

SECTION 5. HISTORIC  
PRESERVATION ELEMENT





## **SECTION 5. HISTORIC PRESERVATION ELEMENT**

### **5.1. HISTORIC PRESERVATION IN THE EAST STREET CORRIDOR**

#### **5.1.A. Historic Character and Context of the East Street Corridor**

The East Street Corridor is within the city limits of Woodland. Major commercial development along East Street and to the east, as well as large-scale residential development as far east as County Road 102, have brought East Street to a position that it is the approximate center of the town from the east to the west.

When it was originally developed the East Street Corridor was the edge of town. The history of this corridor, then, calls for an evaluation context that differs from one that would be used for other areas of the city; different from the context for the commercial core along Main Street, for example, or the many historic residential areas of the city.

The context for the East Street Corridor needs to take into account three major uses of the area over time: transportation, industrial development and support facilities for the agricultural industry. East Street was, until recent years, Highway 113, the principal north-south corridor in Yolo County. Highway 113 connected Davis and Woodland and served as the gateway to northern Yolo County, Yuba County and beyond. Not surprisingly, the East Street Corridor includes numerous examples of roadside commercial properties: motels, gasoline stations and so forth. These are found in greater number along East Street than elsewhere, simply because Highway 113 was the major thoroughfare in the area. The East Street Corridor was also an important industrial area within Woodland, being one of few areas that was historically zoned for industrial uses. Because of this, a variety of industrial buildings may still be found along this corridor. Finally, the East Street Corridor, with excellent (for the time) rail and highway access, developed as a service area for the local agricultural industry, with support resources ranging from grain silos to oil service buildings.

The City of Woodland has undertaken two major efforts to identify potential historic properties within the East Street Corridor. One effort was completed in 1982 and concerned chiefly residential properties. The other effort, undertaken in 1996, concerned commercial and industrial properties in the redevelopment area and on the Historic Resources Inventory Study List.

#### **5.1.B. Commercial and Industrial Properties**

As a result of the survey by JRP Historical Consulting Services, it is concluded that three commercial/industrial properties within the East Street Corridor appear to qualify for listing under the Historical Resources Inventory of the City of Woodland; none of the buildings appear to qualify for listing in the National Register of Historic Places. The three properties

were 315 East Street, 1225 East Oak Street and 1016-1050 Beamer Street. The East Street Plan recommends that only one property, Warford's Auto Sales 315 East Street, be incorporated into the City's Historic Resources Inventory. The rationale for its inclusion is as follows:

**Warford's Auto Sales. 315 East Street.** This is a small steel frame gasoline station, built at this site in 1939 or 1940. It is significant in the architectural and historical context of Woodland, as the best remaining example of a historic gasoline station in the city. It retains a good degree of integrity to its original appearance and maintains its intended Streamlined Moderne appearance.

The entire survey is attached as Appendix F.

## **5.2. BENEFITS OF HISTORIC PRESERVATION**

In the 30 years since adoption of the National Historic Preservation Act of 1966, communities throughout the United States have come to recognize that a myriad of benefits are associated with successful historic preservation programs. Some benefits accrue to property owners, some to the community at large.

### **5.2.A. Market Appeal for Historic Structures**

The principal benefit that accrues to the property owner who engages in historic preservation efforts, is increased market appeal for the building that has been rehabilitated in a historically sensitive manner. Numerous studies exist that support the conclusion that properties restored in a historically sensitive manner retain greater market appeal than those restored in an insensitive manner. One need look no further than downtown Woodland to see the truth of this. The Jackson Apartments building, for example, is a magnet because of its historical appeal. This appears to be the case for the newly-restored Woodland Hotel. The badly-modified buildings along Main Street, of which there are many, have little drawing power on the basis of historic values. The Stroll however in downtown draws and many visitors and has been of economic benefit to downtown merchants.

### **5.2.B. Broader Community Identity and Community Values**

Historic preservation has been called a gift to the street, in recognition that the owners of historic homes and businesses give value to the community at large, a value that is not necessarily compensated. The owners of the Jackson Apartments, for example, have helped anchor an entire street in the city. The Woodland Hotel similarly anchors an entire section of Main Street, providing aesthetic pleasure and the promise of redevelopment as well. As noted earlier, these gifts to the street are often compensated through increased market appeal.

## **5.3. HISTORIC PRESERVATION IN WOODLAND**

### **5.3.A. Background**

The City of Woodland is blessed with some of the finest historic buildings and structures in the Central Valley of California. The city has long had a program for recognizing these resources. As it has evolved through the years, the Woodland preservation program has resulted in properties being designated, or proposed for designation at two levels:

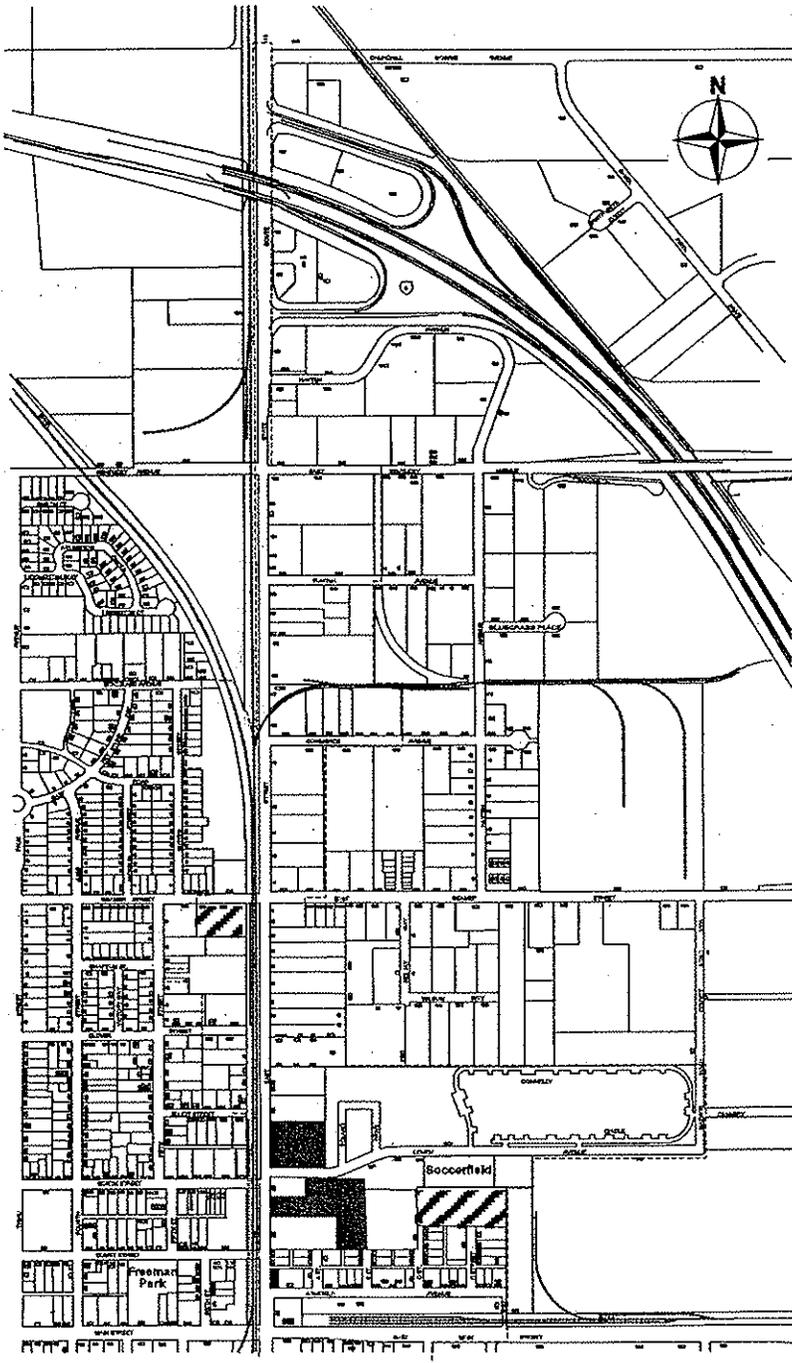
### **5.3.B. City Historical Landmarks Designation**

The City Historical Landmarks designation is a voluntary program, through which property owners seek designation. To date, four such designations have been approved, none in the East Street Corridor.

#### **5.3.B.1. Historic Resources Inventory**

In 1981-82, a Woodland architect, acting on behalf of the City of Woodland, surveyed numerous potentially historic buildings and structures within Woodland. He identified 507 buildings of merit. These were subsequently adopted by the Woodland City Council as the City's Official Historical Register. This existing inventory includes 14 individual properties and one small residential historic district (Sprague's Subdivision Neighborhood) within the East Street Corridor. The individual properties include:

1261 Alice Street	1264 Alice Street	1259 Alice Street
1255 Depot Street	1233 Depot Street	1218 Depot Street
1244 Depot Street	1254 Depot Street	1262 Depot Street
145 East Street	203 East Street	436 Johnson Street
498 Johnson Street	534 Johnson Street	

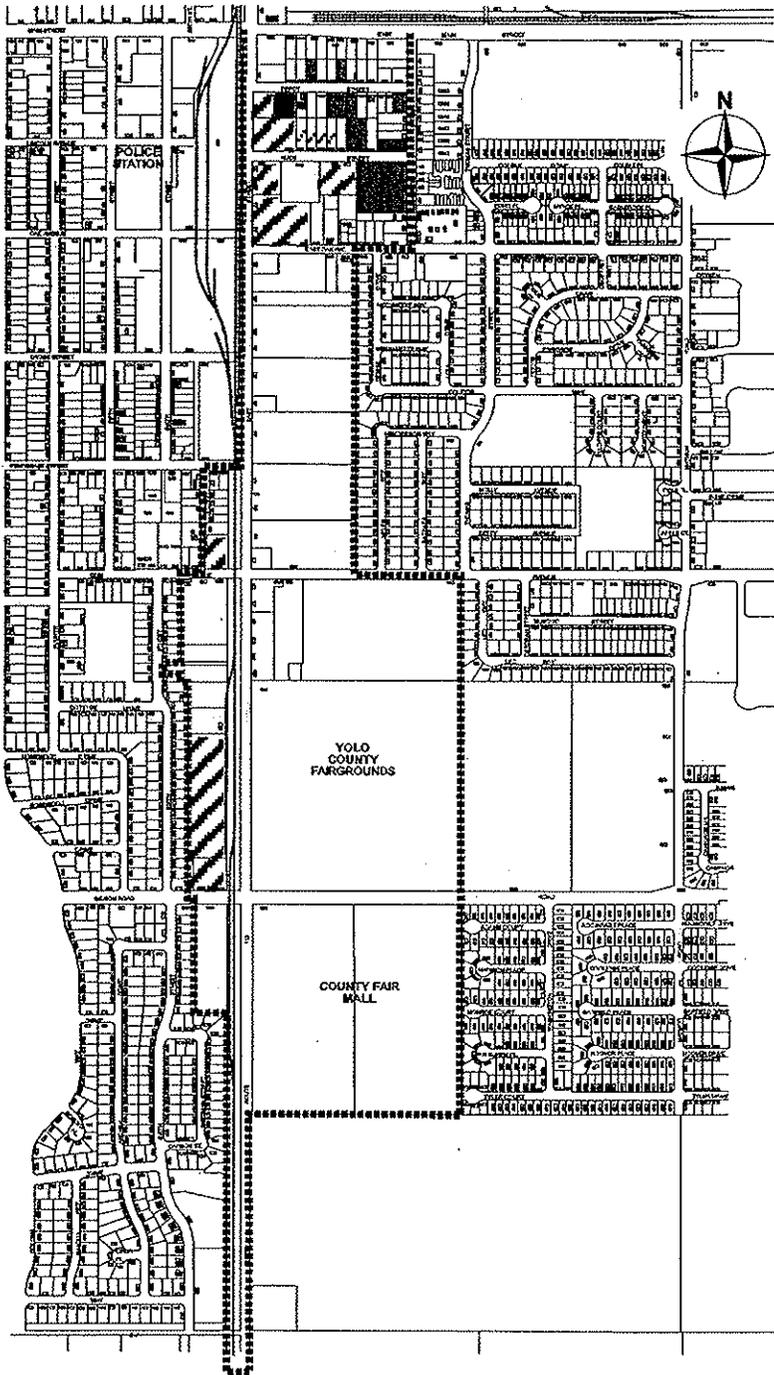


## EAST STREET CORRIDOR SPECIFIC PLAN

City of Woodland  
Yolo County  
California

Exhibit 5-1  
Northern Section  
Historic Resources

-  Listed Structures
-  Study List
-  Recommended for Listed Structures List



## EAST STREET CORRIDOR SPECIFIC PLAN

City of Woodland  
Yolo County  
California

Exhibit 5-2  
Southern Section  
Historic Resources

-  Listed Structures
-  Study List
-  Recommended for Listed Structures List

In 1992, the City of Woodland sought to update the 1981-1982 Historic Resources Inventory, to identify buildings within redevelopment areas that were unrepresented in the 1981-1982 Historic Resources Inventory such as smaller 1920s - 1930s commercial and industrial buildings and buildings linked to Woodland's cultural and ethnic heritage. The update was developed following National Register Criteria (National Register Bulletin No. 24) and the California Historic Resources Inventory Survey Workbook dated August 1986. The list of properties identified during this update has been called the Historic Resources Inventory Study List. There are 155 total properties on the current Study List. Eleven properties within the East Street Corridor had been included Historic Resources Inventory Study List but were subsequently removed, so that their evaluation could occur within the context of the overall East Street Corridor planning effort. These 11 properties include:

255 C Street	1016-1050 Beamer Street	315 East Street
515 East Street	565 East Street	607 East Street
609 East Street	1020 East Street	1111 Gibson Road
1121 Gum Avenue	1225 East Oak Street	

As part of the East Street Corridor Specific Plan process, the City of Woodland contracted with JRP Historical Consulting Services to inventory and evaluate the 11 commercial and industrial buildings within the corridor that had been previously included within the Historical Resources Inventory Study List. An additional East Street Corridor property, 1240 Alice Street, was not removed from the Study List because boundary of the corridor had not yet been established at the time the removal action was taken. This property is being evaluated in the larger assessment.

Figure 5-1 & 5-2 shows the location of the 14 existing listed structures as well as the 11 structures included on the corridor Study List and 1240 Alice Street.

### **5.3.C. Regulatory Process**

#### **5.3.C.1. Evaluation of Properties on the Historic Resources Inventory Study List**

The City of Woodland has adopted criteria for evaluating properties on the Study List, for inclusion in the actual Historic Resources Inventory. These are the Historical Resources Inventory Study List Evaluation Criteria, adopted by the Historic Preservation Commission on March 23, 1995 and by the City Council in July 1995. As noted previously, the Evaluation Criteria were derived from National Register Criteria and the California Historic Resources Inventory Survey Workbook with specific City historic sites referenced to illustrate the intent.

### **5.3.C.2. Regulatory Impact of Inclusion in Historic Resources Inventory**

The principal impacts of inclusion in the Historic Resources Inventory are two: application of the City's demolition review ordinance and possible review under the California Environmental Quality Act. Under the City's demolition review ordinance, a demolition permit for a property on the Historic Resources Inventory may be delayed up to 6 months by the Historic Preservation Commission and an additional 6 months by the City Council to allow study of non-destructive alternatives. Demolition permits may require environmental review if the property is determined to have historical significance. This environmental review would require the preparation of an EIR if impacts could not be mitigated to a level that is less than significant.

### **5.3.D. Historic Recognition Program**

In most California cities, there are three major programs for recognition of historic properties: local, state, and national. In Woodland, the historic preservation program offers two methods of designation: the Landmarks program, a voluntary program and the Historic Resources Inventory, a list designated by the City Council.

At the State level, several designation programs exist. In 1992, the State created the California Register of Historical Resources. This Register automatically includes properties listed in or found to be eligible for listing in the National Register, as well as certain State Historical Landmarks. The eligibility criteria for adding properties to this list through a formal nomination process, are currently under review. The State also maintains a State Historical Landmark and a Point of Historical Interest program. Each includes a formal set of criteria and a formal nomination process. [There are many State Historical Landmarks and Points of Historical Interest in Woodland, but none within the East Street Corridor.]

At the Federal level, the major program is the National Register of Historic Places. Formal criteria exist, as well as formal processes for listing properties on the National Register. Formal processes exist as well for determining that a property is eligible for listing in the National Register. [Many Woodland properties have been listed in or determined eligible for the National Register, but none within the East Street Corridor.] The Federal program also includes a very exclusive National Historical Landmark program; there are no NHL properties in Woodland.

### **5.3.E. Historic Preservation vs. Urban Design**

The larger East Street Corridor plan must take into account a broad range of economic, social and aesthetic concerns, most of which are not taken into account in making judgments with respect to historical significance.

It is possible, even likely, that decisions about historic significance and eligibility of properties under the Study List Criteria do not conform exactly with urban design objectives and principles that will be used in the East Street Corridor specific plan. The Study List Criteria and the Historic Resources Inventory of the City of Woodland are designed to assess historic significance, not consistency with urban design principles. The potential exists that properties that are historically significant may not be of value to the long-term plans for the East Street Corridor. Conversely, properties that are not found to be historically significant may nonetheless be of interest from the standpoint of urban design as well as the potential for adaptive re-use. The Woodland Court and Tony's Motel, for example, do not appear to qualify under the Study List Criteria because they have been remodeled. The buildings do, however, embody the imagery of roadside commercial properties that have dominated East Street most of this century. These buildings may be of some interest to the City of Woodland, if it elects to incorporate that imagery as part of the design principles for the corridor. Similarly, the Adams Grain Silos do not appear to qualify under the Study List Criteria because they were built less than 50 years ago. The buildings, however, are dominant elements of the landscape along East Street and convey the imagery of the historical use of East Street to support local agriculture.

## **5.4. IMPLEMENTATION**

### **5.4.A. Goals and Policies**

*Goal 5.1: To preserve and maintain sites, structures and landscapes that serve as significant, visible reminders of the city's social, architectural and agricultural history while allowing selective relocation and demolition with appropriate mitigation.*

*Goal 5.2: To combine historic preservation, residential rehabilitation and economic development so as to encourage owners of historic resources to upgrade and preserve historic properties in a manner that will conserve the integrity of such properties in the best possible condition.*

*Goal 5.3: To preserve the character and livability of the Sprague neighborhood and strengthen civic pride through neighborhood conservation.*

**Policy 5.1.1:** The City shall develop incentives for owners of historically-significant residential or income-producing buildings to have their buildings designated a Listed Structure or included in a City Historic District.

**Policy 5.1.2:** The City recognize that the environmental review conducted on Specific Plan as adequate for the processing of demolition permit applications for buildings designated as, or potentially eligible for designation as, historic structures.

**Policy 5.1.3:** The City shall give highest restoration priority to those buildings identified as having historic, cultural or architectural significance.

**Policy 5.1.4:** The City shall discourage the demolition of historically-significant structures until specific re-use of the property has been established or there are compelling financial or health and safety issues involved.

**Policy 5.2.1:** The City shall encourage the preservation, maintenance and adaptive reuse of existing buildings in the Specific Plan Area, in order to prevent demolition and disrepair.

**Policy 5.2.2:** The City shall waive building permit fees and provide other appropriate incentives such as Mills Act contracts, facade easement and associated tax deductions, and tax increment rebates for owners of properties with historic significance.

**Policy 5.2.3:** The Redevelopment Agency shall develop a comprehensive program to provide low-market-rate financing to private property owners for the rehabilitation and restoration of historically-significant structures. The program could include a combination of the following: Community Development Block Grant (CDBG) residential rehabilitation loans for low and moderate home owners, CDBG economic development loans and rebates for commercial properties, and ISTEA funding for commercial and residential rehabilitation of properties along East Street, Facade easement and associated tax deductions.

**Policy 5.3.1:** The City shall continue to make available housing rehabilitation loans to low-income residents in historic neighborhoods.

## **5.4.B. Re-use Options for Commercial Buildings within the East Street Corridor**

There are three buildings on the City's Historic Resources Inventory which are located in the East Street Corridor Specific Plan area and which area very different in character and pose interesting challenges in terms of future use. This section will address the reuse recommendations for the three listed properties, as well as other properties that could be impacted by the plan's implementation.

**5.4.B.1. Warford's Auto Sales. 315 East Street**

315 East Street is a site being recommended for redevelopment for office uses to support and better link the downtown area with the corridor. If the gas station cannot be integrated into an office development its relocation would be appropriate.

Of the three buildings, the former gasoline station appears to be most adaptable to re-use, whether on this site or in a comparable location. The building is significant in two respects: for its inherent architectural value and for its associational value with the use of the East Street Corridor as a major through-route transportation corridor. Simply stated, it is a roadside building, situated to serve the traveling public. The fact that it is a handsome building relates to the need to attract the traveling public to its services.

The values of this building may be effectively preserved under two conditions: the building itself is preserved and integrated into a larger office development and the building is sited prominently in proximity to a major street. These conditions are most easily met by rehabilitating the building on-site. The conditions may also be met by relocating the building to a similar site, preferably along East Street or the southside of East Main in the context it was designed to serve. Rather than allow demolition the City should be responsible for relocation of the structure if demolition is requested.

**5.4.B.2. Tafoya's Market. 145 East Street**

Tafoya's Market was listed on the City's Historic Resources Inventory in 1982. The property is designated in the Land Use Section of the Specific Plan for redevelopment as a commercial use.

Tafoya's Market was the first Mexican-American grocery store in Yolo County, it also functioned as a quasi community center for the Mexican-American community. For those cultural reasons, it was listed on the City's Inventory; it was not listed for its architectural merit. It has not operated as a market for several years. The original use, as well as most subsequent uses, were strictly utilitarian.

It is unlikely that an adaptive re-use could be found that would also preserve the building. If the building was to be demolished then mitigation would be appropriate. Mitigations for the demolition of this property should include:

A program of recording the presence of the building through photographic documentation of all exterior elevation and interior details, and the placement on the site of a commemorative marker consistent with commemorative site markers at other locations in the City. The quality and level of photographic documentation and design of the commemorative marker shall be

determined by the Historic Preservation Commission. The cost of documentation and the placement on the site of a commemorative marker shall be the responsibility of the City.

#### **5.4.B.3. 534 Johnston Street**

The property at 534 Johnston Street is a farm house and out-buildings. The land use element of the plan indicates the property as appropriate for re-use for new residential development. In order to redevelop this property it will be necessary to remove the out buildings while the farmhouse is to be maintained and tied into the new residential development. If the farmhouse is proposed for relocation or demolition, mitigation measures should be consistent with Section 5.4.C.2 and 5.4.C.3.

#### **5.4.B.4. Elliott's Brick Yard Site 203 East Street**

This site is the historic site of Elliott's Brick Yard which initiated operations in 1865 and manufactured and distributed high quality brick throughout the region. There are no historic structures on the site. There is no mitigation required for the implementation of the Specific Plan. The City should place a commemorative marker on the site.

#### **5.4.B.5. Other Listed Properties**

The remainder of the listed structures are residential uses and are planned to remain as such. If they are proposed for relocation or demolition, mitigation measures should be consistent with Section 5.4.C.2 and 5.4.C.3.

### **5.4.C. Mitigation Options**

In dealing with impacts to historic properties there are ranges of options that avoid, lessen or, to some degree, compensate for adverse impacts, all in an effort to lessen the impact below the level of significance. Some of these, which should be applied to those properties not specifically impacted by the Plan's implementation, are discussed below.

#### **5.4.C.1. Rehabilitation**

In rehabilitating a building, the historic values are preserved and any adverse impacts are avoided. Mitigation is unnecessary.

#### **5.4.C.2. Relocation**

Relocation is considered to be less desirable than preservation on-site but clearly preferable to demolition. With relocation, the new site must be considered for its appropriateness, given the

character of the building in question. For example, a railroad depot has as its basic character its relationship with the railroad line it serves. Relocating a railroad depot away from the tracks severs that relationship.

Relocation is considered an adverse impact. The mitigation for relocation is to ensure that relocation is treated in a manner that respects the values of the building being moved. In the case of the depot example, mitigation would be handled in the selection of the new site, ensuring that the original setting of the building is recreated to the maximum extent possible.

### **5.4.C.3. Demolition with Mitigation**

Generally, demolition of a building should be considered only after all other alternatives have been exhausted. When unavoidable, demolition is typically mitigated through some program of recording the presence of the building, for the educational value of the public and to commemorate the existence of the landmark. Various communities have pursued different approaches to this recordation. The Federal government, for example, has a formal program, called the Historic American Buildings Survey, through which buildings are recorded, usually with large-format photography and written historical narratives. Some communities have substituted more easily accessible documentation, including the preparation of books or pamphlets that treat the history of the demolished building and its role in the community. Other cities have utilized formal programs of placing plaques and other commemorative markers at the sites of the demolished building. Combinations of books, pamphlets, and plaques have been used. Woodland has used commemorative site markers at four locations where historic building were formerly removed.

### **5.4.D. Preservation Assistance**

The City of Woodland does not have financial incentive programs associated with historic preservation efforts. The city should adopt such a program, perhaps in connection with the larger Redevelopment Program, to encourage historic preservation efforts in its redevelopment areas. A combination of local programs should be established for historic preservation of listed structures within the East Street Corridor. These programs could include:

- Tax increment rebates
- CDBG residential rehabilitation loans for low and moderate income homeowners
- CDBG economic development loans and rebates for commercial properties
- ISTEIA funding for commercial and residential rehabilitation of properties along East Street
- Facade easement and associated tax deductions
- Establish a program to take advantage of the Mills Act.

See Section 5.5 for a discussion on these and other financial incentives

## **5.5. FINANCIAL INCENTIVES**

Relatively few financial incentives exist for historic preservation, above those included in the general market appeal. The financial incentives are chiefly Federal and tied to listing in the National Register of Historic Places.

### **5.5.A. Tax Incentives**

Twenty percent Federal tax credits are available to property owners who restore properties that are listed in the National Register of Historic Places, providing the rehabilitation work conforms with Federal standards. More modest credits are available for the rehabilitation of buildings over 50 years old, whether or not they are listed in the National Register. The 20 percent program was used to aid in the financial feasibility for the rehabilitation of the Hotel Woodland and Jackson Apartments.

Modest tax incentives exist at the state level for property owners who donate a facade easement to a non-profit preservation organization. A facade easement works like the Williamson Act contracts for farmland, reducing property taxes in accordance with the restricted land use associated with the easement.

The Mills Act provides for a reduction in property taxes on a historic property when certain conditions are met. Owners of designated historic properties must enter into a preservation contract directly with the local government, agreeing to restore the property if necessary, maintain its historic character, and use it in a manner compatible with the historic characteristics. Use of the Mills Act requires the county tax assessor to adjust the assessed value of the property downward to reflect the restrictions placed on the property. A lower assessment will result in lower taxation.

### **5.5.B. Grants and Loan Programs**

The State of California has developed a Historic Preservation Fund, earmarking funds for historic rehabilitation and restoration work. The Fund recently made its first allocation, earmarking the bulk of the funds for publicly-owned historic parks. Competition for these grants is likely to be quite intense.

In addition many jurisdictions have established locally funded grant and loan programs for historic preservation.

**5.5.C. State Historic Building Code**

While not a formal grant or incentive program, the State Historic Building Code can be a considerable incentive for historic preservation when it results in lower cost rehabilitation. The State Historic Building Code provides an alternative building code that may be used on any property that is designated at the local, state, or federal levels; it could be used on any Historical Resources Inventory property in Woodland. Experience has shown that rehabilitation using the alternative code is typically less expensive than work conducted using only the Uniform Building Code.