



CULTURAL RESOURCES & HISTORIC PRESERVATION

INTRODUCTION AND VISION FOR THE FUTURE

Orange's sense of place and strong community identity can be attributed, in large part, to efforts by the City and community members to recognize and preserve the traditions and physical features that are manifestations of its culture and history. Special efforts have been made by the City through the preservation of catalogued historic maps, directories, photos, documents, and other assorted memorabilia in the City's Local History collection at the Orange Public Library & History Center. In addition, careful planning and adoption of protective regulations have encouraged retention of significant physical features, such as buildings, parks, signage, and landscape elements, that communicate the City's cultural, historical, and architectural past.

Orange's ***Vision for the Future***, described in the General Plan Introduction, recognizes the City's historical and cultural resources, and includes the following objectives related to Orange's cultural resources:

- The City will build upon existing assets to create a living, active, and diverse environment that complements all lifestyles and enhances neighborhoods, without compromising the valued resources that make Orange unique.
- The City will continue efforts to protect and enhance its historic core. This same type of care and attention will be applied throughout the rest of the City.
- We will continue to protect our critical watersheds, such as Santiago Creek, and other significant natural, open space, and cultural resources.

This Cultural Resources & Historic Preservation Element of the General Plan is an outgrowth of previous actions taken to recognize historic resources within the City. Such actions include undertaking surveys of historic resources, adopting the City's first Historic Preservation element in 1982, and designating the local Old Towne Historic District. This Element is also an effort to expand the City's historic preservation program to ensure recognition and preservation of the City's diverse cultural resources. By identifying and sustaining historically or culturally significant places, the City of Orange strengthens community identity and enriches lives, providing not only a constant reminder of the culture and history of the local community, but also a valuable educational resource to residents and visitors alike. This Element also addresses the City's continuing commitment to support the educational and informational resources provided through its public libraries, which also serve as community gathering places.



Purpose of the Cultural Resources & Historic Preservation Element

The Cultural Resources & Historic Preservation Element is not a state-mandated element of the General Plan, but it is important because it provides guidelines to preserve those resources that represent the history and culture of Orange. Specifically, its purpose is to provide guidance in developing and implementing programs that ensure the identification, designation, and protection of cultural resources in the City's planning, development, and permitting process. The Cultural Resources & Historic Preservation Element also identifies ways in which the City can encourage and coordinate with private property owners in support of historic preservation.

Scope and Content of the Cultural Resources & Historic Preservation Element

The content of the Cultural Resources & Historic Preservation Element is organized into three sections:

- 1.) Introduction;
- 2.) Issues, Goals, and Policies; and
- 3.) The Cultural Resources & Historic Preservation Plan.

The *Introduction* sets the stage by defining the purpose of the Cultural Resources & Historic Preservation Element and outlining the legal framework and historical context for Orange's cultural preservation issues. The *Issues, Goals, and Policies* section describes the City's intent to protect and preserve its historic and cultural resources, and provides guidelines and direction on how to accomplish the related goals. The *Cultural Resources & Historic Preservation Plan* shows how these goals and policies will be achieved and implemented. Detailed descriptions of the various implementation programs recommended within this Element can be found in the Appendix to the General Plan.

Relationship to Other General Plan Elements

The Cultural Resources & Historic Preservation Element is most closely tied to the Land Use, Urban Design, and Housing Elements. Protection and promotion of the City's historic and cultural resources affect the Land Use Element by designating certain neighborhoods and resources as valuable reminders of the City's cultural past and placing certain restrictions on land uses and development. The Urban Design Element is influenced by the history of the City in particular because design and physical guidelines also help to visually integrate references to the City's past in the appearance of streetscape enhancements and building design. Policies in this Element that encourage adaptive re-use of historic structures for housing affect how the City will accommodate the housing development described in the Housing Element.

Legal Framework for Cultural Resource Protection

This section describes the various elements that constitute the legal framework of cultural resource protection at the federal, state, and local levels.



National Historic Preservation Act

Enacted in 1966, the National Historic Preservation Act (NHPA) established the National Register of Historic Places (NRHP) program under the Secretary of the Interior, authorized funding for state programs with provisions for pass-through funding and participation by local governments, created the Advisory Council on Historic Preservation, and established the Section 106 review process for protecting historic resources affected by federal undertakings. As part of this process, the Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring and Preserving Historic Buildings (Secretary’s Standards) were developed to provide guidance to federal agencies in reviewing potential impacts to historic resources.

The Secretary of the Interior's Standards for the Treatment of Historic Properties are basic principles created to help preserve the distinctive character of a historic building and its site, while accommodating change to meet new needs.

NHPA requires that all states and U.S. territories have a historic preservation office and State Historic Preservation Officer. Each state receives federal funding for the preservation program, and 10 percent of the funding must be passed through to Certified Local Governments (CLGs).

The Certified Local Government (CLG) program is a partnership among local, state and federal governments. The program encourages the direct participation of local governments in the identification, evaluation, registration, and preservation of historic properties and promotes the integration of local preservation interests and concerns into local planning and decision-making processes. To be eligible for CLG status, local governments must:

- enforce state and local laws and regulations for the designation and protection of historic properties,
- establish an historic preservation review commission by local ordinance,
- maintain a system for the survey and inventory of historic properties,
- provide for public participation in the local preservation program, and
- satisfactorily perform responsibilities delegated to it by the state.

The NRHP is the nation’s official list of historic and cultural resources. Generally, resources must be more than 50 years old prior to listing on the NRHP. Properties that have not attained 50 years of age may be listed if they are of “exceptional importance.” Resources may be eligible for the NRHP if they:

- are associated with events that have made a significant contribution to the broad patterns of our history; or
- are associated with the lives of significant persons in our past; or
- embody the distinctive characteristics of a type, period, or method of construction, or represent the work of a master, or possess high artistic values, or represent a significant and distinguishable entity whose components may lack individual distinction; or
- have yielded, or may be likely to yield, information important in history or prehistory.

A resource that meets one of the above-referenced criteria must also possess integrity. Integrity refers to the ability of a property to convey its significance. The NRHP recognizes seven aspects or qualities of integrity: location, design, setting, materials, workmanship,



feeling, and association. To retain integrity, a property must possess several, and usually most, of these aspects.

California Register of Historical Resources

The Office of Historic Preservation (OHP) administers the California Register of Historical Resources (CRHR). The CRHR was established to serve as an authoritative guide to the state's significant historical and archaeological resources (California Public Resources Code [PRC] Section 5024.1). State law provides that in order for a property to be considered eligible for listing in the CRHR, it must be found by the State Historical Resources Commission to be significant under any of the following four criteria (which are almost identical to the national criteria) that consider if the resource:

- is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage;
- is associated with the lives of persons important in our past;
- embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual or possesses high artistic values; and/or
- has yielded, or may be likely to yield, information important in prehistory or history.

The CRHR also includes properties that: have been formally determined eligible for listing in, or are listed in, the NRHP; are registered State Historical Landmark number 770¹, and all consecutively numbered landmarks above number 770; are points of historical interest that have been reviewed and recommended to the State Historical Resources Commission for listing; or are city- or county-designated landmarks or districts (if criteria for designation are determined by OHP to be consistent with CRHR criteria). A resource identified as significant in an historical resource survey may be listed in the CRHR if the survey meets all of the following criteria:

- The survey has been or will be included in the State Historical Resources Inventory.
- The survey and the survey documentation were prepared in accordance with OHP procedures and requirements.
- The resource is evaluated and determined by the office to have a significance rating of category 1-5 on Department of Parks and Recreation (DPR) form 523.
- If the survey is five or more years old at the time of its nomination for inclusion in the CRHR, the survey is updated to identify historical resources which have become eligible or ineligible due to changed circumstances or further documentation and those which have been demolished or altered in a manner that substantially diminishes the significance of the resource.

While CRHR criteria are essentially identical to those of the NRHP, not all properties eligible for listing in the California Register are eligible for listing in the National Register. Besides the

¹ State Historical Landmarks below number 770 were designated as landmarks prior to implementation of the CRHR.



difference in nomenclature (NRHP criteria labeled A-D), the primary difference between the two registers is that the NRHP imposes a 50-year age requirement whereas the CRHR employs no age requirement. The other major difference between the two registers is the manner in which they weigh physical integrity.

In addition to meeting one of the four criteria, CRHR-eligible properties must also retain sufficient integrity to convey historic significance. CRHR regulations provide for the possibility that historical resources may not retain sufficient integrity to meet the criteria for listing in the NRHP but may still be eligible for listing in the CRHR. OHP has consistently interpreted this to mean that a property eligible for listing in the CRHR must retain substantial integrity.

California Environmental Quality Act (CEQA)

When a proposed project is expected to cause substantial adverse change to an historical resource, the environmental clearance for the project usually requires mitigation measures to reduce negative impacts. Substantial adverse change in the significance of an historical resource means the physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired. Material impairment occurs when a project:

According to the California Environmental Quality Act (CEQA) Statutes Section 21084.1, an historical resource is a resource listed in, or determined eligible for listing in, the CRHR. Historical resources included in a local register of historical resources are presumed to be historically or culturally significant for purposes of this section, unless the preponderance of the evidence demonstrates that the resource is not historically or culturally significant.

- demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for, inclusion in the California Register; or
- demolishes or materially alters in an adverse manner those physical characteristics that account for its inclusion in a local register, or its identification in an historical resources survey, unless the public agency reviewing the effects of the project establishes by a preponderance of evidence that the resource is not historically or culturally significant; or
- demolishes or materially alters those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for inclusion in the CRHR, as determined by a lead agency for the purposes of CEQA.

The City has adopted *Local CEQA Guidelines (Guidelines)*, amended April 11, 2006 to provide the City, and anyone intending to carry out a project, with the requirements of the environmental review process established according to state law, local ordinance, and City practices. The *Guidelines* contain a section pertaining specifically to historical resources. This section establishes the existing Historic Building Survey (1982 with updates from 1992 and 2005) as a recognized list of historical resources within the City pursuant to PRC 5020.1(k). The section authorizes use of the *Secretary of the Interior's Standards for Rehabilitation*, the *Guidelines for Rehabilitation*, and the *Old Town Design Standards* (adopted 1993 and updated



in 1997), for design review purposes. It provides thresholds for substantial adverse change and identifies local categorical exemptions and cumulative impacts analysis.

City of Orange Historic Preservation Program

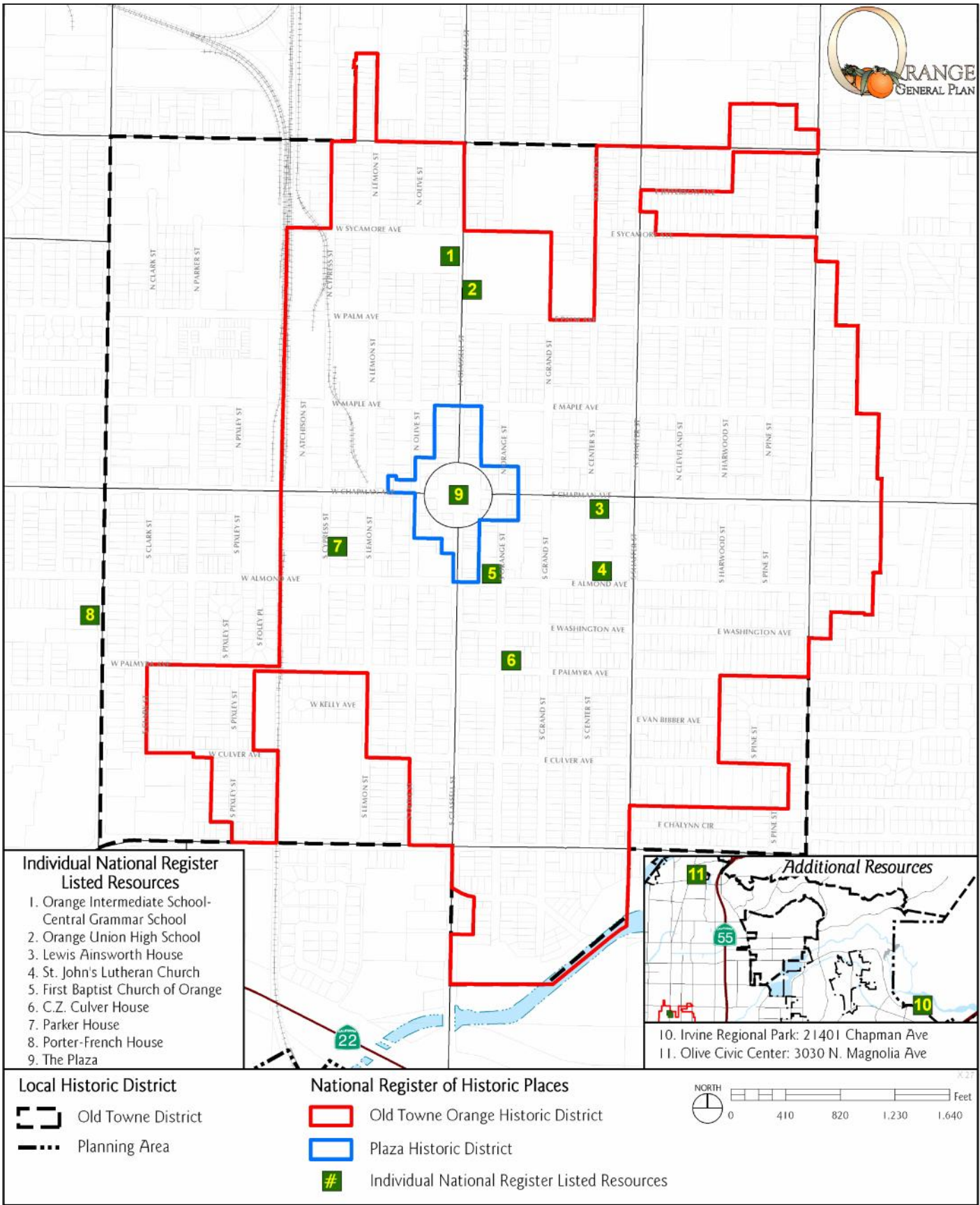
The City's historic preservation program has its roots in community interest and outreach during the late-1970s. Spurred by citizen interest in the historic downtown and surrounding residential neighborhoods, the City Council formed the official Old Towne Steering Committee in 1979 to assess and direct the special planning needs for the square mile of old Orange. Other groups with an interest in Orange history and historic preservation that formed during this period include the Orange Community Historical Society (organized in 1973), Preservation Orange (organized in 1982—no longer extant), and the Old Towne Preservation Association (OTPA) (organized in 1986).

Soon after its establishment, the Old Towne Steering Committee took action to recognize the unique characteristics of the downtown commercial core, and joined with the Orange Community Historical Society and City officials to nominate the four-block commercial area to the National Register of Historic Places. This area, now known as the Plaza Historic District, was officially listed on the NRHP in 1982 (see Figure CR-1). Also in 1982, the City initiated its first historic resources survey to evaluate all pre-1940 homes and buildings in the City of Orange with a primary emphasis on Old Towne. The survey provided guidance in the establishment of the first Historic Preservation Element of the City's General Plan, which was adopted in 1983. Soon after, the Old Towne Orange local historic district was established (see Figure CR-1). In 1993, *Old Towne Design Standards* (amended 1997) were adopted to provide design guidelines for proposed alterations and/or demolitions in Old Towne to be reviewed by Planning staff in the Community Development Department and the Design Review Committee (DRC).

In 1997, a more concentrated version of Old Towne was listed on the NRHP as the Old Towne Orange Historic District (see Figure CR-1). This National Register district was recognized for its significant cultural history related to the City's founding and early history and its concentration of early-period buildings.

An update of the historic resources survey was conducted in 1992. This survey served as the basis for the establishment of the local Old Towne Historic District. The survey update was received by City Council and its findings were added to those of the 1982 survey. The combined survey is known as the Historic Building Survey pursuant to the *City of Orange Local CEQA Guidelines*.

The City's Zoning Ordinance permits the establishment of historic districts through a zone change process (Orange Municipal Code 17.020 and 17.17 Historic Districts). The City's Community Development Department oversees application of the City's Historic Preservation Program including the Mills Act program (discussed in the Cultural Resources & Historic Preservation Plan section below), provision of educational materials, project application review, and permit processes.



**Figure CR-1
Designated Historic Resources**



Historic and Cultural Context

Patterns of Development and Architecture

In order to prepare for the future, it is often worthwhile to look to the past for inspiration. A review of Orange's dynamic history covers six important phases: colonization, early settlement, agriculture and industry, immigration and ethnic diversity, interwar development, and postwar development. The following paragraphs, which are taken from the Historic Context Statement prepared in conjunction with this General Plan, describe significant events within each of these eras, as well as a summary of physical features and characteristics that remain within the community today.

The full text of the Historic Context Statement for the City of Orange, including citations, photographs and maps, is provided in the Cultural Resources Technical Report, which accompanies the General Plan EIR.

Colonization (circa 1800-1870)

The first landowner in the Orange area was Juan Pablo Grijalva, a retired Spanish soldier. His land extended from the Santa Ana River and the foothills above Villa Park to the ocean at Newport Beach. Along with his son-in-law, Jose Antonio Yorba, he began a cattle ranch and built the first irrigation ditches to carry water from the Santa Ana River. After Grijalva's death, Yorba and his nephew, Juan Pablo Peralta, received title to the Rancho Santiago de Santa Ana land grant with a total of 78,941 acres.

After California became a state in 1848, one member of the extended family that owned the Rancho—Leonardo Cota—borrowed money from Abel Stearns, who was the largest landowner in Southern California. Cota put up his share of the Rancho as collateral. When Cota defaulted on the loan in 1866, Stearns filed a lawsuit in Los Angeles Superior Court to demand a partition of the land so that Stearns could claim Cota's section. As a result, the Rancho was subdivided into 1,000 units parceled out to the heirs and the claimants in the lawsuit.

Very little above-ground evidence remains from this early period of colonization of the Orange area, although any locations identified as related to the colonization period may yield archaeological evidence. A total of 33 adobes are thought to have been present on three ranchos within the City. Today, the northwest corner of the intersection of Lincoln Avenue and Orange-Olive Road in Olive is known as the site of the Rancho Santiago de Santa Ana headquarters. Past excavations in this area revealed the remains of two adobes, including wall remnants, tile floors and associated artifacts. The Grijalva Adobe site at the corner of Hewes Avenue and Santiago Canyon Road is marked by a plaque. This site included at least one adobe and some associated outbuildings. Francisco Rodriguez's property, generally bound by present day Main Street, Walnut Street, the Atchison Topeka Railroad and Collins Avenue, also contained adobes and is associated with this early period.

Early Settlement (circa 1870-1920)

The early roots of the Orange we recognize today had their origins in the partitioning of the original Rancho. Two of the most important historic areas within the City—Old Towne and El Modena—were established at this time.



Old Towne

When Rancho Santiago de Santa Ana was subdivided in the late 1860s, a Los Angeles lawyer, Alfred B. Chapman, represented several parties in the partition suit. As payment for his fees, Chapman acquired approximately 4,000 acres. In 1870, Chapman hired another lawyer, William T. Glassell, to survey and subdivide his land holdings into farm lots ranging in size from 10 to 40 acres.

With an eye to the future, the founders set aside eight lots in the center of the newly subdivided blocks of land, to be used as a public square. This public amenity is now known as Plaza Square, or simply the Plaza. In honor of the founders, the two main streets, which intersected at the public square, were named Chapman Avenue (running east-west) and Glassell Street (north-south).

Orange grew rapidly during the Great Boom of the 1880s. New settlers flocked to the region due to the cross-country expansion, inexpensive rail fares, and the balmy Southern California climate. Many of the new settlers entered Orange via the Santa Fe Railroad (later called the Atchison, Topeka, & Santa Fe) Depot four blocks west of the Plaza (currently the site of Orange Metrolink Station, Depot Park, and Veterans Memorial). Much of the real estate boom of the 1880s was driven by landowners subdividing their ranches in order to sell individual lots, which were often bought by speculators. By 1887, dozens of new subdivisions and four new townsites were laid out. Connecting these new communities were two horse-drawn streetcar systems: the Orange, McPherson and Modena; and the Santa Ana, Orange and Tustin lines.

By the late 1870s and early 1880s, the population of Orange was large enough to support the construction of civic buildings and gathering places such as churches, schools, and public parks. As the city continued to grow and lots were further subdivided, the new residents named the streets after the towns they came from in the East, such as Batavia and Palmyra.

The settlement first tried to incorporate in 1873 under the name Richland. The post office rejected this application because there was another settlement by that name in Sacramento County. The name was changed several years later and Orange was incorporated on April 6, 1888. At the time of incorporation, Orange was about three square miles, with 600 people who predominantly lived on small family ranches surrounding the town. Although most residents lived on working farms, some homes—generally for the town’s doctors, lawyers, and merchants—were built on the small lots surrounding the Plaza.

After the boom of the 1880s, major construction in Orange lay dormant for over ten years. With the new century came growth in the town’s citrus industry and an increase in economic prosperity. The Plaza soon became the commercial and social hub of Orange and the principal banks, newspapers, stores, and public institutions were built around its edges along Chapman Avenue and Glassell Street. Residential development, which increased to meet growing demand, occurred on the secondary streets beyond the Plaza and commercial center.

Many commercial, residential, civic, and religious buildings from Orange’s early settlement years remain today, in addition to the Plaza developed in the 1880s. Early brick commercial buildings in the Plaza area include the C.M. Woodruff store (1885), D.C. Pixley store (1886), and Wells Fargo (originally Bank of Orange) building (1886). Existing religious buildings



include the First Baptist Church (1893), St. John's Lutheran Church (1914), and Trinity Episcopal Church (1908). Later buildings in the Plaza Square area include Watson's Drug Store (1900), the former First National Bank (1928), and the W.O. Hart Post Office (1926). Early homes were built in the Victorian or Queen Anne style, characterized by a vertical emphasis with simple, jigsawed ornamentation, particularly around the porch, windows, and entry. During the years before World War I, residential styles evolved to include Classical Revival and Craftsman homes.

El Modena

Paralleling the early settlement of Old Towne was the establishment of another town located approximately three miles to the east. Known as El Modena, this small enclave evolved from a Quaker village into a citrus-farming Mexican-American barrio over the course of its nearly 120-year history.

San Francisco millionaire and philanthropist David Hewes became one of the primary developers in the area when he bought hundreds of acres around 1885. By 1886, there were 400 people living in El Modena. In 1888, a horse drawn streetcar connected El Modena to Orange. By 1889, the building boom was over and the population declined. The area re-established itself as a fruit growing area and became known for its mild climate and rich capacity for farming.

A number of relatively unaltered, small, wood-framed bungalows are scattered throughout El Modena, including an eight-building bungalow court on Hewes Street at Montgomery Place. Friends Church, the anchor of the original settlement of El Modena, still exists on Chapman Avenue at Earlham Street, although it has been converted into a restaurant. The footprint of Hewes Park remains at the intersection of La Veta Avenue and Esplanade Street, although the park has since been sold as private lots. Small expanses of unaltered open space still exist to the south and east of El Modena, although almost all of the former agricultural areas have been developed.

Agriculture and Industry (circa 1880-1950)

Water became the critical element for ongoing prosperity. In 1871, the A.B. Chapman canal began bringing water from the Santa Ana River to the townsite, with ranchers digging lateral ditches to their farms. By 1873, settlers began to develop wells, tapping into a water table only 18 feet below ground. A drought in 1877 motivated local ranchers to buy out the water company and form the Santa Ana Valley Irrigation Company (SAVI).

As a cooperative water venture, SAVI was vital to the agricultural development of the arid Southern California region. Beginning in the 1880s, the transcontinental railroad system granted growers in Orange County access to markets across the nation. The introduction of reliable irrigation and transportation systems was accompanied by a surge in agricultural production and productivity in Orange County. This was particularly true in Orange, where from 1880 to 1950, citrus and other agricultural industries were the predominant influences on the economic, political, and cultural development of the City.

By 1893, citrus had become so dominant that the Orange County Fruit Exchange (now known as Sunkist) was organized and incorporated. This organization constructed its headquarters building at the northeast corner of Glassell Street and Almond Avenue.



The citrus industry continued to grow until the Great Depression. Between 1933 and 1935, unemployment in Orange County grew to 15 percent. This led to labor issues that culminated in a farm workers strike in 1936.

Another blow to the citrus industry occurred in the 1950s with the spread of “Quick Decline” disease, which resulted in reduced crops and loss of trees. This, combined with the strong demand for housing after World War II and the need for developable real estate, began to diminish the once-powerful role of the citrus industry. By the late 1990s, the citrus packing industry had steadily moved out of Orange County.

Three historic packinghouse complexes survive within Old Towne. The oldest existing packinghouse is the former Red Fox Orchards packinghouse, built in 1909, a Pueblo Revival, wood frame building at 128 South Cypress Street. The Villa Park Orchard Association’s packinghouse complex, built in 1919, is located at 350 North Cypress Street. This former Santiago Orange Growers Association packing plant was built to take advantage of the Santa Fe Railway on the west side and the Pacific Electric on the east. The Villa Park Orchards Association’s offices are located one block north of the packinghouse at 544 North Cypress Street. This building was formerly the segregated Cypress Street School, built in 1931 to educate the Mexican and Mexican-American children of Cypress Street Barrio and El Modena. SAVI’s 1931 headquarters are located at 154 North Glassell Street. Another building of agricultural importance is the Orange County Fruit Exchange, or Sunkist Building, located at 195 South Glassell Street. From the late 1920s through the 1940s, the Orange Mutual Citrus Association operated a packinghouse at 426 West Almond Avenue adjacent to the Atchison, Topeka and Santa Fe tracks. In later years, the Orange Cooperative Citrus Association occupied the building.

Numerous other industrial buildings remain throughout Orange, concentrated around the railroad tracks running north-south parallel to Cypress Street. In 1927, the Western Cordage Company, a rope manufacturer established in 1923, moved into what had been the Richland Walnut Association Building at 501 West Palm Street. In 1928, the California Wire Company (renamed the Anaconda Wire Company in 1930) built a complex of industrial buildings adjacent to the rail line between Palm Avenue and Maple Avenue at 200-296 North Cypress Street. The Chapman University Film School currently occupies a portion of the original complex. The buildings feature industrial steel windows and skylights to light the interior work areas. In 1914, the Orange Contracting and Milling Company built their yard and mill at 225 North Lemon Street. The false front industrial building consists of a wood frame sheathed with corrugated sheet metal panels. Another false front industrial building within the district is the structure at 145 North Lemon Street, which features pressed metal panels on the wall of the street façade.

Residential construction associated with industry in Orange centered on bungalows, which became popular, affordable housing for workers. Imitating large, high-style Craftsman homes, these homes were decidedly smaller, usually one story, and were less expensive to construct. Storekeepers, bakers, contractors, packinghouse operators, teachers, carpenters, and laborers occupied many of the bungalows that remain throughout Old Towne.



Immigration and Ethnic Diversity (circa 1910-1980)

Two international events had significant effects on El Modena and Orange in the 1910s: the Mexican Revolution and World War I. Beginning around 1910, many Mexican families came to the U.S., seeking refuge from the chaos sparked by the Mexican Revolution. When the U.S. entered World War I in 1917, men across the country were drafted into the war effort. As a result, the fruit harvesting workforce dwindled, creating employment opportunities for these new immigrants. The increased demand for workers and the influx of Mexicans supported two vibrant communities: the Cypress Street Barrio and El Modena.

El Modena

By the 1920s, El Modena began to take on a distinctly Mexican character. Many Mexican-American El Modena families worked in packinghouses and orchards. The area was surrounded by fruit tree groves, isolating it from the rest of Orange.

Isolation and segregation from white residents of Orange were facets of life for the residents of El Modena and the Cypress Street Barrio. Many popular recreational activities were segregated, including movie theaters. Mexican-Americans were restricted from playing ball in public parks and their use of the community pool was limited to Mondays, because the pool was drained on Monday night. The impact was felt even at the schools, where Mexican-American student enrollment was restricted to “La Caballeriza” (“The Barn”), a two-room wooden schoolhouse behind the Lemon Street School.

The breakthrough came in 1947 when the U.S. Supreme Court ruled in favor of League of United Latin American Citizens in the case *Mendez v. Westminster*, ordering that “school districts not segregate on the basis of national origin.” In the wake of *Mendez* came the landmark *Brown v. Board of Education* decision in 1954. As integration slowly commenced, many disgruntled Anglo families moved away, settling in newly drawn school districts that were often “re”-segregated.

Some of the small bungalows from this period still exist in largely modified forms, typically with clapboard siding, gabled roofs, and small entry porches. The most significant commercial building from this period is “La Morenita,” a market that still exists on the corner of Washington Avenue and Earham Street. Around 1929, the Moreno family, one of the oldest families in El Modena, constructed the small, western false-front building.

Mendez v. Westminster sought a court injunction that would order integration of schools in the Westminster, Santa Ana, Garden Grove, and El Modena school districts. Basis for the suit was provided by conditions in El Modena where the segregated Lincoln and Roosevelt schools sat side-by-side on Chapman Avenue, making an easy comparison of separate and unequal educational opportunities for Mexican-American children. The original site of these two schools has since been redeveloped.

Cypress Street Barrio

Mexican citrus workers settled on Cypress Street beginning in 1893 when a packinghouse was built on the 300 block of North Cypress. Growers realized that having an easily accessible, stable, and permanently housed workforce assured a lessened chance of labor problems. Residents of the Cypress Street Barrio were a tight-knit group with many new



residents coming from the same villages in Mexico. Today, some residents can trace their family's neighborhood roots back four generations.

To support this population, Cypress Street Barrio's small businesses included grocery stores, bakeries, tortillerias, restaurants, bathhouses, automobile shops, barbershops, and pool halls. The Friendly Center, Inc., one of the oldest non-profit family resource centers in Southern California, offered "Americanization" courses, homemaking classes, health clinics, and childcare services to Cypress Street Barrio residents. In addition, the popular jamaicas, or church street fairs, were held in front of the Friendly Center during the late 1940s.

The Cypress Street Barrio still retains some of its original early 20th-century character in the form of small bungalows, commercial buildings, and packinghouses. The Mission Revival style Friendly Center, Inc. building was built at 424 North Cypress in 1922; the original structure has been remodeled for commercial and residential use. Among the long-standing businesses along North Cypress Street were the Cayatano "Pete" Cruz grocery store (440 North Cypress), Filiberto Paredes/Simon Luna/Emilia Luna's grocery store (418 North Cypress) and Pete's Pool Hall (405 North Cypress).

Very little physical evidence remains of Orange's segregation history. The most prominent example is the formerly segregated Cypress Street School at 544 North Cypress Street, which today houses Chapman University's Human Resources Development Research Program. The Colonial Theatre, located at 138 South Glassell Street, which was one of the few movie houses in Orange County where attendees of all races could sit side-by-side, still exists in a highly modified form.

Interwar Development (circa 1920-1941)

As the citrus economy continued to flourish into the 1920s, the demand for housing grew and residential styles evolved. The California-oriented Craftsman houses were followed by European-influenced Tudor, Provincial, Mediterranean, and Norman Revival styles. The Mediterranean Revival style was by far the most popular in Orange, and houses in this style that remain exist primarily on the outskirts of the Old Towne boundaries. Beginning in the 1930s, Ranch and Minimal Traditional style homes became dominant due to the economic constraints created by the Great Depression. Minimal Traditional homes tend to be boxy, with flat wall surfaces and little ornamentation or other detailing; they often feature simplified features of Tudor and Colonial Revival styles. Ranch homes became the most predominant type of housing built in the United States between the 1930s and the 1960s.

In addition to many existing homes in the Old Towne area, a number of Works Progress Administration (WPA) projects were built in Orange during this period. The State Emergency Relief Agency (SERA) and the WPA sponsored the construction of several structures, including the Bandshell and Bath House/Plunge in Hart Park (1933-1935), the downtown post office at Chapman Avenue and Lemon Street (1934-35), a new fire station at 153 South Olive Street, a \$45,000 stadium at Orange Union High School (1935), and new bridges on both the Santa Ana River and Santiago Creek. The Orange-Olive school buildings at 3030 N. Magnolia Street (also known as Olive Community Center) were also constructed by the WPA in the late 1920s. Of these structures, the fire station and bridges no longer remain.



Postwar Development (circa 1945-1975)

World War II brought prosperity to Southern California's economy and ended the ravages caused by the Great Depression, which had devastated fruit prices. After World War II, returning soldiers and a massive influx of new residents to the state changed the face of California forever. Orange was no exception; its remaining open and agricultural space attracted developers of bedroom communities.

By the 1950s, many ranchers readily sold their acreage; orange groves were succumbing to the "Quick Decline" disease and the demand for real estate for housing construction soared. Orange's explosive suburban residential growth began in 1953 and peaked in 1962, when thousands of acres of land were sold for development. Between 1950 and 1960, the local population swelled from 10,000 to 26,000 as former orchards were torn out and replaced with subdivisions of single-family homes. Most of the larger tracts (50-100 homes) were built by outside developers, though a few local developers worked on a smaller scale. One of the more notable developers working in Orange during this period was Joseph Eichler, who built three tracts to the north and east of Old Towne. These Eichler developments brought distinct elegance, originality, and modern design principles to suburban homes.

Eichler Homes

Between 1949 and 1974, Joseph Eichler built about 11,000 homes in California, including 575 in Southern California, of which 305 are in Orange. Frank Lloyd Wright's Usonian building principles, which included integration with the natural landscape, the use of indigenous materials, and an aesthetic to appeal to the "common man," gave Eichler ideas for his own suburban tract housing. Eichler hired a series of progressive firms, including Anshen & Allen, Jones & Emmons, and Claude Oakland Associates, to design innovative, modern, and affordable homes for California's growing middle class consumers. For over two decades, Eichler Homes would utilize streamlined production methods, specialized construction materials, an innovative marketing campaign, and one of the first non-discriminatory suburban housing policies in the country to change the shape of California's suburbs.

Chapman University

Chapman College was founded in 1861 as Hesperian College in Woodland, California by the Disciples of Christ. By 1920, Hesperian College merged with the new Los Angeles-based California Christian College. The major benefactor to California Christian College was Fullerton citrus rancher Charles Clarke Chapman, and in 1934 the college was renamed Chapman College.

After World War II, as returning veterans with G.I. Bill funding filled college classrooms across the nation, Chapman College required a larger campus to accommodate the increased student population. When the Orange Unified School District proposed building a new high school, Chapman College purchased the old Orange Union High School campus at Glassell Avenue and Palm Street. Chapman College moved to this site in 1954 and became the first four-year, accredited college in Orange County.

Over the years, Chapman has continued to expand its education programs, enrollment, and campus facilities. In 1977, a School of Business and Management (now known as the George L. Argyros School of Business and Economics) was established. The Law School was added in



1995. As a result of its academic development, Chapman College became Chapman University in 1991. Throughout the 1990s, enrollment grew by more than 40 percent and the University has constructed new facilities, including a building for the new College of Film and Media Studies and an athletic complex.

Physical Development

The surge in Orange's population in the 1950s and 1960s created a need for new government buildings to replace the early City Hall, Fire Station, and Carnegie Library. The Orange Public Library (then addressed as 101 North Center Street, but now as 407 East Chapman Avenue) was completed in 1961, replacing the original 1910 Carnegie Library. Welton Becket and Associates designed a new civic center completed in 1963 on the site of the 1921 City Hall. Several fire stations were constructed during the 1960s, including new headquarters on South Grand Street in 1969. A new main post office was constructed on Tustin Street in 1971.

New business districts were also created during the mid-1950s, diminishing downtown Orange's importance as the city's major commercial center. Major shopping centers opened on the corners of Tustin Street, Chapman Avenue, Collins Avenue, Glassell Street, North Batavia Street, East Katella Avenue, Meats Avenue, Main Street, and La Veta Avenue, attracting supermarkets, restaurants, hardware stores, banks and gas stations. Shopping centers built during the 1960s and 1970s include Town and Country Village Shopping Center, the Mall of Orange (now the Village at Orange), and The City Shopping Center (now the Block at Orange).

In the 1960s and 1970s, the ever-growing City of Orange annexed surrounding areas and towns, including portions of El Modena.

The majority of construction from the postwar period remains largely intact, including the three Eichler tracts, Chapman University, City Civic Center, and numerous other commercial, residential, and civic buildings.

1975–Present

During the postwar suburban construction boom, the most desirable land for subdivisions was the flat coastal plain where cities such as Garden Grove, Westminster, and Costa Mesa developed. By the late 1960s, construction slowed. Further development stalled with the energy crisis of 1973. By the 1980s, however, the foothills to the east of El Modena became prime real estate. Orange Park Acres, which lies between Chapman Avenue and Santiago Canyon Road, was first subdivided in 1928, but most of the area was annexed by the City of Orange during the 1990s. In 1989, the City of Orange and the Irvine Company adopted the East Orange General Plan, a proposal that encouraged a mix of residential, commercial, and recreational uses for the area east of Orange Park Acres towards Irvine Park and Peters Canyon. The Orange campus of Rancho Santiago Community College was constructed in 1985 and became Santiago Canyon College in 1997. Most construction from this period remains intact.

Once the flatlands were fully developed, the remaining undeveloped lands that were previously thought to be too expensive or complicated to develop, including the hillsides, became much more desirable. In 2005, the City approved a development proposal for the remaining undeveloped hillsides to the east of Orange and within its sphere of influence



(SOI). This new development, consisting of approximately 4,000 homes, is known as Santiago Hills II and East Orange. The development area is located adjacent to the Irvine Ranch Land Reserve, and has significantly expanded the boundaries of Orange towards the east.

Archaeological Resources

The context statement for archaeological resources in the City of Orange represents a synthesis of over 50 years of surveys, excavations, and analysis of material culture, written documents and records, and oral histories undertaken by archaeologists at federal, state, and local agencies and in the private sector. To date, over 50 surveys have been conducted within the City or its surrounding unincorporated areas. Most of these have been small in size (less than 10 acres), although a few have investigated hundreds or thousands of acres. These larger projects have been confined to relatively undeveloped areas, such as Burruel Point, Santiago Creek, or the unincorporated east Orange hills within the City's sphere of influence (SOI). These surveys have resulted in the recording of only 25 or so sites within the City, although others have been documented along the coast or in other portions of Orange County.

The full text of the Archeological Historic Context Statement for the City of Orange, including citations and maps indicating portions of the planning area with potential for prehistoric and historic archeological resources, is provided in the Cultural Resources Technical Report, which accompanies the General Plan EIR.

Prehistoric Setting

Orange County falls within the San Diego sub-region of the southern coast archaeological region of California. The history of the archaeology of this period in Southern California reads like a novel, with accounts of nationalism and competition between ambitious institutional collectors (e.g., museums, universities, public institutions). Intense and competitive, but unsystematic institutional collecting persisted in the region into the twentieth century.

An initial framework of regional prehistory was in place by the 1950s. This framework is not specific to Orange County; however, elements of it are derived from work at Newport and Laguna Beaches. The generally accepted framework recognizes four broad temporal periods or cultural horizons. These are the Paleo-coastal or Early Man Period dating to more than 10,000 years ago; the Millingstone Period, falling between 10,000 years ago and 3,000 years ago; the Intermediate Period from 3,000 years to 1,350 years ago; and, the Late Prehistoric Period from 1,350 to 650 years ago.

Paleo-coastal Tradition

Initial occupation is thought to have occurred more than 10,000 years ago in Southern California. The view is that early occupants were mobile foragers primarily dependent on hunting terrestrial game. Recent archaeological evidence from some coastal sites indicates the systematic and intensive use of marine resources, including shellfish, during this period.

One immensely important find was the partial remains of a woman on Santa Rosa Island (Channel Islands) in 1959. Now known as the Arlington Springs Woman, the find consisted of two femurs recovered at a depth of approximately 30 feet. The discovery was excavated in a block and transported to the Santa Barbara Museum of Natural History. In 1989, samples of



the bone were submitted for chemical and radiocarbon analysis. The resulting estimate of the age of the remains suggests the individual was buried approximately 13,000 years ago, making the Arlington Springs Woman one of the oldest finds of human remains in the Americas.

Millingstone Period

Sites dating from around 8,000 years before present (B.P.) are far more common than those from the Paleo-coastal Tradition period. They typically include groundstone assemblages, indicating a probable dependence on hard seeds. At coastal sites, there is continued evidence of a wide variety of marine resource exploitation, most commonly shellfish. Some archeologists believe that terrestrial game still provided the foundation of the diet. Others note that the abundance of Millingstone Horizon sites suggests a sedentary settlement system, rather than a mobile foraging pattern. Under the sedentary settlement system, central settlements would be supplied from special purpose camps and task sites. Sites of this time period typically yield large numbers of metates and manos, as well as unique artifacts of unknown use, called cogged stones or discoidals.

The Intermediate Period

At about 3,000 years B.P., important changes began to occur in settlement, technology, and subsistence intensification caused by a growing population. Changes included increased use of acorns, elaborate fishing technology, and a diverse arsenal of hunting tools. The apparent disuse of the Newport Coast area during this period is thought to have indicated the arrival of Shoshonean-speaking groups from the deserts to the east. Archaeologists believe these people were proto-Gabrielino and Luiseño who were not yet familiar with marine resources.

Late Prehistoric Period

By the Late Prehistoric Period, beginning approximately 1,350 years B.P., high population densities and complex political, social, technological, and religious systems existed throughout the Los Angeles Basin. Economic systems, based primarily around growing marine fisheries, became more diverse and intensive. The growing geographic complexity of trade networks is reflected in shell-bead currency and a variety of materials traded to or acquired from remote locations. Technological improvements are apparent in the appearance of the bow and arrow, the plank canoe in coastal sites, and evidence of a broad variety of marine resources, including mammals and fish taken in deep sea environments. Settlements became permanent towns supported by temporary camps set up at resource procurement sites. Archaeological evidence of this time period includes the presence of arrowheads, soapstone bowls, callus shell beads, steatite effigies, and cremations. This period ended abruptly when Spanish colonists began establishing missions along the California coast.

Ethnographic Setting

The planning area is situated within the ethnographic territory of the Gabrielino Indians of California. Gabrielino lands included most of present-day Los Angeles and Orange Counties, and several offshore islands. The Gabrielino spoke a Cupan language in the Takic family, which in turn is a member of the Uto-Aztecan linguistic stock. The Gabrielino people lived in



either permanent or semi-permanent villages. Known settlement locations seem to have favored two different locales; coastal estuaries and major inland watercourses. Villages are thought to have been the focus of family life, with each individual group linked to others by paternal kinship relations. Coastal Gabrielino exploited bay and kelp-bed fish, shellfish, and occasionally sea mammals. Inland groups collected and processed plants and hunted deer, bear, quail, and other terrestrial game.

Gabrielino culture was heavily affected by colonial Spanish missionary efforts long before systematic ethnographic studies could be conducted, indeed before there was such a discipline as ethnography. Disease and forced participation in the mission system disrupted most traditional cultural ways of life and resulted in a catastrophic reduction of the native population. Information about their material culture and lifeways is very limited and derived largely from historical sources, such as the diaries and records of early missionaries, soldiers, and explorers. While traveling through the area in 1769, Father Juan Crespi, a missionary, noted the presence of a large village, *Hotuuknga*, upstream from present day Olive on the north side of the Santa Ana River. Crespi wrote that 52 Indians came to greet them and accepted blankets, beads, and other goods. When he returned two years later, the group was hostile and the Spaniards quickly continued on their way. As late as the 1870s, a small "Indian camp" was visible on the north side of Santiago Creek just west of the Glassell Street crossing.

What little ethnographic information is available suggests that the Late Prehistoric Gabrielino settlement pattern may have been characterized by a complex of central villages occupied by family lineages and smaller special-purpose sites where specific resources were extracted or where food or other resources were collected for transportation back to central villages. Such a pattern is consistent with the "collector" economic model for complex hunter-gatherer societies such as the Gabrielino.

Historical Setting

As mentioned previously, major themes and eras in Orange's history include colonization, early settlement, agriculture and industry, immigration and ethnic diversity, interwar development, and postwar development. Considered in light of these themes and eras, places of particular archaeological interest include rancho sites, Old Towne, El Modena, McPherson, and Olive. Physical developments of particular interest include the railroad, packinghouses, private homes, and civic buildings. Social developments of particular interest include ethnic settlement, labor issues, and segregation.

Orange's early settlers, commercial enterprises, and public facilities had no modern-day waste disposal facilities. Typically, outdoor sanitation facilities (privies or outhouses) were placed within private property at the rear of the properties, close to alleys. Household trash items (discarded bottles and dishes, food remains, and broken objects) were often disposed of by spreading across the back or side yards and then covering with dirt (creating horizontal layers of discarded refuse) or by digging pits to hold garbage and then covering with dirt.

According to City sanitation records (these records do not extend to El Modena, Olive, etc.), sewer lines were installed in the streets and into parcels within Orange and the general area of the Cypress Street Barrio between 1911 and 1914 (after 1915, almost all new development in Orange included provision of sewer lines). While the City provided the pipes necessary for



individual hook ups into the system, it was up to the landowner to install flushing toilets and sinks, and some residents continued to use outhouses for many years after the main sewer line was installed. As outhouses were abandoned, they were often filled in with discarded household debris, creating sealed deposits. These 19th century refuse deposits often contain information on household demographics, cultural heritage traditions, economic status, and other research topics that is not available through written documentation. In Orange, deposits associated with early Hispanic communities, Chinese settlers, German immigrants, religious organizations, and other heritage or belief groups have the potential to provide glimpses of the daily lives of Orange's early settlers. In Cypress Street Barrio's and El Modena's early settlement period, deposits associated with Quakers can provide artifacts and other organic material useful in interpreting the influence of religious beliefs on material culture, the everyday practice of a religious philosophy, status, the role of women and children in the household, and other topics not always addressed in the written record.

Archaeological deposits associated with warehouses, ditches, and workers' camps are potentially present at any 19th and early 20th century packinghouse location within the City. As with residential areas, industrial work sites established outhouses, waste disposal areas, and residential areas for workers. Often, large organizations employed on-site blacksmiths to maintain freight wagons and shoe stock, and fix machinery and tools. Analysis of functional use areas can aid in reconstructions of 19th-century technology, industrial design and layout, and technological changes, innovations, or modifications made at individual company sites. Household debris discarded at workers' camps allows a comparison of the economic and social status of foremen, managers, owners, and laborers (as interpreted through the material culture). Such debris also allows insights into division of labor camps based on cultural heritage, comparisons of conditions at camps owned by different companies, and other research topics that can enrich the known history and interpretation of Orange's important agricultural and industrial development.

New developments and existing urban areas of the City continued to tie into the City's ever-expanding sewer system in the Interwar Development period, eliminating the potential for hollow-filled significant archaeological deposits associated with individual households. Rural areas, however, relied on outhouses or septic systems and were often responsible for disposal of their own household trash. Deposits associated with farmhouses, small scale orange growers, and agricultural enterprises have the potential to allow interpretation of individual farm and household response to the Depression, adaptations in diet and material culture in light of reduced economic status, changes in farm technology or equipment in light of the Depression, and other topics related to interpreting this era of Orange history.

The explosive growth of Orange and establishment of planned subdivisions in the Postwar Development period is unlikely to have resulted in significant archaeological deposits. By the end of World War II, new developments included installation of sewer, water, and electrical utilities. New homeowners and tenants were provided with garbage collection services, and the likelihood of encountering significant archaeological deposits associated with this period is considered low.



Orange's Public Library System

Orange's Public Library was founded prior to incorporation in 1885, making it one of the oldest public libraries in Orange County. Postmaster Robert E. Tener donated his collection of about 300 books and ran the library as a private organization, using dues from the members to build and maintain the collection. The library itself was housed in the Post Office Building on South Glassell Street. It remained as a private organization until 1894 when it was turned over to the newly-formed City.

In 1905, the collection needed a new building and was granted a Carnegie building to house the library on the corner of Center Street and Chapman Avenue, where the Main Library is still located today. In 1961, the original Carnegie building was demolished and a 17,000 square foot building was erected, increasing in size to provide service to an anticipated population of 40,000.

An expanded new Orange Public Library & History Center reopened on April 21, 2007. At 45,000 square feet, the new library building includes a Children's Library, Teen Zone, Homework Center and a History Center.

ISSUES, GOALS, AND POLICIES

The goals and policies of the Cultural Resources & Historic Preservation Element address five issues: (1) identifying and protecting historic resources, (2) protecting neighborhood character, (3) providing incentives and expanding education efforts for historic preservation, (4) recognizing and protecting archeological and cultural resources within the planning area, and (5) meeting life-long learning needs of residents through provision of library services. Implementation programs related to these goals and policies are contained in the General Plan appendix.

Architecture and Community Character

One of the most distinguishing features of Orange is the community's dedication to recognizing, acknowledging, and preserving its past. The NRHP-listed Old Towne Historic District has the largest number of resources of any historic district in California, and provides a strong sense of place in the City and a unique identity within Orange County as a whole. The City recognizes that the architectural strength of Old Towne results from the contextual environment of historic structures, and further recognizes that in some cases, individual structures are best appreciated in a neighborhood context. The City also realizes that some individual structures worthy of protection may not be located within an intact historic neighborhood (for example, historic farmhouses located throughout the City or *La Morenita* market in El Modena).

Historic preservation in Old Towne has been a significant factor in the revitalization and economic vitality of downtown Orange, resulting in increased property values and low vacancy rates. Old Towne preservation has created a potential model for other locations within the City. However, efforts to identify and protect resources beyond Old Towne have been limited. The City seeks to build upon the successes of Old Towne and the existing historic preservation program, to use new techniques and technologies to assist in historic



preservation, and to prepare for a future wherein an increasing number of resources will qualify as potentially historic.

GOAL 1.0: Identify and preserve potential and listed historic resources, including buildings, structures, objects, sites, districts, and archaeological resources citywide.

Policy 1.1: Maintain an accessible inventory of designated and potential historic resources.

Policy 1.2: Promote community education and awareness of the significance of Orange’s potential and listed historic resources.

Policy 1.3: Provide long term assurance that potential and listed historic resources will be used, maintained, and rehabilitated in conformance with *Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring and Preserving Historic Buildings (Secretary’s Standards)*.

Policy 1.4: Encourage alternatives to demolition such as architecturally-compatible rehabilitation, adaptive re-use, new construction, and relocation.

Policy 1.5: Require that no permit for alteration or demolition of properties identified in the Orange Historic Resources Inventory as potential historic resources shall be issued until alternatives to demolition have been duly considered.

Policy 1.6: Promote the preservation of cultural and historical resources controlled by governmental agencies, including those related to City, School District, and other agencies.

Preserving Historic Neighborhood Character

Historic preservation goes beyond protecting a select number of buildings. The overall goal of historic preservation is to link current residents to the City’s rich heritage, create a sense of place, and protect architectural context and diversity. Preservation efforts should enhance neighborhoods by rehabilitating individual structures and addressing neighborhood character in areas that are rich in history but that may not retain enough integrity to qualify as local, state, or national historic districts. While they may not have high integrity, these neighborhoods are culturally, historically, and architecturally significant and feature distinct physical and/or architectural characteristics.

GOAL 2.0 Identify and preserve neighborhoods that are culturally and historically significant but do not retain sufficient integrity for eligibility as a local, state, or national district.

Policy 2.1: Encourage identification and listing of Neighborhood Character Areas within the El Modena, Cypress Street Barrio, Railroad/Packinghouse Corridor, and Orange Park Acres neighborhoods.

Policy 2.2: Promote community and visitor awareness and education concerning the unique and special history and architecture found in Neighborhood Character Areas.



- Policy 2.3: Ensure that those qualities that contribute to the historic character of designated Neighborhood Character Areas are retained through application of design guidelines consistent with the local context and key physical attributes of each neighborhood.

Incentives and Education

Historic resources throughout the City provide opportunities for both rehabilitation and adaptive reuse as commercial, residential, or office spaces. Encouragement and incentives to achieve long-term preservation and context-sensitive reuse of historic buildings will be provided through financial, planning, and zoning tools that assist property owners seeking to rehabilitate and preserve their homes and buildings. Many of these resources also provide opportunities to promote community awareness and support for historic preservation through public education.

GOAL 3.0: Provide incentives and expand education efforts for historic preservation.

- Policy 3.1: Expand education efforts to facilitate and encourage historic preservation and recognition of the City’s historic resources.
- Policy 3.2: Provide incentives to encourage and support historic preservation.
- Policy 3.3: Actively seek funding for historic preservation activities.
- Policy 3.4: Leverage recognition of the City’s historic preservation program, participate directly in federal and state historic preservation programs, and gain access to designated historic preservation funding.
- Policy 3.5: Explore additional funding sources for maintenance and rehabilitation of historic resources.

Archaeological and Cultural Resources

Orange County is rich in human history, with a record of occupation by many cultures. The City recognizes the importance of preserving archaeological resources and making them accessible for educational purposes as a means of understanding our cultural heritage.

GOAL 4.0: Identify and preserve archaeological and cultural resources.

- Policy 4.1: Identify, designate, and protect historically and culturally significant archaeological resources or sites.
- Policy 4.2: Recognize the importance of Santiago Creek as an archaeological resource.
- Policy 4.3: Encourage curation of any cultural resources and artifacts recovered in the City for public education and appreciation.
- Policy 4.4: Celebrate the cultural history of the community by increasing community awareness through the design features of public projects and facilities such as parks, plazas, and community buildings.
- Policy 4.5: Encourage private development to celebrate the cultural history of the community through project design.



Policy 4.6: Provide additional resources and promotion for the Orange Public Library Local History Collection.

Library Services

The Orange Public Library has been providing library services to residents since 1885. The Library has always played a central role in the development of civic life in Orange, and continues to do so today and in the future through its presence as both a formal and informal community gathering place. This role will become increasingly important as the population of Orange continues to grow and diversify.

GOAL 5.0: Meet the educational, cultural, civic, information, recreation, business, and life-long learning needs of residents through the provision of library resources.

Policy 5.1: Continue to expand, coordinate and modernize the City’s public library system, ensuring that it becomes the premier information and learning resource for the City to meet the needs of Orange’s growing and diverse population.

Policy 5.2: Support the strategies and recommendations of the *Orange Public Library Facilities Master Plan 2002-2020*, and continue to explore new strategies that make the library accessible to all members of the community.

Policy 5.3: Work with the community to assess, select, organize, and maintain desired collections of library materials and information sources and make these materials available to the public free of charge to promote information literacy.

Policy 5.4: Promote collaborations among community groups, educational institutions and the Public Library to enhance sharing of information, resources and financial support for library facilities, services and programs.

Policy 5.5: Provide friendly and welcoming library facilities that support the creation of both formal and informal neighborhood commons.

CULTURAL RESOURCES & HISTORIC PRESERVATION PLAN

Orange has traditionally focused its historic preservation efforts primarily on Old Towne. Since 1982, when the City of Orange undertook its first historic resources survey, enacted its first historic preservation element, and established the Old Towne Historic District through a zoning overlay, historic preservation has been a significant factor in the revitalization and economic vitality of Orange’s historic downtown. The current process of establishing an historic district is through a zoning overlay as outlined in the Zoning Ordinance; the City does not have a Historic Preservation Ordinance. By combining historic district designation with design standards, design review, and preservation incentives, the historic character of Old Towne has been maintained and preserved. As part of this effort, the City has developed public programs that provide City residents with a variety of informational tools advertising different options for historic preservation. The City actively promotes the *Old Towne Design Standards*, educates the public regarding architectural styles found in Old Towne, and



provides public information on the Mills Act program, which provides incentives that may reduce property taxes on historic buildings in exchange for rehabilitation and maintenance of the owner's historic resource. City Hall makes all of this information available, in addition to preservation maps and brochures, and City staff includes experts who work on historic preservation projects throughout the City. A Design Review Committee reviews building projects throughout Old Towne.

Achievements of the Old Towne preservation program have been recognized by the community, and throughout the region. However, other potential historic districts and individual resources within the City do not receive the same attention. The City has a unique opportunity to examine and learn from the Old Towne experience, and to redefine the goals of its preservation program. This Cultural Resources & Historic Preservation Element includes issues, goals, and policies directed at facilitating a comprehensive preservation program. Figure CR-2 presents additional resources recommended for designation within the City. Subsequent portions of the Plan describe intended programs and objectives associated with these resources.

Architecture and Community Character

The City's original Preservation Element and current historic preservation program focus on preservation of neighborhoods, specifically Old Towne. This approach, which has been extremely successful, does not address the full extent or quality of architectural resources in Orange. The City of Orange, which has evolved and developed over the course of more than 100 years, contains significant concentrations of properties that reflect a variety of architectural styles, patterns of development, and important cultural history.

Old Towne Orange

Old Towne Orange, comprising the central Plaza, surrounding commercial buildings, and four adjacent residential quadrants, represents the period of development when the City evolved from pioneer settlement into thriving center of the Orange County citrus industry. Originally settled in the mid- to late-1800s, after the dissolution of Rancho Santiago de Santa Ana, Orange emerged as a robust industrial and commercial center between 1888 and 1940. Citrus and construction-related materials yards, packinghouses, and shipping and receiving businesses all flourished within the three short blocks between the Plaza and Santa Fe rail lines. Development over this 50-year period is represented by distinct styles of architecture, methods of construction, and details of craftsmanship, examples of which have been substantially retained over the ensuing years.

Many commercial, residential, civic, and religious buildings from Orange's early settlement years remain today, in addition to Plaza Square, developed in the 1880s. Early homes were built in the Victorian or Queen Anne style, characterized by a vertical emphasis with simple, jigsawed ornamentation, particularly around the porch, windows and entry. Prior to World War I, residential styles evolved to include Classical Revival, Craftsman and Bungalow, and Mediterranean Revival examples.

Eichler Homes

Between 1949 and 1974, Joseph Eichler built about 11,000 homes in California, including 575 in Southern California, of which 305 are in Orange. Once a successful butter-and-egg wholesaler



in New York, Eichler drew inspiration for his change in profession from his time renting Frank Lloyd Wright’s Bazett House. Wright’s Usonian building principles, which included integration with the natural landscape, the use of indigenous materials, and an aesthetic to appeal to the “common man,” inspired Eichler to incorporate similar principles into his suburban tract homes. For over two decades, Eichler Homes would employ streamlined production methods, specialized construction materials, an innovative marketing campaign, and one of the first non-discriminatory suburban housing policies in the country to change the shape of America’s suburbs.

The 305 Eichler homes in Orange provide a unique opportunity for the City to recognize some of its lesser known historic neighborhoods. The three Eichler tracts (see Figure CR-2) include Fairhaven, constructed in southeast Orange from 1960-1962; Fairmeadow, constructed in north Orange in 1963; and Fairhills, constructed in east Orange from 1963-1964. They typify the eclectic mix of Eichler’s California-modern aesthetic, and his affinity for high-quality, architect-designed “modernism for the masses.” The residences in all three tracts remain largely unaltered and are a source of great pride for residents. Orange’s Eichlers attest to the high quality of materials and craftsmanship used in Eichler homes, and serve as a reminder of early suburban integration in Southern California. Due to their architectural significance and integrity, these three tracts appear to be eligible for listing as historic districts in local, state, and national registers. The City has an opportunity to recognize a significant part of its post-WWII development history.

Individual Resources

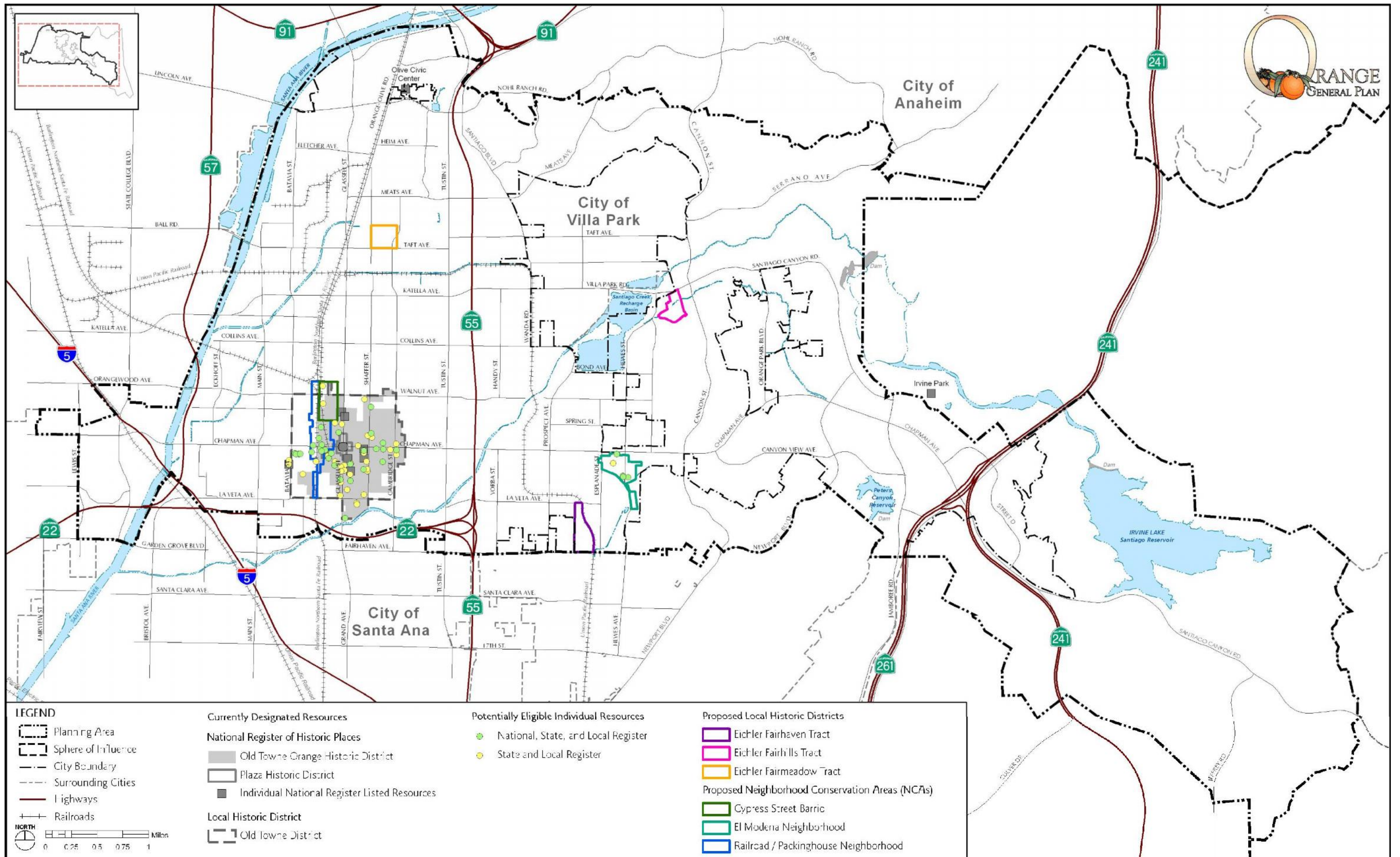
Certain resources are worthy of protection as individual resources. These properties may be significant because of their relative rarity, notable architecture, links to cultural history, or their association with significant people. Two examples are discussed below.

Farmhouses

In its early years, Orange flourished as a farming community. The Plaza and downtown were dwarfed by surrounding expanses of citrus groves. Many residents lived on farms that stretched in all directions. With modernization and growth, most of the area’s citrus groves and associated farms have been subdivided and redeveloped for residential or industrial uses. According to previous historic resource surveys, several late 19th century farmhouses still exist in areas that would have been the outskirts of the original City core and in dispersed locations throughout Orange. These farmhouses, and any original outbuildings that remain on each property, are among the only tangible resources that remain to denote Orange’s significant history as an agricultural community. While the City has surveyed many of the individual farmhouses, regulations tailored to preservation of these resources are needed to

California and Local Register Criteria

- 1) The resource is associated with events that have made a significant contribution to broad patterns of local or regional history or the cultural heritage of California or the United States.
- 2) The resource is associated with the lives of persons important to local, California or national history.
- 3) The resource embodies the distinctive characteristics of a type, period, region, or method of construction or represents the work of a master or possesses high artistic value.
- 4) The resource has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California or the nation.



Note: Information about individual resources is available in the City of Orange 2010 Historic Resources Inventory at the Community Development Department

Figure CR-2. Resources Recommended for Designation



ensure that these remnants of Orange’s early citrus history retain their integrity and receive appropriate community recognition

La Morenita

Around 1929, a small western false-front market was constructed by the Moreno family, one of the oldest families currently living in El Modena. The market, called *La Morenita*, still exists on the corner of Washington Avenue and Earlham Street. The building was constructed at a time when many Mexican-American El Modena families worked in packinghouses and orchards in the nearby neighborhoods of Villa Park, Placentia, and Orange. A market like *La Morenita* provided necessary household and personal items for the surrounding Mexican-American community. As an important symbol of El Modena’s Mexican-American heritage, *La Morenita* is also eligible for listing on a local register.

Preservation Tools

A variety of preservation tools are available to assist the City in identifying and preserving potential and listed historic resources.

Orange Inventory

The City will continue to maintain an accessible and periodically updated inventory of potential historic resources. All surveyed properties will be included in the City’s Inventory of Historic Resources (*Orange Inventory*), and the *Orange Inventory* will be a valuable planning tool to be used in evaluating possible impacts a proposed project might have on previously evaluated potential and identified historic resources. Properties to be included in the *Orange Inventory* include those that have been surveyed, but that may not have complete documentation as to their historical, cultural, or architectural significance.

The City will formally recognize the architectural and archaeological reconnaissance survey prepared in conjunction with the Cultural Resources & Historic Preservation Element, and will incorporate the findings into the existing *Inventory*. The *Orange Inventory* serves as a valuable resource for consideration of potential historically significant resources when undertaking environmental review for projects.

Historic Context Statement

Historic context statements have been prepared for the City, as well as for several individual neighborhoods within Orange, in tandem with this General Plan update². Historic context statements document themes significant to community history and culture, and can be used both to educate the community regarding the significance of places and times in Orange’s past and to identify, document, and evaluate the significance of historic resources.

The City will formally recognize the historic context statement prepared in conjunction with the Cultural Resources & Historic Preservation Element, and will use the statement as a tool to evaluate potential historical resources. The City will also update the statement on an ongoing basis through collaborative partnerships with local organizations and universities.

² These historic context statements are on file in the Community Development Department.



Orange Register of Historic Resources

The City will create a Local Register of Historic Resources (Historic Register) which will serve as a local register of historical resources under CEQA. The criteria for listing in the Historic Register will be the same as for listing in the CRHR, as such criteria may be updated from time to time by the State of California. To be listed in the Historic Register, a property or district must demonstrate eligibility under one or more of four basic significance criteria, be representative of at least one theme identified in the Historic Context Statement, and retain substantial integrity.

Upon establishing the Historic Register, all previously evaluated resources that have been designated or officially determined eligible for listing in the NRHP and/or CRHR will be automatically listed in the Historic Register. The Historic Register will include all contributors to NRHP- and/or CRHR-listed historic districts, as well as individual resources listed on the Historic Register and contributors to listed local historic districts. Notwithstanding the foregoing, “historical resource” for the purposes of CEQA means “historic district” in the case of a contributor to an historic district.

The City will expand upon existing procedures for designation of local resources to expressly include separate or individual resources, structures, objects, sites, as well as districts and archaeological resources. Resources identified as potentially eligible in the Orange Inventory may be listed in the Historic Register if they meet the criteria noted above. Specifically, the City intends to pursue Historic Register listing for the three Eichler Tracts as historic districts and the approximately 60 potential individually eligible resources identified in the reconnaissance survey accompanying the General Plan update and shown on Figure CR-2.

The City will also expand upon the existing procedure for designation of local historic districts. The procedure for designation of such districts should be interactive with property owners, should encourage participation in the listing process, and should include at least one mailing to property owners of record inviting them to public workshops to discuss proposed Historic Register listing.

Alterations to or new construction on sites with listed historic resources shall be subject to City staff and/or DRC review and approval as outlined in Section 17.10.090 (Demolition Review) of the Municipal Code, in the *Old Towne Design Standards* (updated 1999), in the City’s Local CEQA Guidelines (updated 2006), or in other adopted design standards.

Until such time as an Historic Register is established, the City will use the Orange Inventory only to the extent that potential historic resources surveyed, listed in, or eligible for listing in the CRHR have been identified. Once the Historic Register is established, the City will use the Historic Register to identify historic resources for purposes of CEQA, NHPA, and National Environmental Protection Act (NEPA) review of proposed projects. Historic resources listed in the Historic Register shall have a presumption of significance pursuant to CEQA Section 21084.1 and shall be treated as historic resources under CEQA.

Historic Resource Management

The City will expand DRC and Community Development Department staff authority to administer the Orange Inventory survey, Historic Register listings, design review procedures, and demolition permits. To increase awareness of historic resources and reduce potential



harm to such resources, the City will establish a system to ensure that review and approval by Community Development Department staff and/or the DRC must take place before the whole or partial demolition of certain types of buildings. Such buildings would include those surveyed as potential historic resources in the Orange Inventory, those listed in the Historic Register, or those previously unevaluated properties within a designated historic district or Neighborhood Character Area that are more than 45 years old. Current ordinances may require amendment to incorporate preservation goals.

Maintenance and Rehabilitation

The City will work with property owners to ensure that potential historic resources in the Orange Inventory and listed historic resources in the Historic Register are maintained in good repair and that property owners take steps to prevent severe deterioration or demolition caused by neglect. Incentives for maintenance and rehabilitation may include grants and low interest loans, property tax relief, and other benefits to owners of listed historic resources to encourage affirmative, active maintenance. The Mills Act program will be expanded to include listed historic resources in the Historic Register, Eichler tracts, and other potential historic resources when those properties are designated.

The City will also develop disincentives for not maintaining inventoried potential historic resources or listed historic resources, including penalties and fines for lack of maintenance upon serving of notice. Additional provisions may also be made for vacant and vandalized inventoried potential historic resources or listed historic resources. Such provisions may include barricading and protection.

The City supports contemporary uses that require minimal change to defining physical characteristics of potential or listed historic resources, especially adaptive reuse projects that meet contemporary needs, including housing or commercial uses.

To achieve these objectives, the City will prepare, implement, and update design guidelines and/or standards for districts containing potential or listed historic resources. The City will identify smaller character areas where concentrations of potential or listed historic resources reflect unique senses of time and place. In some instances this character may be manifested in utilitarian or decorative features, such as agricultural irrigation implements, decorative curbing, and stone neighborhood monuments. The City will develop guidelines for preservation of that character in buildings, structures, landscape, and other site features. The City will also continue to maintain publicly-owned potential and listed historic resources.

Alternatives to Demolition

The City will work with local preservation organizations and property owners wishing to demolish potential or listed historic resources to identify potential alternatives to demolition, and will explore alternatives, including building relocation and sale or transfer of ownership, prior to demolition of privately- or publicly-owned historic resources. Furthermore, the City will consider updates to current demolition ordinances to protect potential or listed historic resources.



Preserving Historic Neighborhood Character

The City contains, in addition to Old Towne, a number of groupings of homes, businesses, and public buildings in dispersed locations that have a unique neighborhood character important to Orange history. Many of these areas contain buildings individually eligible for listing on a local, state, or national register and surroundings that retain physical characteristics that reflect the valuable historic context of the neighborhood. This physical character may be expressed as generally as streetscapes, historic street grid patterns, setbacks, or use categories; or as specifically as the predominance of a building type, prevalence of certain building materials or architectural styles, or characteristic building heights and/or sizes. Without regulation, this physical context will dissolve and eventually disappear into surrounding, incompatible modern development.

Neighborhood Character Areas

As uses and occupants change, one potential means of preserving the physical characteristics that survive in the City's older neighborhoods is through designation of one or more areas as Neighborhood Character Areas (NCAs). Applied as an overlay zone, an NCA can ensure that development and alterations within the designated area are consistent with, and reinforce, the historic context of the neighborhood. With a number of properties serving as anchors and the use of appropriate design guidelines, an NCA could encourage preservation of the historic physical qualities and context of these neighborhoods, while still allowing both changes in use and new development.

To qualify as an NCA, an area must be culturally or historically significant under at least one of the themes identified in the City's Historic Context Statement; must contain several individual buildings, structures, objects, or sites that are individual potential or listed historic resources; and must retain physical characteristics that contribute to a unique neighborhood character. The Orange Inventory, surveys, and Historic Context Statement all identify potential or listed historic resources that may serve as anchors for NCAs. Individual properties identified as anchors to an NCA are also to be listed on the Historic Register.

A Neighborhood Character Area (NCA) is a form of Conservation District. According to the National Park Service, conservation districts are "usually designated as an overlay on a basic land-use category or geographically over a neighborhood. It provides less stringent design restrictions than a historic district. The focus is on maintaining the basic character of the area, but not the specific historic details of buildings. For example, a conservation district may simply ask that all buildings maintain a front yard, with garages being set behind the main building, to maintain the established pattern of front yards."

Establishment of an NCA overlay zone requires the following:

- Identification of criteria and theme(s) for which the proposed NCA is significant.
- Identification of those physical architectural and/or design characteristics (e.g., building scale, story height, materials, relationship to street, width of streets, depth of setbacks) that are unique to the NCA being designated or that help convey its significant historic context and that should be preserved.



- Proposed design guidelines for each NCA that seek to preserve the unique physical architectural and/or design characteristics of the neighborhood.

Initially, the City intends to designate El Modena, Cypress Street Barrio, the Railroad/Packinghouse Corridor, and Orange Park Acres as NCAs, as shown on Figure CR-2. In the future, other neighborhoods that meet the criteria listed above may qualify for such status, and the City will actively promote such future designations.

NCAs are considered important only as a sum of their parts. Unlike properties in designated historic districts, properties located within an identified and listed NCA are not to be considered potential or listed historic resources when undertaking environmental review for projects. Within an NCA, only those properties identified as potential or listed individual historic resources on the Orange Inventory or Historic Register have a presumption of significance pursuant to CEQA Section 21084.1. Such properties should be treated as historical resources under CEQA only if they are listed in or eligible for listing in the CRHR for CEQA or the NRHP for NHPA and NEPA.

The City will promote community awareness and education concerning the unique and special history and architecture found in NCAs by developing educational brochures and interpretive displays describing the NCA program.

The City will also ensure that qualities contributing to the historic character of designated NCAs are retained through application of design guidelines consistent with the local context and key physical characteristics of each neighborhood. To ensure that the historic and cultural integrity of NCAs are maintained, the City will also provide educational materials and technical assistance for property owners.

Incentives and Education

Given Orange's numerous historic resources and active local preservation organizations such as OTPA, the Orange Public Library & History Center, the Orange Community Historical Society, and the Orange Barrio Historic Society, a wealth of interest and material is available to promote educational opportunities related to the City's architectural and cultural history. A citywide historic interpretation program comprising written histories, photographs, artifacts, and signage would promote community awareness and education in historic preservation.

Certified Local Government Program

Another significant opportunity to advance local preservation efforts is the Certified Local Government (CLG) program. A CLG is a local government certified under federal law by the California Office of Historic Preservation for the purpose of more direct participation in federal and state historic preservation programs. Orange has a definite opportunity to become a CLG given the City's well-established regulation of Old Towne. Local governments become certified by demonstrating their ability to enforce preservation laws and provide for adequate public participation. In addition, a CLG must have a qualified historic preservation review commission, and must maintain a comprehensive historic inventory. For Orange, certification as a CLG would be relatively simple because the City has already instituted many of the required elements, including design review, a design commission, a historic resources inventory, and an established method of public participation. Primary benefits of CLG status



include recognition of a local government preservation program, direct participation in federal and state preservation programs, and access to designated preservation funding.

Development and Preservation Incentives

Although the City already provides for use of the Mills Act program and application of the State Historical Building Code, additional incentives are available and should be considered. Adopting additional incentives could encourage responsible historic preservation and lessen the associated restrictions or burdens that may be felt by property owners.

The City will continue to allow use of the State Historical Building Code for qualified historic buildings and properties, and will continue to administer the Mills Act Program, which can provide a property tax reduction for owners of historic resources.

Future incentives may include potential fee reductions or waivers for building permits and business licenses, streamlined development permit review and issuance for projects involving listed historic resources and contributors to listed historic districts, and/or development transfers and bonuses. The City could also consider developing a voluntary conservation easement program in coordination with local preservation organizations that would provide a potential tax benefit to property owners and preserve listed historic resources and contributors to listed historic districts.

Public Education

To expand education efforts, the City will continue to develop and promote existing educational programs and materials relating to historic preservation and the City's historic resources. Educational programs and materials will address:

- significance of the City's cultural and historical resources;
- methods of conducting historic research;
- criteria for historic designation;
- historic resource design review processes;
- building permit requirements; and
- methods and incentives for rehabilitating and preserving historic and cultural resources.

The City will utilize resources available through the Orange Public Library & History Center and establish partnerships with local preservation organizations to develop and present educational programs and materials relating to historic preservation, historic resources, and City history. Promoting an understanding and appreciation of the importance of historic preservation within City departments, boards, commissions, and elected officials also remains an important objective.

Funding Historic Preservation

Although many sources are available, funding historic preservation efforts remains a challenge. The City will take steps to improve access to historic preservation funding, including allocating or prioritizing a portion or percentage of the City's Community Development Block Grant (CDBG) funding to projects involving listed historic resources. Proposed work on listed historic resources using CDBG resources must be consistent with applicable design standards. The City will also explore facilitating zero- or low-interest loans



for maintenance and rehabilitation work, consistent with design standards, for listed historic resources and contributors to listed historic districts.

Archaeological Resources

Potential and identified archaeological resources (or sites) in the City consist of a range of sites from both the prehistoric period and the historic period. Archaeological sites in Orange have significant interest to the California Native American community, and to the public. Such sites have the potential to provide data to support ongoing research and education.

Prehistoric archaeological sites provide traces of direct ancestry for California Native Americans. Prehistoric archaeological remains may include cemeteries containing the physical remains. Considerate and humane attitudes, as well as state and federal laws, demand that such remains be treated with courtesy and respect and appropriately protected.

Archaeological prehistoric and historic remains are also of great interest to the general public, and the manner in which they are treated can enhance or detract from Orange’s image nationally and internationally. Archaeological and prehistoric data can enhance and expand student learning opportunities, and can be used to train students in scientific and critical thinking. Historic archaeological sites may include residential, industrial, and occupational specific deposits and features associated with Orange’s history and growth. They reflect the ethnic diversity of the City, and show how different national and cultural groups have contributed to our history and development. Historic archaeological remains also have an important educational advantage in that they are often far more accessible, recognizable, and understandable than prehistoric materials. Archaeological evidence of this period may include household trash (discarded bottles and dishes, food remains, and broken items), industrial waste, architectural remains, evidence of industrial processes, and evidence of agricultural practices.

Assessing Archaeological Resources in Project Design and Approval

Demonstrating a strong commitment to the preservation of archaeological resources, the City will pursue all available measures to avoid development on sensitive archaeological sites. Such measures may include project redesign and obtaining archaeological easements. The City will formally recognize the archaeological resources survey and resource sensitivity maps prepared in conjunction with the General Plan update and will use these documents to evaluate potential historical resources when reviewing proposed projects involving ground disturbing activities.

The City will also establish procedures for listing archaeological resources, such as

CEQA Section 21083.2(g), defines a “Unique Archaeological Resource” as:

“An archaeological artifact, object, or site about which it can clearly be demonstrated that, without merely adding to the current body of knowledge, there is a high probability that it meets any of the following:

- 1) Contains information needed to answer important scientific research questions and that there is a demonstrable public interest in that information.
- 2) Has a special and particular quality such as being the oldest of its type or the best available example of its type.
- 3) Is directly associated with a scientifically recognized important prehistoric or



prehistoric settlements and adobe sites, in the Historic Register. The City will employ appropriate criteria for evaluating the potential significance of historical resources and will encourage voluntary listing of eligible resources. The historical significance of an archaeological historic resource is evaluated using the criteria of Public Resource Code Section 5024.1 and CEQA Guidelines Sections 15064.5 et seq. The City will also establish procedures for evaluating potential “unique archaeological resources” pursuant to CEQA Sections 21083.2 et seq.

The City will require cultural resource inventories of all new development projects in areas identified on resource sensitivity maps with medium or high potential for archaeological or cultural resources (prehistoric occupation, special task and ritual sites, or historic settlement areas such as adobe sites, etc.). Reports shall be prepared in a standard format (Archaeological Resources Management Report format) by a Registered Professional Archaeologist knowledgeable in Native American cultures and/or historical archaeology (qualified archaeologist). Where a preliminary site survey finds the potential for substantial archaeological remains, the City shall require a mitigation plan to protect the resource(s) before issuance of permits. In addition, the City will require Community Development Department staff review of cultural resource inventories and surveys and will expand staff authority to recommend designation and/or identify potential or listed archaeological historical resources for CEQA purposes. Community Development Department staff will also review site survey reports and mitigation plans for compliance with CEQA.

Consultation with Native American Groups

The City seeks to encourage participation of interested Native American groups in establishing guidelines for resource assessments and mitigation. These guidelines will include consultation and participation of the Native American community during archaeological excavation and construction on potential or identified prehistoric or Native American sites. If construction of a proposed project will unavoidably affect Native American traditional properties, cemeteries, or sacred sites, the City will request a list of contacts from the California Native American Heritage Commission and consult with interested Native American parties to establish a mutually agreeable resolution. Such a resolution may include such steps as recovery and museum curation of archaeological resources, or relocation and re-interment of human remains and of associated grave goods.

Preserving Sacred Sites

The City intends to ensure the protection of archaeological sites that may be culturally significant to Native Americans if the sites have religious or intrinsic value, even if the sites have compromised scientific or archaeological integrity due to disturbance. If a significant or unique archaeological resource cannot be left intact, then its character, nature, and unique features should be documented and preserved for the future.

Native American traditional cultural properties including historical, cultural, and sacred sites and cemeteries on public land are explicitly protected by California Public Resources Code Section 5097.9. Similar protection is provided to such sites on both public and private land by California Public Resources Code Section 5097.993-5097.994, with criminal and civil penalties for acts of theft, deliberate destruction, or vandalism.



Preservation Incentives

Project applicants that avoid and preserve listed archaeological and cultural resources through site planning of open space, development of parks, and other similar conservation techniques may receive incentives related to density, parking requirements, grants and low interest loans, tax relief, and other benefits. The City will encourage voluntary contribution of conservation easements for listed archaeological resources, which may provide tax relief to the property owner.

Celebrating our Cultural History

The City will work toward recognizing the importance of Santiago Creek as an archeological resource, and incorporating appropriate elements of the Creek's cultural history in design of public spaces and recreational features surrounding the Creek. Beyond Santiago Creek, the City will strive to incorporate historical and cultural motifs significant in Orange history into the design of public projects and facilities such as parks, plazas, and community buildings. Materials recovered from archaeological excavations may be employed in interpretive displays in public buildings and may be used to enrich museum or archive holdings and exhibits.

In addition, the City will encourage curation of cultural resources and artifacts for public education, appreciation, and interpretive programs. The City will assist in the preparation of short videos, pamphlets, books, and other media presentations documenting archeological excavations within the City. These resources can provide valuable additions to the Orange Public Library's Local History Collection.

Library Services

The Orange Public Library functions as an independent City department. The library system consists of three facilities: the Orange Public Library & History Center (Main Library), the Taft Branch Library, and the El Modena Branch Library. The City's role and preferred future strategies for providing library services are outlined in the City's *Public Library Facilities Master Plan*, which was adopted in October 2002 and extends to 2020. The objective for the Master Plan was to "address future facility needs of the Orange Public Library necessary to support the delivery of materials and services that the community needs, now and in the future." The Plan focuses on:

- identifying the libraries' existing strengths as well as opportunities;
- ensuring that all residents of Orange have reasonably convenient access to high quality library services; and
- exploring how existing and proposed facilities can expand their role as neighborhood civic places.

The General Plan defers to the Library Master Plan to establish service standards, prioritize future system improvements, and secure financing for needed improvements. Goals and policies of this Element focus on broad strategies to guide future library services. The Library Master Plan will be updated in future years to be consistent with the policies and growth projections established in this General Plan.



The Main Library was greatly expanded in 2007, but the two branches are currently too small to adequately serve the City's growing population. The City will work to achieve the California State Library recommended standard of four volumes and 0.7 square feet of library space per capita. The City also plans to upgrade the two library branches to help improve services, library materials and programs. In order to improve community access to library services, and to better support library services and programs, the City will explore building a new library branch in east Orange and/or expanding the El Modena Branch.

The City's library services will maintain the vision of service as a resource for education, enrichment, imagination, safety, and community-building. Through various programs and the use of library facilities, library services will also continue to be a resource in collaborative partnering with community organizations and businesses.

CULTURAL RESOURCE & HISTORIC PRESERVATION IMPLEMENTATION

The goals, policies, and plans identified in this Element are implemented through a variety of City plans, ordinances, development requirements, and capital improvements, and through ongoing collaboration and consultation with State and regional agencies, Native American groups, and neighboring jurisdictions. Specific implementation measures for this Element are contained in the General Plan Appendix.