaries that encompass the single area of land containing the significant concentration of buildings, sites, structures, or objects making up the district. The district's significance and historic integrity should help determine the boundaries."

For lists and definitions of the categories architectural style(s), evaluation of significance, evaluation of condition of structure, and current use refer to Volume 2, Section I. Each individually significant surveyed property was further identified on current DPR 523A and 523B forms, and in the resulting Tabular Listing/Database, by its Assessor Parcel Number, according to the City of San Diego Tax Assessor Rolls and Maps.

C. Phase Three: Photography and Verification

The verification phase consists of photographing each resource surveyed, and checking recorded information for the correct Assessor Parcel Number, address, architectural style, date and contextual theme. Each surveyed property was issued a record number comprised of the roll and exposure number(s) of its documentary photograph.

D. Phase Four: Preparation of Survey Documents

1. Data Base

The data base has been entered in a manner that all of the structures, whether they are individually significant or a contributing structure, or within a potential historic district and individually significant or a contributing structure, can be accessed. The data base is a compilation of data from several sources. The data from The Greater North Park Survey was garnered from the files supplied from the City of San Diego Planning Department. Within The Greater North Park Survey files the information was compiled in tabular lists, State of California Department of Parks and Recreation Historic Resources Inventory forms (DPR 523), historic district statements of significance with district inventory forms, assessor parcel map field notes and various other loose pieces of information. Due to the condition of the Hillcrest/Banker's Hill Survey it was not possible to garner a credible data base from the information that was provided. Instead, critical portions within this area have been identified and resurveyed for individually significant and contributing structures. The Hillcrest/Bankers Hill area should be resurveyed. See the Map 2, "Area covered in the Hillcrest/Banker's Hill Survey - 1982 and not resurveyed for this report.

The data collected for The Greater North Park Survey is inherently different from the data collected for this survey, due to different scopes of work and methodologies. The Greater North Park Survey did not include, for all of the resources, the following Categories: Estimated Date of Construction and Current Use. Another anomaly in the data is that the tabular list includes the contributing and individually significant structures east of Park Boulevard. Whereas the tabular list for the survey area west of Park Boulevard only included individually significant structures. See Map 1, "Boundaries of The Greater North Park Survey".

2. Organization of Survey Data

The Reconnaissance Survey data collected during the field investigations have been divided into three categories, as follows:

- a. **Tabular Listings:** This is the principle body of documentation employing the data base program dBASE 3. The tabular listing is comprised of thousands of individual records each containing a potential eight different categories (fields) by which the data base can be accessed. For this report the primary printed version of the data base has been sorted by assessor parcel number. See Volume 2, Section II. The potential historic districts each have their own tabular listing sorted from the principle body of information using the "evaluation of significance" field and again sorted by assessor parcel number.

See Volume 3, Section I. A magnetic media copy of the data base information accompanies the report. See Volume 5, Exhibit I.

- b. **Map Record:** A mapped record of all of the individually significant structures and potential historic districts with their contributing and individually significant structures. See Volume 5, Exhibit III.
- c. **Potential Historic Districts:** The listings, maps, photographs, boundary justifications and narrative statements about these districts are collected in Volume 3, Section I. For general commentary on these districts and overlays, refer to Volume 3, Section I.
- d. **Historic Resources Inventory Forms:** The State of California, The Resources Agency, Department of Parks and Recreation's Dimitri Program Primary Records (DPR 523A) and Building, Structure and Object Records (DPR 523B) have been prepared for all individually significant structures. These forms have been included with the older DPR 523 forms prepared as part of the Greater North Park Survey. See Volume 2, Section III and IV.

III. ANALYSIS OF RECONNAISSANCE SURVEY DATA

Formal designations are the most common way of recognizing historic properties and districts. Designations can be made through local, state and federal programs. It is important to understand the various requirements for each, their objectives, advantages, and disadvantages. It is also important to know the differing eligibility requirements. The following criteria summarize the aspects of the eligibility process.

A. Criteria For Potential Historic Resources

Resources that have local historic significance are those that have retained their historic appearance and are associated with people, events, trends, architecture and places significant to the general history of the local community. This may include properties directly associated with important people such as the city's founder, an important early merchant or one instrumental in developing an important segment of the local economy. It also may include properties associated with common people. Some examples of locally significant buildings include homes of merchants, officials or workers important to the growth and development of the community, industrial buildings used as a pivotal part of the local economy or commercial buildings that formed the central business core. Local significance also may be found in a building that housed the first general store, in a park established by the city founding fathers, in public buildings and schools or in any significant or notable architectural example.

Buildings that have statewide significance are those that lead to an understanding of the history of the state as a whole. Such properties embody the statewide impact of events or persons associated with the property or with the architectural style. Examples of properties with statewide significance include those instrumental in the formation of the state's economy or government, such as Southern California Railroad Station in National City where the terminus of the Santa Fe Railway Company occurred, or important people that stand out statewide, such as Leo Carrillo and his Rancho Los Kiotes in Carlsbad.

Properties with national significance are those which lead to an understanding of the country's history. These include the exposition buildings that served the nation as a whole such as the California Panama Exposition Buildings in Balboa Park or the Hotel del Coronado, a grand resort hotel built in 1888.

Significance of historic properties is a relative matter and has to do with the historical context in which the properties exist. To fully evaluate the contextual significance of buildings, a thorough understanding of the community's history, including important aspects of the economic, social, cultural, political and architectural history, must exist. Architectural evaluation must be performed within the context of the entire community. Queen Anne styled Victorian houses may be individually significant in a community with only a few examples; but in a community where they abound, they must be shown to be significant when compared to the greater number of similar resources. In this latter case, their significance may not be individual, but collective, and they are best documented as a district.

B. Criteria For Potential Historic Districts

Many times, buildings that are not significant in themselves become important when viewed as part of a larger collection. Typically, residential neighborhoods with high concentrations of similar homes having a common history are candidates for historic districts. As an example, a neighborhood of intact turn-of-the-century homes that originally housed the leading merchants and business people in a small urban community would form a locally significant historic district. Similarly, a neighborhood of bungalows that housed a cross-section of working class families also would have local significance.

Historic districts like those described above are a contiguous geographic concentration of buildings with a common history. Sometimes buildings united by a common architectural or historical theme are present but in dispersed locations from each other. If these possess a special significance, they may be entered as a thematic grouping on the final inventory of historic resources. As an example, a rare and significant type of architecture found in various places throughout a community, such as a collection of homes built of stone from a local quarry, might be presented as a thematic grouping. In San Diego there is the Asian Pacific Thematic Historic District. A collection of structures significant for their association with San Diego's Asian Pacific community in the early part of this century. This thematic district partially overlays the Gaslamp Historic District. Many of the resources are significant in both districts.

IV. PRESERVATION OPTIONS AND INCENTIVES

The following incentives are presented as an encouragement to the City of San Diego to pursue for future projects regarding the nomination, rehabilitation or restoration of historic properties.

A. Public Information and Tourism Related Program

The Consultant recommends that the following new programs could be initiated, coordinating identification or resources with public information and tourism activities.

1. Public Information Materials

The Consultant recommends that the City Council allocate a percentage of Transit Occupancy Tax (TOT) Funds each year for Historic Preservation purposes. Part of these funds should be used to purchase signs, plaques, brochures, and maps for tourists. These funds could also be used to conduct detail surveys and preservation workshops.

National Register plaques should be placed on City-owned structures and sites as appropriate. TOT funds could be used to purchase historic plaques. Currently, there is a plaques program in the Gaslamp Quarter and is very successful in promoting pride of ownership.

2. Publicity

Good public relations and publicity is part of a comprehensive historic preservation education program. Publicity of major significance should be reviewed by both staff and the San Diego Historical Site Board (HSB).

3. Certified Local Government

At present, the City of San Diego is a Certified Local Government. As a Certified Local Government (CLG), the City is eligible to apply for a portion of the State monies received from the Federal Historic Preservation Fund. These CLG grant funds are most appropriate for small surveys, staff training, and educational materials. There are also grants and matching funds available through the National Trust for Historic Preservation and other organizations.

4. Historical Site Activity Fund

The Consultant recommends that the City Council adopt a resolution to create the Historical Site Activity Foundation Fund so that donations can be accepted by the City for historic preservation purposes. This would become a funding source for the educational activities of the City.

B. Public Improvements and Maintenance Program

1. Maintenance of City-Owned Historic/Cultural Resources

It is recommended that a portion of the proposed allocation of TOT funds for historic preservation be used for an ongoing cultural/historic resources maintenance program. This would be a most appropriate and highly visible use of TOT monies which can directly benefit all of San Diego's tourist attractions. TOT funds for this purpose should be deposited in a City Historic Site Maintenance Fund, which may then be used as needed in accordance to prescribed guidelines.

2. Public Improvements in Historic Districts and Parks

Community Development Block Grant (CDBG) funds can be used effectively for public improvements like sidewalks and lighting in historic districts. CDBG funds can also be used to conduct historic resources surveys. A program for anticipating the use of these funds, within the annual budget process, could be established throughout the City in each council district.

C. Rehabilitation Loan Program

1. Redevelopment Tax-Increment Fund

The Centre City Development Corporation (CCDC)/City Council should consider implementing a program whereby a percentage of tax increment revenues would go into a low-interest loan fund, to be used for rehabilitation loans for historic sites within the redevelopment area.

2. Revolving Fund

The Consultant recommends that the City Council develop and determine the feasibility of a revolving loan fund for low-interest historic rehabilitation loans. The parameters of the loan program and administration requirements should be developed. The involvement of a community banking consortium as participant should be explored.

The intent of the program would be to make reduced rate loans to moderate income owners of historic properties. There is potential matching grant assistance from the National Trust for Historic Preservation for locally assisted revolving fund programs.

3. Housing Commission Loans

The City's Housing Commission Rehabilitation Loan Program should be amended to allow eligibility for low-income owners of historic property in all areas of the City. Additionally, certain historic districts within the City which house a large percentage of low and moderate income residents should be considered as a special entity for purposes of eligibility for Housing Commission loans. An enhanced neighborhood environment improves the quality of life for those residents who may never live elsewhere and whose appreciation of beauty and sense of neighborhood pride should not be limited by their economic restraints.

4. Marks Bond Act

The Marks Historical Rehabilitation Act offers a financing strategy for providing below market rate rehabilitation loans for historic properties; they do not need to be on the National Register of Historic Places. However, these properties need to be located within "a designated historical rehabilitation area."

D. City Land Use Incentive Program

1. Conditional Use Permit (CUP)

The Conditional Use Permit is a valuable incentive to the owner of an historic property. City Council commitment to aggressive enforcement of permit conditions is imperative for the long term viability of the CUP incentive and for good neighborhood relations.

2. Transfer of Development Right (TDR)

The Consultant believes that a TDR program is viable for historic properties. The Consultant recommends that the City Council prepare a detailed City-wide TDR program for historic properties.

The ability to sell unused development rights provides a tangible financial incentive for historic property owners. Such a program would assist in efforts to preserve historic properties on their original sites.

3. State Historical Building Code (SHBC)

The SHBC is an alternate code available to all owners of historic buildings within the City of San Diego.

The Consultant encourages the initiation of an annual seminar to be hosted by the Development Services Department for the benefit of staff and historic property owners concerning building code interpretations and cases as they apply to historic buildings. Case studies based upon appeals could be presented to inform City staff of the several opportunities available to property owners.

4. Bonus FAR

The City Council could provide a policy to encourage "Bonus Floor Area Ratio" (FAR), which would exempt the square footage of any designated building, preserved and retained on-site, from the FAR calculation for the development of the balance of the property. CCDC used this condition for the Citrus Soap Factory Building for the development of the successful City Front Terrace project.

E. City Services Incentive Program

1. Planner/Development Services

Staff to the Redevelopment Agency currently provides assistance to owners of historic sites including counseling regarding rehabilitation and design issues. Currently, only minimal assistance can be provided due to limited staff time and budget constraints.

The Consultant recommends that the City Council direct the City Manager to initiate an active and aggressive program to leverage City monies by fully capturing the funding available through CDBG grants. Acquiring this additional money would allow the City to fill the need for expanded planner/development services to property owners in new redevelopment project areas where historical resources are present.

2. Expedited Permit Processing

Expedited, or "Fast Track" processing is recommended for owners of historic properties. This is especially important where National Register properties apply for federal tax credits are part of an already lengthy process requiring state and federal review and approval. The proposed Historic Preservation Ordinance should encourage the fast track approach to the development of historic properties within the requirements of the Secretary of the Interiors Standards for Historic Resources.

3. Permit Fee Waivers

3. Permit Fee Waivers

The Consultant recommends that the City Council develop a program which would have the Building Inspection Department waive a set maximum dollar amount of building permit fees for historic property rehabilitation work.

4. Architectural Services

It is recommended that an additional incentive that could be provided to all historic property owners is "no fee" architectural services for limited design work needs as facade and signage improvements, offered through the City.

The City should attempt to enter into joint programs with a local organization such as American Institute of Architects, for design services, pro-forma analysis, survey work and such other programs as may be offered through the many professional organizations available locally. Several community and private schools within the area have excellent student intern programs focusing on historic preservation.

F. Tax Incentive Program

1. Mills Act

The Consultant recommends that the City Council continues to enter into discussions with property owners for a Mills Act agreement. State law provides that an owner of a qualified historical law property may enter into an agreement with the legislative body of a city or county, to restrict the use of the property, require its preservation and maintenance, and allow for periodic examination of the exterior of the property by the County Assessor, the State Department of Parks and Recreation, and the State Board of Equalization, in order to gain the advantage of reduced property valuation. The term of the agreement is for a minimum period of ten years and provides that annually, a year shall be automatically added to the initial term of the agreement unless a notice of non-renewal is given by either party. The participation of historic building owners has been very successful due to the City's proactive use of the Mills Act. The City should evaluate the success of the program to date and encourage an even greater participation.

2. Facade Easements

The Facade Easement has yet to be properly utilized in aiding neighborhood revitalization. In historical districts, such an easement would bring tax deductions to owners of residential and commercial properties which are not eligible on their own for listing on the National Register of Historic Places, but become eligible for this federal tax incentive when the entire district is

"certified" by the State Office of Historic Preservation.

3. Tax Assessment Rebate for Approved Historic Rehabilitation

The Consultant recommends the City Council develop a program whereby the City would rebate to the owner of an approved historic rehabilitation that portion of the increased property taxes resulting from increased valuation after rehabilitation.

This program would help fill the gap between the number of financial incentives available for commercial projects, as opposed to those available only to small residential rehabilitations which are the backbone of the historical districts. The program would also encourage on-going maintenance of the property.

4. Historic Preservation Endowment Fund

The purpose of an Historic Preservation Endowment Fund, is the preservation of historic and cultural resources with preference given to any endangered historic resources.

The City Council could consider either applying to the Historic Preservation Endowment Fund for monies necessary to abate the damage or loss, or for the purchase of an endangered site; or that the City Council consider assessing a fee against any party responsible for such damage or loss which will be donated to the Historic Preservation Endowment Fund through the City Endowments Officer. In this way, the City of San Diego will have the historic resources, and the City will also be providing an appropriate means of replacing monies used in resource preservation, to compensate for the loss of or damage to any historic resource. The State of California is successfully currently using a similar program with their cultural heritage fund.

5. Federal Historic Preservation Rehabilitation Investment Tax Credits

Federal Investment Tax Credits have been a major incentive for owners of commercial historic properties. The Economic Recovery Act of 1981 created major new incentives to encourage rehabilitation of historic structures. Federal historic certification of locally designated buildings should therefore be encouraged. As of 1986, the credit is 10% of rehabilitation expenditures for buildings built prior to 1936 and 20% for certified historic structures. The assumed depreciation period is 31.5 years for commercial properties and 27.5 years for residential properties. At least 20% of the property must be used for income-producing purposes, either residential-rental, commercial, or industrial. Generally, an owner must use the credit annually against tax owed on income derived from real estate and up to \$7,000 of tax owed on other income. For the 20% credit, the work must meet the Secretary of Interiors' Standards for Rehabilitation and must be reviewed by the State Office of Historic Preservation and the

National Park Service. The buildings need to be listed on the National Register of Historic Places at any level of significance.

V. OBSERVATIONS AND RECOMMENDATIONS

A. Observations

The Historical Greater Mid-City Preservation Strategy has identified 12 potential historic districts within the area surveyed. Seven of these 12 potential historic districts have been previously identified by the City in earlier surveys. The Consultant re-evaluated the criteria and boundaries of the districts and those results are shown in Volume III and in the map found in this report.

In addition to the potential historic districts, several hundreds of potential individually significant resources have been identified and are shown in Volume II and on the map found in this report.

All of the surveyed individually significant resources are presented in the computer program, Dimitri. This program is used by the State Historic Preservation Office for all DPR 523 forms and become the basis for electronic media recording of resources on the State Register of Historic Resources.

An educational workshop was conducted prior to the survey and its conclusions are presented in a detailed report found in Volume 5, Exhibit IV. The workshop showed the need for additional educational programs in areas containing large numbers of potential historical resources. An information brochure of the area and a slide show presentation was prepared following the workshop and inventory work. The brochure should be widely distributed and the slide presentation be made available to members of the communities.

A detailed recommendation for expanding the City's preservation options and incentives illustrate a great potential to present the concept of preservation in a positive manner. There are several preservation options available within the surveyed area.

The reconnaissance survey, educational program, map and computer tabular listing provides the City with a foundation to update and continue their preservation programs.

B. Recommendations

The following topics have been identified as a result of formulating the contents of the Historical Greater Mid-City Preservation Strategy. The topics are not listed in priority of need but may be critical to future planning operations.

1. Need for a Comprehensive Survey for Commercial Areas

There is an immediate need to perform a comprehensive and intensive survey for the buildings within the commercial areas of the survey. As these areas become economically developed, the rehabilitation of the commercial buildings may have a potentially negative impact on the facades. The priority of buildings to be further analyzed could depend upon their location and involvement with future planned development.

2. Adoption of a Historic Preservation Program Plan

The City's 1991 Historic Preservation Program, as administered through the Planning Department, has the primary objective to provide continued identification and evaluation of historic properties and a program for their protection and enhancement. The Historic Preservation Program contains an inventory element, an educational element and an incentives element. Ideally, these efforts should be guided by a more comprehensive "Historic Preservation Plan" that integrates the various components of a plan with guidelines for the implementation of the plan. The plan should be comprehensive and coherent enough to relate to the community's preservation efforts and development planning as a whole. The Preservation Program Plan should have three elements: an Identification Element, an Evaluation Element, and a Preservation Element.

- a. The Identification Element of the survey process, whether reconnaissance or intensive, will make certain that the historic contexts not recognized or fully defined at the time the survey was performed will later become evident. Within each contextual setting, the ongoing analysis and synthesis of incoming survey data will lead to the identification of property types and locational patterns.
- b. The Evaluation Element of the survey data provides the basic research material on which decisions are made about the significance of particular properties. Decisions regarding the evaluation of properties involve placing properties in historic contexts. Evaluation decisions can be made on the basis of the reconnaissance survey data, but it is wise not to make them without more information that could be investigated further in an intensive survey.
- c. The Preservation Element is a community historic preservation plan that may include a wide range of strategies for the preservation and enhancement of historic properties. There are several incentive programs presented in this report that may be implemented.

3. Adoption of Historical Resources Regulations (Preservation Ordinance)

The community wide Historical Resources Regulations is an effective way to ensure that historic properties are considered in community planning. On March 13, 1996, the Land Use and Housing Committee (LUHC), following public testimony and a comprehensive report by City staff voted to accept the recommendation by the City Manager's Office and their revisions to the current San Diego Preservation Ordinance.

Historical resource regulations are currently contained in several sections of the Municipal Code and include the Historical Site Board Ordinance (M.C. Sec. 26.0206) and the Resource Protection Ordinance (RPO) (M.C. Sec. 101.0462).

As a result of identified problems with historic resource regulations, a comprehensive Historic Preservation Program, which included an inventory element, an education element, an incentives element, and a draft historical resources ordinance was prepared by the Historical Site Board and Planning Department in May 1991. While the inventory, education and incentives elements were adopted by City Council, considerable controversy surrounded the proposed ordinance. To address this issue, the Mayor appointed the Preservation Ordinance Review Committee (PORC) in 1992 and assigned them the task of making recommendations to the draft ordinance that would respect all points of view.

The committee members worked diligently for three years through a consensus building process to develop the PORC recommendations which were released in February 1995. The historical resource regulations and designation process, including an analysis and review of the proposed PORC concepts, was then incorporated into the Code Update process. The LUHC discussed the outstanding key issues during the meeting and concluded that the Manager's recommendations were satisfactory.

The City Manager's recommendations add predictability to a number of aspects of the resource designation and review process and equalizes the treatment of similar resources Citywide which are consistent with the goals of the Code Update process.

The Consultant recommends that the City Council adopt the proposed Historical Resources Regulations (Preservation Ordinance).

4. Adoption of Additional Historic District and Overlay Zone Ordinances

Historic district and overlay zone ordinances should differ from the general Historic Resources Regulations in that they apply only within the particular areas designated. Overlay ordinances for districts should define the limitations for particular kinds of changes, alterations to the exterior of a building or structure, landscape and streetscape considerations and other

elements particular to the proposed district. Overlay Zone ordinances should be more lenient for particular kinds of changes, but just as strict for demolition or contextual incompatibilities of the newly developed structures to the historic buildings.

5. Establishment of Future Intensive Surveys

The City's ongoing needs for establishing a good preservation program may be determined by future intensive surveys of the areas described as historic districts and overlay zones. The reconnaissance survey data has already identified the contexts and identified properties, but evaluations need to be established with further research and investigation of individual properties. Intensive survey data is necessary for implementing established ordinances or local landmark programs.

A National Park Service method of evaluating the significance of historical resources is a system that assigns numerical scores to surveyed historic resources. This is for establishing preservation priority categories of significant resources in the community. The premise behind these systems is that the relative architectural, historical, and archaeological significance of resources can be evaluated on numerical scales, permitting the resources to be placed within distinct priority categories.

After a property is evaluated in a reconnaissance survey, it is important to evaluate the resources found to be worthy of preservation and to be considered in local planning. These properties may be listed in a selective list of resources, like those recorded on the DPR 523 forms. There are many other worthy properties identified in the San Diego survey that should be evaluated further which are not currently on the DPR 523 forms. More intensive survey work provides information on historic significance, integration, and boundaries. Survey results may provide the basis for designation of historic properties and districts under the Historical Site Board.

The National Park Service recommends that architectural reconnaissance surveys should be reviewed every five years. Architectural reconnaissance surveys and identification of potential historic districts are the initial step in managing the historic resources of a geographic area. The logical next step would be to complete the historic research and documentation necessary to complete the potential historic districts nominations. The Banker's Hill area that was not resurveyed should be reviewed as soon as possible for individually significant resources. All subdivisions of Talmadge should be surveyed as a complete district.

The following expanded work could be implemented:

a. Reconnaissance Survey of Mission Hills

The survey boundaries would include Interstate 8 on the north, to the south of Highway 163, to west on Washington, to south on Goldfinch/Reynard Way, to west on Falcon, to north on Horton Avenue/Union/Torrance, to west on Washington, to north on Titus including Bandini to the canyon below San Juan Road, to Juan Street, to northwest canyon behind Heritage Park, to Jackson Drive and Presidio.

b. Reconnaissance Survey of South Mission Hills

The survey boundaries would include south of Goldfinch/Reynard Way, to north on Curlew, to east at about Brooks Canyon, to north on Front, to west on Washington.

c. Prepare District Nomination Forms for National Park Service

- Marston Hills
- Park Boulevard Apartment Row
- David O. Dryden
- Burlingame
- Shirley Ann Place
- Carteri Center

6. Establish Greater Public Involvement

The more public involvement in the community's preservation program, the more likely it will succeed. Community participants can assist as volunteers with the interpretive workshops, fieldwork for intensive surveys, and the nomination of properties to the local landmarks program. The survey data can contribute to public support by helping the public understand what is important about the community's past, but the survey itself can be a powerful tool to encourage public involvement.

Interpretive programs, historic properties, and the community's history, prehistory and architecture can be powerful tools for preservation. Those kinds of interpretive programs could include the development of activities with the City, Save Our Heritage Organisation and the San Diego Historical Society. Activities could be the sponsorship of walking tours, publication of brochures and books on the community's past, the establishment of displays in museums, public buildings, structures and sites. National Historic Preservation Week is an event in which the entire community can participate in the planning process. Programs available for residents interested in historic preservation should be aggressively pursued. The survey data is

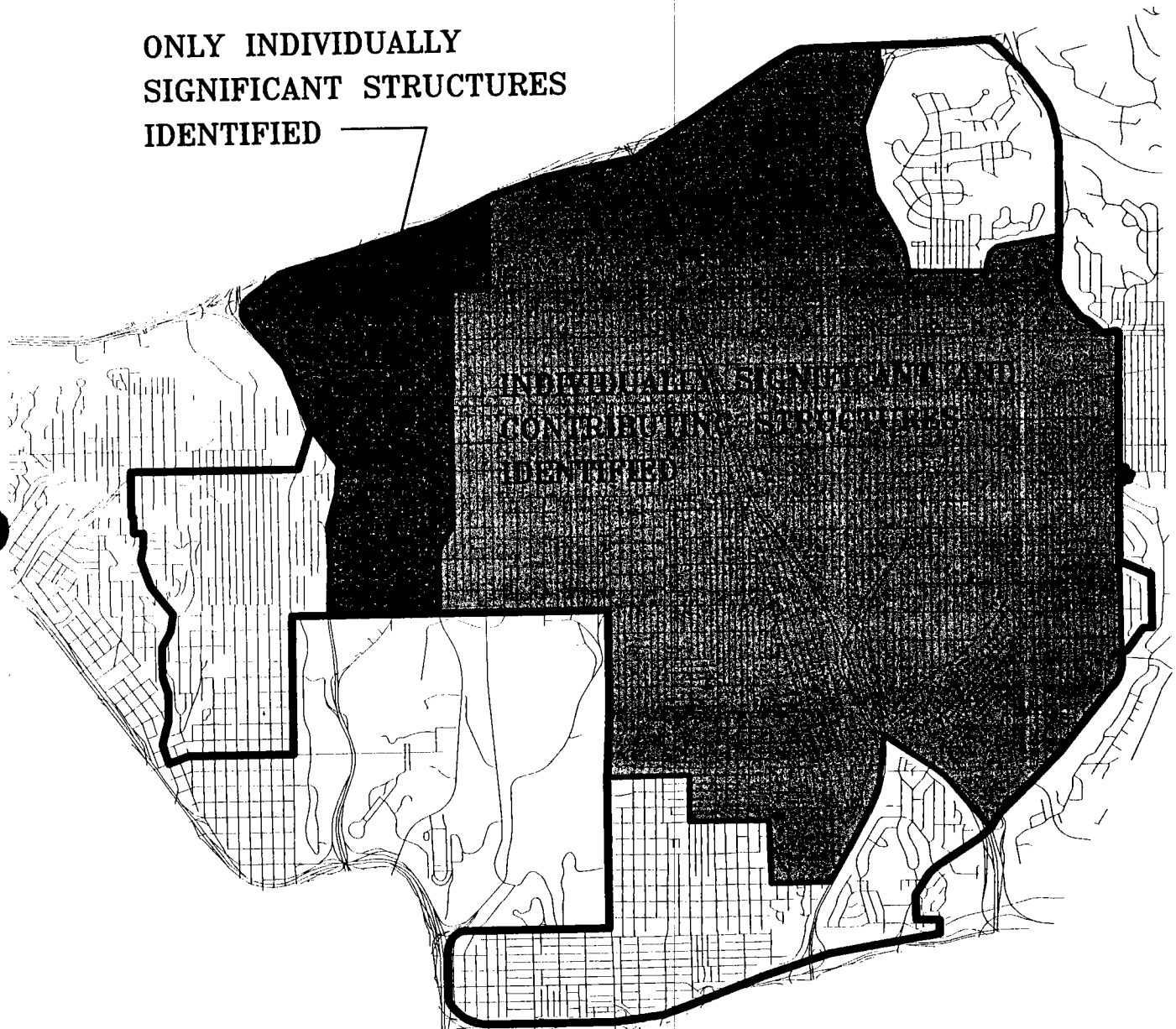
important to interpretive programs not only for the identification of properties that may be interpreted, but also for establishing contexts in which interpretation can be carried out.

7. Preservation Demonstration Project

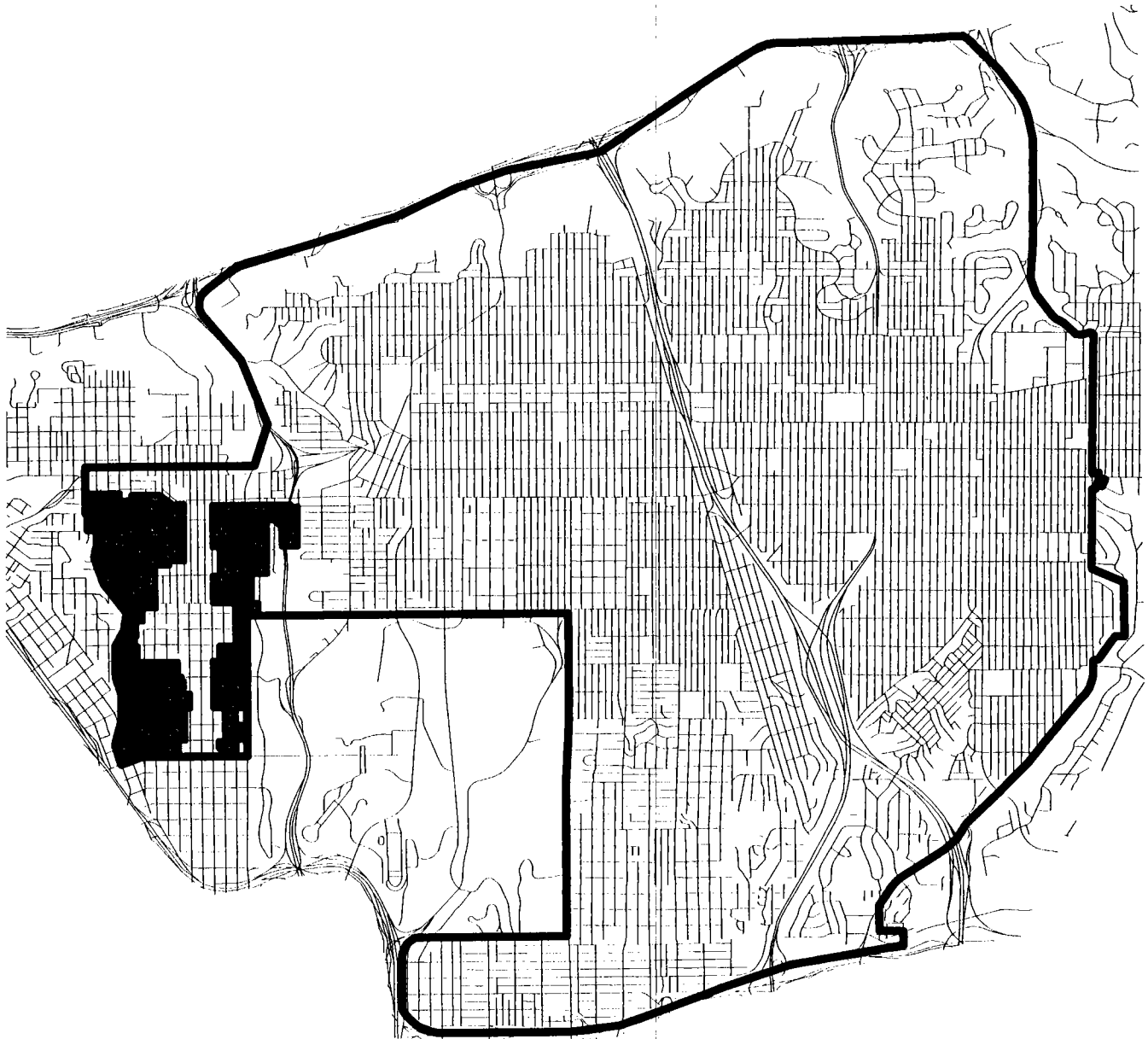
A small proposed historic district (i.e. Shirley Ann Place) could be used to demonstrate a pilot preservation program of landscaping improvements, signage, use of incentives, educational workshops, design services and other elements found in this report to promote the area.

VI. MAPS

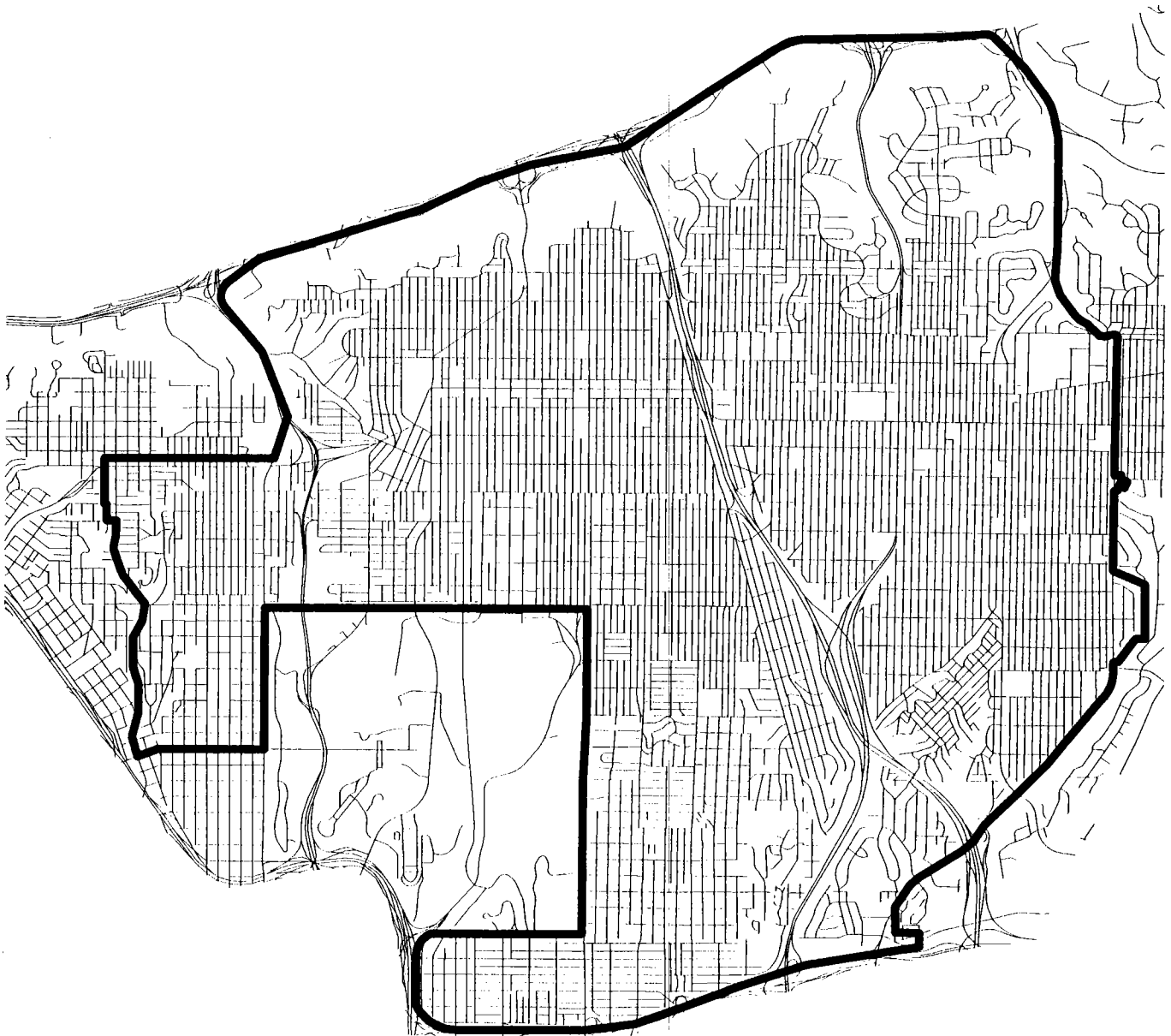
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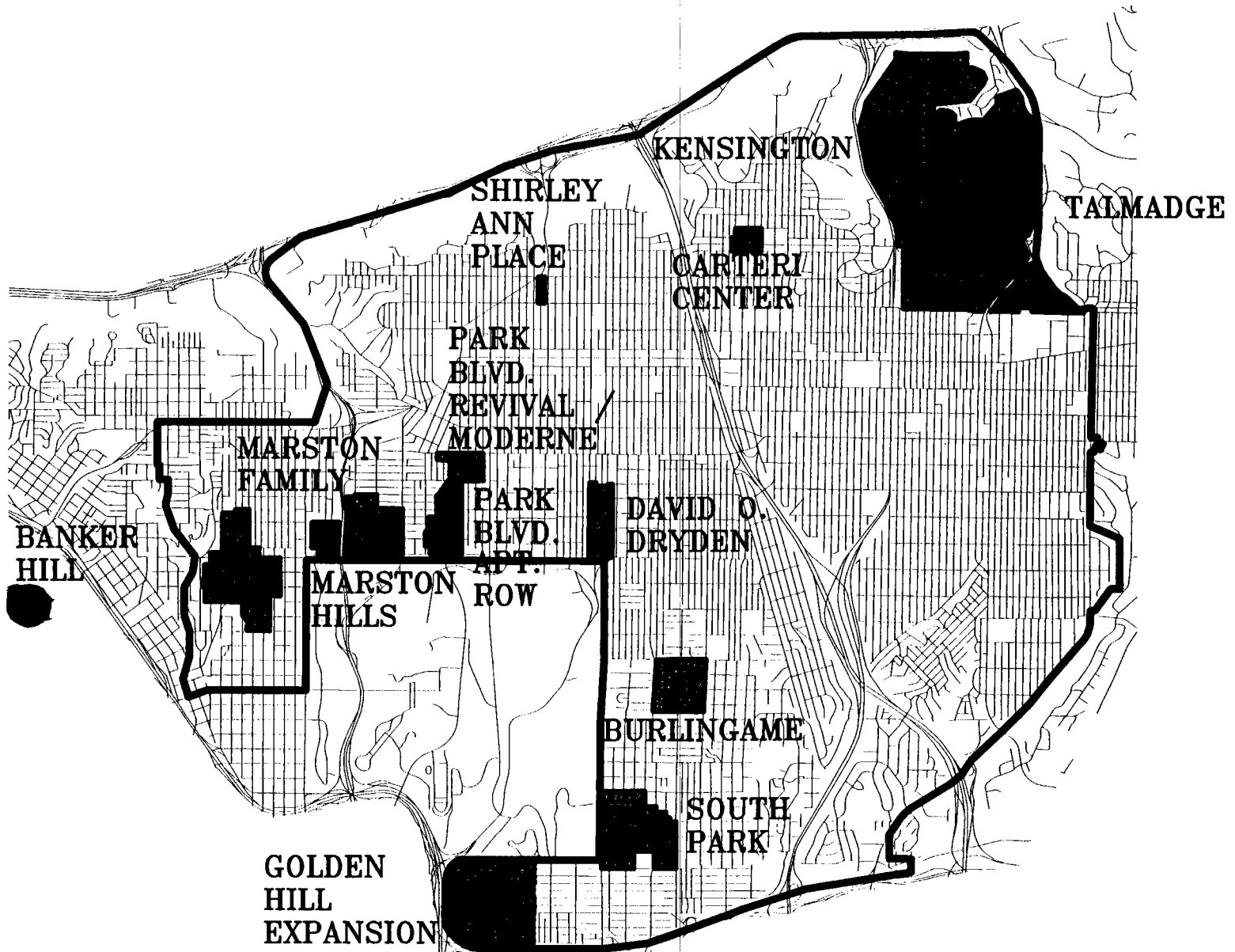
Map 1, Boundaries of The Greater North Park Survey



Map 2, Area covered in the Hillcrest/Bankers Hill Survey - 1982 and not resurveyed for this report.



Map 3, Boundaries of The Historical Greater Mid-City San Diego Preservation Survey



Map 4, Boundaries of The Potential Historical Districts from the Historical Greater Mid-City San Diego Preservation Survey

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