Field Survey Results Master Report

Department of City Planning
Office of Historic Resources
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I. PURPOSE

This Field Survey Results Master Report is intended to be used as a cover document for each of the 35 SurveyLA Historic Resources Survey Reports completed by Community Plan Area. The report explains the tools and methodology used to conduct the field surveys, provides a background to the Citywide Historic Context Statement, and outlines the resource evaluation and documentation process.

II. INTRODUCTION TO SURVEYLA

In 2005, the City of Los Angeles entered into a multi-year grant agreement with the J. Paul Getty Trust to complete a citywide historic resources survey, a process of systematically identifying and recording information on properties and neighborhoods that reflect Los Angeles’ architectural, social, and cultural history. The project, called SurveyLA, is managed by the staff of the Office of Historic Resources (OHR) within the Department of City Planning (DCP).

SurveyLA is first and foremost a planning tool. The information gathered during the surveys provides baseline information to inform planning decisions and support City policy goals and processes. Survey findings also provide vast opportunities for public engagement and education in areas relating to curriculum development, heritage tourism, economic development, and marketing historic neighborhoods and properties.

The surveys identify and evaluate properties according to standardized criteria for listing in the National Register of Historic Places, California Register of Historical Resources, and for local designation as Historic-Cultural Monuments and Historic Preservation Overlay Zones. SurveyLA findings are subject to change over time as properties age, additional information is uncovered, and more detailed analyses are completed. Resources identified through SurveyLA are not designated resources. Designation by the City of Los Angeles and nominations to the California or National Registers are separate processes which include property owner notification and public hearings.

SurveyLA gathers various types of information on potential historic resources throughout Los Angeles including construction and ownership history, architectural styles, reasons for significance, relevant evaluation criteria, and photographs. Soon this information will be organized in a searchable database and made readily accessible to the public via the DCP’s SurveyLA and Zoning Information and Map Access System (ZIMAS) websites. Once the database is launched it will be possible, for example, to search for all buildings designed by a particular architect or all properties associated with an ethnic group in a specific geographic area of Los Angeles.

Before the field surveys began, the OHR worked with the DCP’s Systems and GIS Division, consultant teams, and staff of the California Office of Historic Preservation to develop and test survey tools and methods. SurveyLA methodology meets all accepted federal and state survey guidelines and standards and provides streamlined, cutting-edge approaches to identifying and evaluating historic resources.
III. SURVEYLA FIELD SURVEY PHASING PLAN

The OHR developed a multi-year plan for the completion of the field surveys, which was approved by SurveyLA’s Advisory Committee and the City’s Cultural Heritage Commission in 2009. As indicated in the three-phased plan, the field surveys are organized and completed by Community Plan Area (CPA). The 35 Community Plans serve as the Land Use Element of the City’s General Plan and guide and focus new development and investment in all Los Angeles communities. Coordinating SurveyLA with the community plan program helps promote the OHR’s key goal to integrate historic preservation more fully into the City’s planning processes.

SURVEYLA PHASING PLAN by Community Plan Area

Phase 1
- Palms-Mar Vista-Del Rey
- Harbor Gateway
- Wilmington-Harbor City
- South Los Angeles
- Southeast Los Angeles
- Central City North
- West Los Angeles
- Sunland-Tujunga-Shadow Hills-Lakeview Terrace-East La Tuna Canyon
- West Adams-Baldwin Hills-Leimert Park
- San Pedro
- Hollywood

Phase 2
- Sherman Oaks-Studio City-Toluca Lake-Cahuenga Pass
- North Hollywood-Valley Village
- Mission Hills-Panorama City-North Hills
- Arleta-Pacoima
- Canoga Park-West Hills-Winnetka-Woodland Hills
- Encino-Tarzana
- Brentwood-Pacific Palisades
- Bel Air-Beverly Crest
- Westchester-Playa del Rey
- Silver Lake-Echo Park-Elysian Valley
- Westlake

Phase 3
- Boyle Heights
- Venice
- Sun Valley-La Tuna Canyon
- Van Nuys-North Sherman Oaks
- Chatsworth-Porter Ranch
- Northridge
- Northeast Los Angeles
- Westwood
- Reseda-West Van Nuys
• Granada Hills-Knollwood
• Sylmar
• Wilshire
• Central City
• Industrial areas not covered in Phases 1 and 2

IV. SURVEYLA TOOLS

SurveyLA tools include a citywide Historic Context Statement and customized mobile Field Guide Survey System, or FiGSS. These tools, and the methodology developed for their use, are described briefly below.

A. SurveyLA Historic Context Statement (HCS)

A historic context statement is a narrative, technical document that provides a framework for completing historic resources surveys. The SurveyLA HCS uses the Multiple Property Documentation approach developed by the National Park Service. This approach organizes the themes, trends, and patterns of history shared by properties into historic contexts; identifies and describes historic resources or property types that represent the contexts; and provides specific standards to guide the evaluation of significance.

The SurveyLA HCS consists of nine broad contexts which cover the period from about 1850 to 1980 and are specific to the City of Los Angeles:

• Spanish Colonial and Mexican Era Settlement
• Pre-Consolidation Communities of Los Angeles
• Residential Development & Suburbanization
• Commercial Development
• Industrial Development
• Public and Private Institutional Development
• Architecture and Engineering
• The Entertainment Industry
• Cultural Landscapes

Each of the nine contexts is comprised of over 200 themes and sub-themes which not only address important movements in Los Angeles architecture or distinct property types, but also focus on important topics in ethnic, social, and cultural history. For example, Institutional Development includes government buildings as well as resources relating to social, cultural, political, and religious history and movements. The Entertainment Industry includes resources associated with the motion picture, recording, television and radio industries in addition to those associated with entertainment culture such as night clubs and restaurants. Within Residential Development and Suburbanization, the theme relating to Multi-Family Residential Development deals with resources ranging from elegant high-rise apartments of the 1920s and 30s to the apartment types of the post-World War II era. Los Angeles’ diverse ethnic and cultural history is reflected throughout the HCS and addresses topics such as the Civil Rights Movement, Deed Restriction and Segregation, and LGBT history.
The HCS not only identifies contexts and themes within which a property may be significant, but also includes “Eligibility Standards,” which are specific physical and associative characteristics a property must have to convey its significance. For example, a resource that is an excellent example of a Craftsman house must embody the physical characteristics of the Craftsman style. A residence associated with an important writer in Los Angeles must be directly associated with the person’s productive career and retain the physical characteristics present during that time.

Developing a comprehensive HCS for a city as large, diverse, and complex as Los Angeles is an extreme challenge. Before starting the field surveys, the OHR worked with consultant teams to develop the format and structure for the HCS. Using this framework, a team of over 40 historic preservation professionals, volunteers, and student interns have completed numerous themes. But while context statements help guide survey work, they are also informed by the results of field work. The HCS, therefore, remains a “work in progress” as the field surveys continue over the next few years.
B. Field Guide Survey System (FiGSS)

The HCS framework has been used as the basis for developing the FiGSS, a custom mobile application designed for use in the field with tablet PCs. The FiGSS uses Geographic Information System (GIS) mapping software and is preloaded with maps and aerial photographs of survey areas, context statement eligibility standards, and information relating to designated, previously surveyed, and potentially significant historic resources. These appear on the aerial photographs as color-coded GIS layers.

The FiGSS is unique in that it “translates” the components of the HCS into data fields so that surveyors can readily place a property within the appropriate context and theme by selecting from drop-down lists. For example, when surveying a neighborhood school, a field surveyor may select the context “Public and Private Institutional Development” and then the sub-context “Education” and the theme “Education and Ethnic/Cultural Associations.” A set of eligibility standards associated with this context/theme selection is then presented as a list of check boxes from which the surveyors will select as appropriate to determine if the property retains the physical and associative qualities needed to be an important example of its type. Properties may be significant under more than one context and theme and will be evaluated under each that applies. For example, a commercial building may be significant for its architectural qualities as well as for the long-time occupant that may have been an important business in the commercial history of a community. The FiGSS also allows surveyors to “flag” properties that require additional research or follow up.

The overall concept behind the FiGSS is to provide surveyors with the information they need in the field to identify and evaluate resources according to defined contexts and themes, and in an efficient and consistent manner. The FiGSS is garnering attention from local, state, and federal agencies and organizations for its potential to change the way historic resources surveys are completed.
V. SURVEYLA METHODOLOGY

A. Survey Teams

The DCP is contracting with pre-qualified consultant firms specializing in historic preservation to complete SurveyLA. The consultants were selected based on a competitive Request for Qualifications process.

- Consultants are deployed in the field in teams of two and multiple teams may be working in survey areas at any one time.

- At least one surveyor from each team of two must meet or exceed professional qualification standards in the field of historic preservation. Consultants meeting these professional standards are responsible for making historic resource evaluations.

- Consultants typically enlist student interns with education and training in the field of historic preservation to assist them with the field survey work.

- All consultants and interns receive classroom and field training from the OHR in the use of the FiGSS and SurveyLA methodology.

B. Field Survey Methods

- Field surveyors cover the entire area within the boundaries of a CPA. However, only resources that have been identified as significant within the contexts developed for SurveyLA are fully recoded.
Surveys focus on identifying resources dating from 1850 to 1980.

Information relating to properties of historic, social, and cultural significance is pre-loaded in the FiGSS based on research completed for development of the HCS, pre-field research provided by interns and volunteers, and community input from SurveyLA’s award-winning Public Participation Program, called MyHistoricLA. This information appears as a GIS data layer on the FiGSS application.

All surveys are completed from the public right-of-way (from vehicles or on foot as needed).

Digital photographs are taken of all evaluated resources.

Field Surveys do not include:

- Individual resources and historic districts (including HPOZs) that are already designated (federal, state, local). For individual resources, there may be some verification (updating) of existing conditions in the field where appropriate.

- Community Redevelopment Area (CRA) surveys completed within the timeframe of SurveyLA surveys.

- Historic Preservation Overlay Zone (HPOZ) surveys completed within the last five years (submitted to OHR as complete but not designated).

Surveyors using the FiGSS during field work in Hollywood
MyHistoricLA Form:
Used to gather information for preload into the FiGSS

VI. SURVEYLA RESOURCE TYPES

SurveyLA identifies individual resources, non-parcel resources, historic districts and district contributors and non-contributors. Each of these is described below.

- **Individual Resources** are generally resources located within a single assessor parcel such as a residence or duplex. However, a parcel may include more than one individual resource, if each appears to be significant.

- **Non-Parcel Resources** are not associated with Assessor Parcel Numbers (APNs) and generally do not have addresses. Examples may include street trees, street lamps, landscaped medians, bridges, and signs.

- **Historic Districts** are areas that are related geographically and by theme. Districts may include single or multiple parcels depending on the resource. Examples of resources that may be recorded as historic districts include residential neighborhoods, garden apartments, commercial areas, large estates, school and hospital campuses, and industrial complexes.

- **District Contributors and Non-Contributors** are located within resources recorded as historic districts. Non-contributing resources may be those that are extensively
altered, built recently, or that do not relate to historic contexts and themes defined for the district. See Attachment A for more information.

- **Planning Districts** are geographically defined areas that do not meet eligibility standards for designation but that merit consideration in local planning. These areas generally have consistent planning concepts and features such as height, massing, setbacks, and street trees. The determination is used to inform the Community Plans and other policy documents. In some cases the Planning District concept is used to identify a boundary identified for Historic Preservation Overlay Zone (HPOZ or local historic district) consideration through community input but not through SurveyLA field surveys. These areas require additional analysis and field work for HPOZ determination.

**VII. CRITERIA FOR EVALUATION**

Properties surveyed for SurveyLA are evaluated for eligibility for listing in the National Register of Historic Places, California Register of Historical Resources, and for local designation as City Historic-Cultural Monuments (HCM) or HPOZs. A discussion of the criteria for each of these programs is summarized below.

**A. National Register of Historic Places (NR)**

The National Register of Historic Places is the Nation’s official list of cultural resources worthy of preservation. To qualify for the National Register, a resource must be significant at the local, state, or national level and meet the criteria for evaluation:

The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

a) That are associated with events that have made a significant contribution to the broad patterns of our history; or

b) That are associated with the lives of persons significant in our past; or

c) That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

d) That have yielded, or may be likely to yield, information important in prehistory or history.

**National Register Criteria Considerations:**

Ordinarily cemeteries, birthplaces, or graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties
primarily commemorative in nature, and properties that have achieved significance within the past 50 years shall not be considered eligible for the National Register. However, such properties will qualify if they are integral parts of districts that do meet the criteria or if they fall within the following categories:

- A religious property deriving primary significance from architectural or artistic distinction or historical importance; or

- A building or structure removed from its original location but which is significant primarily for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or

- A birthplace or grave of a historical figure of outstanding importance if there is no appropriate site or building directly associated with his or her productive life; or

- A cemetery which derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or

- A reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived; or

- A property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own exceptional significance; or

- A property achieving significance within the past 50 years, if it is of exceptional importance.

**Integrity:**

To be listed in the National Register of Historic Places, a property must not only be shown to be significant under the National Register criteria, but it also must have integrity. Integrity is the ability of a property to convey its significance. The evaluation of integrity is always be grounded in an understanding of a property’s physical features and how they relate to its significance. Historic properties either retain integrity (this is, convey their significance) or they do not. Within the concept of integrity, the National Register criteria recognize seven aspects or qualities that, in various combinations, define integrity. To retain historic integrity a property will always possess several, and usually most, of the aspects. The retention of specific aspects of integrity is paramount for a property to convey its significance. Determining which of these aspects are most important to a particular property requires knowing why, where, and when the property is significant.

The Seven Aspects of Integrity:

- **Location** is the place where the historic property was constructed or the place where the historic event occurred.

- **Design** is the combination of elements that create the form, plan, space, structure, and style of a property.
• **Setting** is the physical environment of a historic property.

• **Materials** are the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property.

• **Workmanship** is the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory.

• **Feeling** is a property's expression of the aesthetic or historic sense of a particular period of time.

• **Association** is the direct link between an important historic event or person and a historic property.

**B. California Register of Historical Resources (CR)**

The California Register program encourages public recognition and protection of resources of architectural, historical, archeological and cultural significance, identifies historical resources for state and local planning purposes, determines eligibility for state historic preservation grant funding and affords certain protections under the California Environmental Quality Act. To be eligible for listing in the California Register a property must be significant at the local, state, or national level under one or more of the following four criteria:

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

2. It is associated with the lives of persons important to local, California, or national history; or

3. It embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of a master or possesses high artistic values; or

4. It has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California, or the nation.

Like the National Register, in addition to having significance, resources must retain sufficient integrity to convey its significance. There are no age requirements for listing resources in the California Register. A resource less than fifty years of age may be considered for the California Register if it can be demonstrated that sufficient time has passed to understand its historical importance.

**C. City of Los Angeles Historic-Cultural Monument (Monument or HCM)**

The City of Los Angeles Cultural Heritage Ordinance, enacted in 1962, has made
possible the designation of buildings and sites as individual local landmarks, called Historic-Cultural Monuments. Historic-Cultural Monument designation is reserved for those resources that have a special aesthetic, architectural, or engineering interest or value of a historic nature. The Cultural Heritage Ordinance (Section 22.171.7) establishes criteria for designation. A proposed Monument may be designated by the City Council, upon the recommendation of the Commission, if it meets at least one of these criteria:

1. Is identified with important events in the main currents of national, state or local history, or exemplifies significant contributions to the broad cultural, political, economic or social history of the nation, state, city, or community; or

2. Is associated with the lives of historic personages important to national, state, city, or local history; or

3. Embodies the distinctive characteristics of a style, type, period, or method of construction; or represents a notable work of a master designer, builder or architect whose genius influenced his or her age; or possesses high artistic values; or

4. Has yielded, or has the potential to yield, information important to the pre-history or history of the nation, state, city or community; or

There are no age requirements for Historic-Cultural Monuments.

D. Historic Preservation Overlay Zone (HPOZ)

A Historic Preservation Overlay Zone (HPOZ) is a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development. The City’s Historic Preservation Overlay Zone ordinance (Section 12.20.3 of the City of Los Angeles Municipal Code), established the criteria for the designation of an HPOZ contributor as follows:

1. Adds to the historic architectural qualities or historic associations for which a property is significant because it was present during the period of significance, and possesses historic integrity reflecting its character at that time; or

2. Owing to its unique location or singular physical characteristics, represents an established feature of the neighborhood, community or city; or

3. Retaining the building, structure, landscaping, or natural feature, would contribute to the preservation and protection of a historic place or area of historic interest in the City.

VIII. MAKING SURVEYLA EVALUATIONS

A. California Register of Historical Resources Status Codes

The California State Office of Historic Preservation has developed California Historical Resource (CHR) Status Codes as a standardized system for classifying
historical resources in the State’s Historic Resources Inventory. These Status Codes are used statewide and are assigned to properties and districts by field surveyors as part of the survey process. Field surveyors apply the following CHR Status Codes when evaluating properties for SurveyLA.

3S – Appears eligible for National Register as an individual property through survey evaluation.

3CS – Appears eligible for California Register as an individual property through survey evaluation.

5S3 – Appears to be individually eligible for local listing or designation through survey evaluation.

6L – Property identified through the SurveyLA process as ineligible for National Register, California Register or local designation; may warrant special consideration for local planning.

6LQ – Determined ineligible for local listing or designation as a historic district through a survey process; neighborhood or area may warrant special consideration for local planning. This Status Code is used for Planning Districts.

6Z – Found ineligible for National Register, California Register or local designation through survey evaluation.

7RQ – Individual property identified in a SurveyLA Survey – Not evaluated.

This status code is used to identify properties that were considered during the field survey process, but were not identified and recorded as significant based on the following: 1) field observations regarding the overall quality and/or integrity of the resource and/or 2) no preloaded information relating to the social, cultural, or historical significance of the resource was obtained through SurveyLA research or the Public Participation and Outreach Program.

7SQ – Individual property assessed for significance in accordance with the SurveyLA Multiple Property Documentation approach, but does not meet eligibility standards.

B. Applying the Status Codes

SurveyLA only fully records resources that meeting NR, CR and/or local criteria for designation. However, all resources within a CPA that were considered during the field survey process will receive a Status Code. The majority of these will be 7RQ, described above.
IX. SURVEYLA FIELD FINDINGS AND REPORTS

As the survey of each Community Plan Area is completed the results are compiled in report format and posted on the SurveyLA website by CPA name (www.preservation.lacity.org/survey/reports). A searchable website for SurveyLA findings is in development and will be available in 2013.

A. Reports by Community Plan Area

A narrative Historic Resources Survey Report is prepared for each of the 35 CPAs. These reports are consistent in format and structure and include: an introduction to the area and the project team, a physical description of the survey area, methodology employed, and a summary of the findings. A series of Appendices are attached to each report which detail all findings for resources type including individual properties, non-parcel resources, historic districts and district contributors/non-contributors.
B. Maps

For each CPA, a map is prepared which graphically illustrates the boundaries of the survey area; all preloaded data, such as the location of existing designated resources and districts; and data collected during SurveyLA, including the location and type of resources evaluated and which evaluation criteria were applied. Because these maps are large-scale and highly detailed, they are most effectively used as PDF documents on the SurveyLA website, where the user can zoom in and out to see details as needed.

X. SOURCES OF ADDITIONAL INFORMATION

National Register Multiple Property Documentation/Bulletins

NPS Bulletin, How to Complete the National Register Multiple Property Documentation Form

SurveyLA

SurveyLA Website: http://www.surveyla.org

City of Los Angeles Office of Historic Resources Website: http://preservation.lacity.org

Getty Conservation Institute SurveyLA Website: http://www.getty.edu/conservation/field_projects/lasurvey/index.html


Evaluation Criteria

National Register Criteria for Evaluation
http://www.nps.gov/nr/publications/bulletins/nrb15/nrb15_2.htm

California Register Criteria for Evaluation
http://www.parks.ca.gov/?page_id=21238

City of LA Historic-Cultural Monument (HCM) Ordinance

City of Los Angeles HPOZ Ordinance
ATTACHMENTS
ATTACHMENT A
SurveyLA Guidelines for Assessing Integrity Thresholds for Contributing and Non-Contributing Features of Residential Historic Districts

Introduction

SurveyLA evaluates potential historic districts for listing in the National Register, California Register, and for local designation as Historic Preservation Overlay Zones (HPOZs). Part of the analysis process requires that the district itself and individual properties and features within it are assessed to determine if the district overall retains historic integrity. To do this, SurveyLA uses the seven aspects of integrity developed for the National Register program which include: location, design, setting, materials, workmanship, feeling, and association.

It is important to acknowledge that SurveyLA provides baseline information regarding potential historic districts to inform planning decisions. Designation requires further analysis and research to develop a comprehensive historic context and make final determinations regarding contributors and non-contributors.

Significance and Integrity:

The evaluation of integrity can be a subjective judgment, but should be firmly grounded in an understanding of a district or property’s physical features and how such features relate to significance as established through the historic context. In other words, applicable aspects of integrity may vary depending on why a potential district is significant. For example, a district eligible under Criterion C/3/3 (National/California/Local criteria respectively) should generally retain integrity of materials, workmanship and design while a district eligible under Criterion A/1/1 should retain integrity of location, setting, feeling and association. In either case, the district itself should retain integrity AND include a collection of buildings that convey their original character. This necessitates evaluating individual resources in a district to assess integrity and status as contributing and non-contributing features of the district. All integrity assessments are made by professional consultants.

Contributors:
- Are constructed within the identified Period of Significance for the district;
- Relate to the contexts and themes for which the district was identified as being potentially significant; and
- Retain sufficient integrity to convey significance.

Non-Contributors:
- Are constructed outside the identified Period of Significance for the district;
- Do not represent the context and themes for which the district was identified as being potentially significant; or
- Have been altered so that they no longer retain sufficient integrity to convey significance.
GUIDELINES FOR EVALUATING CONTRIBUTORS AND NON-CONTRIBUTORS:

The following factors may impact evaluation of contributing and non-contributing properties:

- All SurveyLA evaluations are made from the public right-of-way and in most cases do not include detailed permit research regarding alterations over time.
- Integrity thresholds may vary depending on the type of resource.
- Consultants use professional judgment and evaluate alterations on a case-by-case basis.
- Properties may be altered or restored following SurveyLA field surveys.
- Integrity may be evaluated against the rarity of a resource type. For example, because Los Angeles has a very large number of residences constructed during the Post WWII period, the integrity requirements for a contributing property are generally more stringent than for houses that pre-date that period.
- Thresholds for determining whether properties in a district are contributing or non-contributing may be different for the National Register, California Register, and local HPOZs. Because the alteration considerations listed below are used for all three evaluation systems the following should be noted:
  - Many HPOZ surveys include an “altered contributor” category which in some instances may allow alterations considered compromising for listing as contributors to a National Register or California Register eligible district.
  - Final decisions regarding contributing and non-contributing considerations would be determined in consultation with the City’s Cultural Heritage Commission (in the case of HPOZs) and the State Office of Historic Preservation (in the case of National and California Register districts) as part of the designation process.

ALTERATION CONSIDERATIONS

The following is a list of alterations which surveyors take into consideration during the field surveys and the assessment of contributors and non-contributors:

- Wall cladding alterations
- Additions and enclosures
- Window alterations
- Door alterations
- Roofline alterations
- Porch/main entrance alterations
- Carport alterations
- Loss of significant character-defining features that identify a building’s style and/or type
- A combination of alterations which may have a cumulative effect on integrity.
  - Cumulative alterations and additions to a large number of houses cause a diminished integrity to a potential district.