

**HISTORIC PRESERVATION ELEMENT  
OF THE  
CITY OF GLENDORA GENERAL PLAN**

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## INTRODUCTION

California Government Code Section 65300 (et seq) directs every city and county to prepare and adopt a comprehensive, long-range general plan. General plans are organized into seven mandated elements: land use, housing, circulation, conservation, open space, noise, and safety. Historic preservation is permitted as an optional element. An historic preservation element gives the community the opportunity to focus appropriate attention on the protection of historic resources. With the preparation and adoption of the element, historic preservation policies will become equal to those offered in any mandated element.

The Historic Preservation Element of the Glendora General Plan presents a comprehensive set of goals, objectives, and policies for the protection of the city's historic resources from unnecessary demolition or insensitive alteration. It also presents ways to promote historic preservation through community outreach, incentives, and internal City programs.

The underlying reason for assessment and protection of cultural resources is the growing recognition, by citizens and governments at all levels, that such resources have value and should be retained as functional parts of modern life. The historic resources extant in Glendora give the city its special character and cultural depth. Some historic resources contain information

whose study can provide unique insights into the community's past, and help answer broad questions about history and prehistory. In more utilitarian terms, each historic resources represents an investment that should not be discarded lightly. Maintaining and rehabilitating older buildings and neighborhoods can mean savings in energy, time, money, raw goods, and materials.

To make effective use of historic resources and to respect their value and extend their lives, it is necessary to integrate historic preservation planning into land use planning. For this reason, it is important to gather information about historic resources through comprehensive survey and planning activities. This will ensure the wise use of Glendora's built environment.

### GENERAL PLAN ELEMENTS

*General plan elements are organized into a set of goals, objectives, policies, and implementation measures. These concepts are defined below:*

- *Goals are the ultimate purpose of an effort stated in a way that is general in nature and immeasurable.*
- *Objectives are measurable goals.*
- *Policies are specific statements implying a clear commitment.*

## HISTORY OF GLENDORA

Located 27 miles east of downtown Los Angeles, and currently consisting of approximately 19 square miles in area, Glendora was founded in 1887 and incorporated in 1911. Nestled in the foothills of the San Gabriel Mountains to the north, Glendora is bounded by the cities of Azusa to the west, San Dimas to the east, and Covina to the south.

### SETTLEMENT

The Gabrielino Indians were the first permanent settlers in the area. Artifacts belonging to them which date back to 6000 B.C. were found in Glendora during an archaeological dig in the 1960s. The Gabrielinos inhabited much of Southern California.

During the Spanish mission era of the 1770s through early 1800s, California had been divided up into several ranchos and large parcels were granted by the King of Spain to various citizens. Dominance by the Mexican government over Alta California followed the Spanish rule and on August 18, 1824, the Mexican congress passed a colonization law to encourage settlement in Alta California. Governors were given the authority to grant vacant lands in the territory to Mexican contractors, families, or private persons. Foreigners were also allowed to receive land grants, although they first had to become naturalized Mexican citizens; but absentee ownership was forbidden.

Secularization of the missions began in 1833, due somewhat to the pressure from prospective colonists. This signaled a land rush as more and more settlers sought the mission lands. The Mexican land grantee in the Glendora area was a British merchant by the name of Henry Dalton. In April of 1844, he submitted his petition to acquire a rancho. The property he purchased included the western one-third of Rancho San Jose (San Jose totaled the approximate area of the present day cities of Claremont, Pomona, La Verne and San Dimas), the San Jose Addition (approximately the area of present day Glendora), and the Rancho Azusa (approximately the area of present day Azusa and Irwindale). After the Mexican War, on February 2, 1848, the Treaty of Guadalupe Hidalgo was signed which ceded all the lands of California to the United States government. The once wealthy land baron Henry Dalton lost the majority of his assets and was eventually reduced to live the rest of his life in poverty.

With the settlement of the Dalton claims, homesteaders began to settle the area that would later come to be known as Glendora. In the late 1860s, four homesteads along the foothills were recorded; they belonged to John Gassaway, John Harrar, Coleman Barnes, and Leonidas Barnes. In 1874, John Bender and William Bryant Cullen, two boyhood friends who had served together in the Confederate Army during the Civil War, came to this area from Memphis, Tennessee. These young men became the first permanent settlers of the future Glendora township by buying up government relinquishments or possessory rights from two of the original homesteaders. Bender acquired the 160 acre Barnes homestead which was situated north of Foothill Boulevard to the mountains between Grand and Pennsylvania Avenues. Cullen, along with his wife and two small children, acquired the Gassaway homestead located between Wabash and Live Oak Avenues and Sierra Madre and Bennett Avenues. Bender built his home on what was later to become Rainbow Drive, the first home in Glendora. Bender named his two-story home "Springfield Ranch" and it still stands today in the northwest part of town.

Shortly afterwards, other homesteaders began to follow the lead of Bender and Cullen. By 1877, among other people residing in the valley were the families of Philip Shorey, John Engelhardt, Cal Johnson, Charles West, James West, J.C. Preston, George Wright, Henry Griece, and James Washburn. After clearing the land, the homesteaders planted wheat, flax, barley, castor beans, grapevines, potatoes, other vegetables, and fruit trees. The crops and wood from the cleared land were hauled to markets in Los Angeles and San Bernardino, a full two-day round trip by horse and wagon. On the return trip the wagons brought loads of lumber and other supplies back to the area.

## A TOWN IS FORMED

The area then known as Alostá was unincorporated. In anticipation of the railroad coming through the area, thought was given to officially forming a town. Mr. George Dexter Whitcomb, a wealthy Chicago manufacturer who retired to the area in 1885, was a visionary who could sense the potential of the valley for future homes and industry. He purchased a square of land comprising about 200 acres, at \$40 an acre, which would eventually become the center of a new town. He named the town "Glendora," a name derived from a combination of the word "glen," which described the beautiful shady narrow valley behind his house, and part of his wife's name, Leadora.

The Glendora Land Company was formed, with Whitcomb as president. Also involved as associates in the company were John Cook, who had bought land and water rights, and Merrick Reynolds, who also had purchased a substantial amount of land. Upon the direction of the Glendora Land Company, land was cleared, streets were graded and plotted in a north-south and east-west grid pattern, and then finally named. Whitcomb named the east-west streets after members of his family and the north-south streets were named after states he had lived in or places that were important to him.

The late 1880s and Early 1890s found Glendora involved in a major amount of growth as it expanded its population, businesses, and structures. Since the buying and selling of land was the foremost activity of the new town, a real estate office was the first business to be built in Glendora. North Vista Bonita Avenue became the site of the first business district of Glendora. Early businesses in this district were a grocery and drug store, and a general hardware, implement and grocery store.

The Early years of the new century found the citizens in a period of industrial and commercial growth. In 1902, telephone service came to Glendora and the *Glendora Gleaner* newspaper was founded in 1903. Most importantly, the year 1907 brought the Pacific Electric cars to Glendora, the last stop on the line. This interurban railroad brought a great amount of freedom to the area as it connected the town and its population to Los Angeles, as well as to other Southern California cities and points of interest.

The two-story Bellevue Hotel was erected by the Glendora Land Company on Meda Avenue between Michigan and Vista Bonita Avenues, to accommodate the influx of people from the east who needed a place to live while building their new homes. After a fire which rendered the hotel unsafe, it was demolished in the 1930s. Eventually, Glendora's business center gravitated west from its original location to Michigan Avenue near Bennett and Meda Avenues, where it continued to expand. The stores, the Land Company building and the tiny real estate office were all relocated to Michigan Avenue, where they joined a livery stable and a blacksmith's shop.

After the turn of the century, building activity increased and more substantial materials were available for use. The first brick building to be constructed in Glendora was the original location of the Glendora Bank. Other structures erected during this period of time were the First National Bank building on the east side of Michigan Avenue, the Converse Block just south of the bank, and the business block at the northeast corner of Michigan Avenue and Foothill Boulevard known as the Chance Building. The Post Office was relocated to the Jefferson Patten Building on the northeast corner of Michigan and Bennett Avenues.

Glendora was finally incorporated as a city on November 13, 1911 and the first City Hall was erected at 314 North Michigan Avenue in 1913. This multi-use building, constructed in the Mission Revival style, housed the City Hall, Fire Department, Post Office, Police Department and jail. The structure is still in existence and presently serves as the location of the Glendora Historical Society Museum. The current City Hall was constructed in 1922 at the southeast corner of Michigan Avenue and Foothill Boulevard. Designed in the Italian Renaissance Revival style, the two-story building is constructed of reinforced concrete with light tan stucco on the outer walls, with a red Spanish tile roof. The building first served not only as the administrative headquarters for the City, but was also used for the Fire Department, Police Station, Jail, Library, Council Chambers and Courtroom.

## **AGRICULTURAL INDUSTRY**

Practically from the very beginnings of settlement, agriculture was established as the major industry in the area. Early Glendora ranches produced a variety of fruits and vegetables, the most popular being apricots, peaches, grapes, strawberries and prunes. Also, a great amount of hay was produced in the southwestern part of the area. The introduction of the navel orange at Riverside, California in 1874 became an integral component in the history of Glendora. The climate of Southern California's foothill areas was ideal for the growing of citrus fruits. Glendora, in particular, had the perfect combination of a mild climate and the good soil that was needed to develop the industry to its high degree of success. By the late 1880s, Glendora, like other foothill towns, owed its prosperity to the citrus industry.

With an additional water supply available, combined with the expanding knowledge of citrus propagation, plantings of citrus stock increased and this rapidly became the predominant crop of the area. As early as 1886, W. B. Cullen had much of his property in navel oranges. Other ranchers quickly followed suit. By the turn of the century, most of Glendora was dotted with vast groves of citrus ranches and Southern California completely dominated the American citrus industry. By 1908, the citrus industry had almost entirely superseded the growing of deciduous fruits. The operation of drying fruit was no longer in existence and only a small section of vineyards remained in the area.

In the years that followed, various cooperative citrus associations were formed and later dissolved or consolidated; packing plants were opened and closed at several locations around town. At the peak of the citrus era, examples of some of the growers' organizations were the Glendora Cooperative Citrus Association, Mutual Orange Distributors, San Dimas Lemon Association (a branch packing house was built in Glendora), Glendora Lemon Growers Association, Glendora Citrus Association, Glendora Heights Orange & Lemon Growers Association, and the Glendora Mutual Orange Association.

There was a time in Glendora when the area's total economy as well as the entire population was

affected by the citrus industry. By the 1940s, the heyday of the citrus industry had already peaked and was then destined for failure. A disease, "quick decline," afflicted 90% of the trees in the blighted groves. Combined with other agricultural diseases, insect invasion, and the rising cost of water, labor, and land, the loss of the groves was inevitable. By the 1950s, new housing tracts began to encroach and eventually replace most of the old groves. Glendora's citrus era was over.

## **SOCIAL, EDUCATIONAL, AND RELIGIOUS INSTITUTIONS**

As the town became more populated, there was a definite need for more structured social organizations. The Amphion Club was the first organized association in Glendora and it promoted the gifts of music, voice and drama of its participants. The members first gathered in various homes to share their talents and eventually the club was officially founded in 1886. The Amphion Club was in existence in Glendora for over 50 years.

Soon after the turn of the twentieth century, several of the young women in town formed a literary club which came to be known as the Athena Club. In pursuit of higher literary interests and ideas, they began their organization by meeting in each others homes for discussions and social purposes. Eventually, they began a reading room by donating their own books; the project was later financed by teas, socials and other such events. The Glendora Library ultimately sprang from this organization. A year after the City was incorporated, the City assumed the responsibility of the Library.

In 1908, The Glendora Women's Club was founded for the ethical and social life of its members as well as for promoting the advancement of civic, philanthropic, and educational needs of Glendora. Some examples of the Early community activities supported by the club were the development of good roads, hitching posts for horses in shady spots around town, a centrally located water trough for horses, street clean-up days, and stop signs. In 1909, a lot on North Michigan Avenue was purchased and a clubhouse was soon erected. The building was modified a few times over the years, but it continues to stand at the original location. The Glendora Women's Club has the distinction of being the oldest club still in existence in Glendora.

The need for social interaction was basic to the citizens of Glendora in the early years of the twentieth century. Other service clubs and fraternal organizations soon began to establish themselves in town. Chartered on October 28, 1909 and the oldest men's fraternal association in Glendora, the Glendora Masonic Lodge #404, F.&A.M., was organized to promote brotherly love and emphasize the betterment of home and community life. The oldest of the men's service clubs still in operation, the Kiwanis Club of Glendora was established in 1929. This group is an organization for men, (and recently for women as well), that desire personal involvement in the leadership and improvement of their community. Other significant service clubs in town are the Glendora Lions, established in 1948; the Glendora Jaycees, (1955); and the Rotary Club of Glendora (1956).

In the late 1870s, children in the valley attended a small wood frame, one-room school that was located among the oaks near the southwest corner of present day Barranca and Bennett Avenues. Some thirty pupils attended this school. The Glendora Land Company, realizing the need for educational facilities for their city, set aside the proceeds of their first day of land auctioning, \$5,000, together with a like amount donated by them. With this money, they reserved several lots to be used later as a school site.

The first Glendora grammar school was built in 1887. It was a two-story wood frame building erected at the corner of Wabash and Whitcomb Avenues. This school served the children of Glendora until 1913 when the need for increased school facilities was felt.

Religious meetings were held at various times in convenient oak and sycamore groves, when families would come for the day bearing baskets of lunch. The first church structure was built by the people of the Methodist South denomination and was erected around the late 1870s. It was located on the west side of the settlement near the intersection of today's Foothill Boulevard and Citrus Avenue. This church served the small community for about a decade. As the population grew and diversified, additional churches were constructed by other faiths. A new church was erected in 1886 by a group of thirty-two members of the Methodist denomination. This building was later moved to the corner of Vista Bonita and Bennett Avenues, where it served until 1914 when the present building was erected. The Glendora Church of the Brethren had met in various places for years, and in 1902 built a church. Grace Episcopal Church was organized in 1911 and built a small place of worship on Vista Bonita Avenue for its original five families. The first Church of Christ, Scientist, and the Church of the Nazarene occupied locations on Vista Bonita and Carroll Avenues, respectively. The beautiful stone church on North Michigan Avenue was built in 1930 by the Independent Church of the Brethren.



## HISTORIC RESOURCES IN GLENDORA

Historic resource surveys are the most common method of identifying, quantifying, and evaluating the relative significance of historic resources. A preliminary historic resource survey of Glendora was conducted by the City's Historic Preservation Committee in 1992. The survey identified approximately 300 potential historic resources.

Historic resources can be officially designated under federal, state, and local laws. The National Historic Preservation Act of 1966 established the National Register of Historic Places as the nation's inventory of cultural resources. The California Register of Historic Resources was established in 1997 to recognize the state's historic resources. The Glendora Historic Preservation Ordinance was adopted by the City in 1988. A list of the designated historic resources in Glendora can be found in Appendix I.

### NATIONAL REGISTER OF HISTORIC PLACES

The National Register of Historic Places is an authoritative guide to be used by federal, state, and local governments, private groups, and citizens to identify the nation's historic resources and to indicate what properties should be considered for protection from destruction or impairment.

Buildings, districts, objects, structures, and sites may be placed in the National Register. To be eligible for listing in the National Register, a property must generally be over fifty years old and must be significant in American history, architecture, archeology, engineering, or culture.

In addition to possessing significance, a property must retain its integrity of location, design, feeling, association, setting, workmanship, and materials. Properties that no longer reflect their historic significance due to damage or alterations are not eligible for listing in the National Register.

#### CRITERIA

*To be eligible for listing in the National Register, a property must meet one or more of the following criteria:*

- A. Associated with events that have made a significant contribution to the broad patterns of our history; or*
- B. Associated with the lives of persons significant in our past; or*
- C. 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. Yield, or may be likely to yield, information important in prehistory or history.*

The National Register is administered by the National Park Service. Nominations are made to the State Office of Historic Preservation and reviewed by the State Historic Resources Commission, and accepted by the Keeper of the National Register.

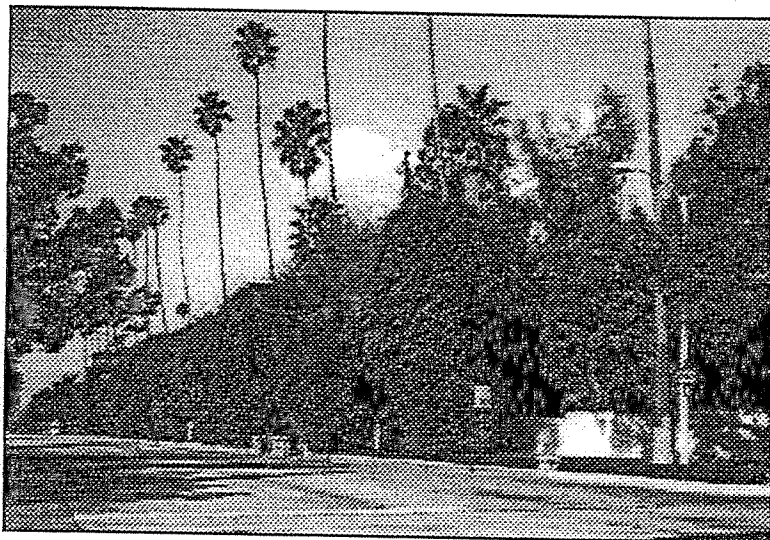
Owner consent is required for individual listing in the National Register of privately owned buildings. If the owner objects to having the building listed in the National Register, the building may be given

a formal "determination of eligibility" if it meets the criteria. Thirty-seven properties in the City of Glendora have been determined eligible for listing in the National Register by the State Office of Historic Preservation. These properties are located in the Glendora Historic District which includes the original town center of Glendora.

Listing in the National Register is primarily honorary and does not in and of itself provide protection of an historic resource. State and local laws and regulations may apply to properties listed in the National Register. For example, demolition or inappropriate alteration of National Register properties may be subject to the California Environmental Quality Act. National Register properties are eligible to use certain financial incentives including the federal rehabilitation tax credit and conservation easements.

### **CALIFORNIA REGISTER OF HISTORICAL RESOURCES**

The legislation creating the California Register was passed on September 27, 1992 as part of a Public Resources Code amendment. While creating the California Register, the amendment also outlined a process for the Register's implementation. A draft of the implementing regulations was passed by the Office of Administrative Law in December of 1997 and put into practice on January 1, 1998.



*The Glendora Bougainvillea is the only historic resource in the city listed in the National Register of Historic Places.*

The California Register is an authoritative guide in California used by state and local agencies, private groups, and citizens to identify, evaluate, register, and protect the state's significant historical resources. State and local agencies may determine which resources are to be taken into consideration in order to comply with California Environmental Quality Act (CEQA) requirements. All properties on the California Register are to be considered under CEQA. However, because a property does not appear on the California Register does not mean it is not significant and therefore exempt from CEQA consideration. Similar to Section 106 and the National Register, all resources determined eligible for the California Register, as well as others, are also to be considered under CEQA.

Listing in the California Register does not guarantee a resource will not be demolished; it does, however, require environmental review of the proposed project.

The criteria for listing in the California Register are based upon National Register criteria. The California Register consists of resources that are listed automatically and those that must be nominated through an application and public hearing process.

### CALIFORNIA REGISTER

*The California Register automatically includes the following:*

- *California properties listed in the National Register and those formally determined eligible for the National Register.*
- *California Registered Historical Landmarks from No. 0770 onward.*
- *Those California Points of Historical Interest that have been evaluated by the State Office of Historic Preservation (SOHP) and have been recommended to the State Historical Commission for inclusion on the California Register.*

Nominations to the California Register are first submitted to the local government for comment. The local government has 90 days to comment before the application is sent to the State Office of Historic Preservation (SOHP.) The SOHP notifies the property owner and places the item on the next available agenda for the State Historical Resources Commission (SHRC). Listing in the California Register requires the consent of the property owner. The SHRC reviews the nomination and makes a decision. If it is determined that the property meets the criteria for listing, but the owner has objected, the property will be formally determined eligible for listing in the California Register, but not actually listed therein.

### GLENDORA LANDMARKS AND HISTORIC RESOURCES

The City of Glendora adopted a Historic Preservation Ordinance in 1988. The Historic Preservation Ordinance created a Historic Preservation Committee with powers, duties, criteria, and procedures for the designation of Historic Resources and Landmarks and procedures for their alteration and demolition.

The City has designated twenty properties as local Landmarks. Historic Resource and Landmark designation by the City of Glendora requires the written consent of the property owner. Permits

for alterations, relocations, and demolitions are discretionary actions reviewed by the Historic Preservation Committee of the City of Glendora.

### CRITERIA

*To be designated as a Landmark or Historic Resource, a property must meet one or more of the following criteria:*

- A. Exemplifies or reflects special elements of the City's cultural, social, economic, political, aesthetic, engineering, architectural or archaeological history; or*
- B. Is identified with persons or events significant in local, state, or national history; or*
- C. Embodies distinctive characteristics of a style, type, period, or method of construction or are valuable examples of the use of indigenous materials or craftsmanship; or*
- D. Is representative of the notable work of a builder, designer, or architect; or*
- E. Pertains to features of early Glendora.*

### GLENDORA HISTORIC PRESERVATION OVERLAY ZONES (HPOZ'S)

The City of Glendora is adopting a Historic Preservation Overlay Zone Ordinance as part of the Glendora Preservation Project. HPOZ's are the primary way for communities to preserve the historical and architectural character of neighborhoods and stimulate interest in revitalization. The HPOZ enabling ordinance creates procedures for designation, amendment, revocation, and permitting of HPOZ's.

## CRITERIA

*To be designated an HPOZ, an area must possess a significant concentration, linkage, or continuity of sites, buildings, structures, objects, or landscape features united historically or aesthetically by plan or physical development and meet one or more of the following criteria:*

- A. Exemplifies or reflects special elements of the City's cultural, social, economic, political, aesthetic, engineering, or architectural history; or*
- B. Is identified with persons or events significant in local, state, or national history; or*
- C. Embodies distinctive characteristics of a style, type, period, or method of construction or are valuable examples of the use of indigenous materials or craftsmanship; or*
- D. Is the notable work of a master builder, designer, or architect; or*
- E. Pertains to features of early Glendora.*

Within HPOZ's, no alteration in the exterior appearance of a contributing site, building, structure, object, or landscape feature may be made unless an application for a certificate of appropriateness has been submitted and approved by the Planning Director.

## RELATED POLICIES AND PROGRAMS

Policies and regulations affecting historic resources exist at the federal, state, and local level. Consistency and coordination with codes, regulations, laws, and ordinances at all levels should be established and maintained.

### FEDERAL LEVEL

#### Section 106 Review

Section 106 of the National Historic Preservation Act requires that every Federal agency "take into account" how each of its undertakings could affect historic properties. Section 106 Review refers to the Federal review process designed to ensure that historic properties are considered during Federal project planning and execution. For purposes of Section 106 Review, historic properties are those listed or eligible for listing in the National Register of Historic Places. The review process is administered by the Advisory Council on Historic Preservation, an independent Federal agency.

### 5 STEPS TO SECTION 106 REVIEW

1. *Determine if the property is listed or eligible for listing in the National Register. If the property is not listed in the National Register but found to meet the criteria for listing, a formal "determination of eligibility" will be made.*
2. *If the property is listed or eligible for listing in the National Register, assess the effect the project may have on it. Adverse effects may be avoided by compliance with the Secretary of the Interior's Standards for Rehabilitation.*
3. *If an adverse effect will occur, consult with the State Office of Historic Preservation and others to find ways to make the project less harmful. Consultation usually results in a Memorandum of Agreement (MOA) stating how to mitigate adverse effects.*
4. *The Advisory Council on Historic Preservation comments on the MOA.*
5. *If the MOA is executed, proceed with the project under the terms of the MOA.*

In Glendora, the primary situation in which Section 106 Review is conducted is for the City's distribution of Community Development Block Grant (CDBG) funds. The City uses these Federal funds to make low-interest home improvement loans or grants to income-eligible property owners. However, Section 106 applies whenever there is a Federal undertaking with the potential to affect historic properties. Undertakings include Federal or federally assisted actions funded by an agency, carried out by or on behalf of an agency, carried out with Federal financial assistance or with a Federal permit, license, or approval, or carried out by State or local authorities under a Federal umbrella delegation or approval.

### Federal Rehabilitation Tax Credits

The Federal government promotes private investment in historic structures through the historic rehabilitation tax credit program. The tax credit is a dollar-for-dollar reduction of income tax liability. A tax credit equal to 20 percent of the qualified rehabilitation expenditures is available for qualifying investors in historic rehabilitation projects.

### GUIDELINES

1. *The building must be a "certified historic structure," one that is: a) individually listed in the National Register of Historic Places; or b) is a contributing building in a historic district listed in the National Register; or c) is a contributing building in a designated local historic district that has been certified as substantially meeting the criteria for listing in the National Register.*
2. *The project must constitute a "substantial rehabilitation." This means that during a 24-month period selected by a taxpayer, rehabilitation expenditures must exceed the greater of \$5,000 or the adjusted basis of the building and its structural components. The adjusted basis is generally the purchase price, minus the cost of land, plus improvements already made, minus depreciation already taken.*
3. *The building must be a depreciable property held in use for commerce or as an investment property. Private residences do not qualify.*
4. *The project must be certified by the National Park Service as having been rehabilitated according to the Secretary of the Interior's Standards for Rehabilitation.*

### STATE LEVEL

#### California Environmental Quality Act

The California Environmental Quality Act (CEQA) was enacted in 1970 and modified in 1998. The basic purposes of CEQA are to inform governmental decisionmakers and the public about the potential significant adverse effects, if any, of proposed activities and projects, and to provide opportunities for other agencies and the public to review and comment on draft environmental documents. CEQA requires that environmental protection be given significant consideration in the decision-making process, and CEQA's definition of the environment is inclusive of historic resources. Thus, any project or action in the City of Glendora which constitutes a significant adverse effect on a historic resource shall comply with the State CEQA Guidelines under the authority of the Public Resources Code sections 21082, 21083, 21087, and the court case *City of Santa Ana v. City of Garden Grove* (1979) as related to historic resources.

Regarding historic significance, CEQA determines resources to be historically significant if they meet the criteria for listing on the California Register of Historical Resources. CEQA further states "(the) fact that a resource is not listed in, or determined eligible for listing on the California Register of Historical Resources, not included in a local register of historical resources, or not deemed significant pursuant to (a survey meeting specific) criteria, shall not preclude a lead agency from determining whether the resource may be an historical resource. . ." Thus, resources listed or eligible for the National Register, listed or eligible for the California Register, resources listed in a local register as defined in section 5020.1(k) of the Public Resources Code, and resources identified as significant in an historical resources survey conducted under the requirements 5024.1(g) of the Public Resources

Code are presumed to be historically significant. Other resources are considered to be significant, as well; listing, eligibility for listing, or historic surveying is not a requisite of determining historic significance. The resource must only be considered a significant resource by the lead agency as defined in Public Resources Code sections 5020.1(j) or 5024.1.

Substantial adverse change is used to determine potential impacts. Substantial adverse change means, "demolition, destruction, relocation, or alteration of the resource such that the significance of an historical resource would be materially impaired." The setting of a resource should also be taken into account in that it too may contribute to the significance of the resource, as impairment of the setting could affect the significance of a resource.

If a project conforms to the Secretary of the Interior's Standards for Historic Preservation Projects or the Secretary of the Interior's Standards and Guidelines for Rehabilitating Historic Buildings, it "shall be considered as mitigated to a level of less than a significant impact on the historical resource." Moreover, projects which strictly adhere to the Secretary of the Interior's Standards may be determined categorically exempt in that they have been determined not to have a significant effect on the environment, thus, being exempted from the provisions of CEQA. The categorical exemption, however, is not permitted when a project, "may cause a substantial change in the significance of a historical resource."

Generally, the implementation of CEQA entails three separate phases. The first phase consists of preliminary review of a project to determine whether it is subject to CEQA. The second phase involves preparation of an Initial Study to determine whether the project may have a significant environmental effect. The third phase is preparation of an EIR if the project may have a significant environmental effect or of a Negative Declaration if no significant environmental effects will occur.

CEQA does not apply to ministerial actions which may impact an historical resource. Common ministerial actions include roof replacement, interior remodeling, or other work which require only a non-discretionary building permit. Demolition permits are also ministerial actions and are therefore exempt from CEQA. However, if demolition is part of a proposed project that requires discretionary approval, then the action becomes discretionary and is therefore not exempt from CEQA.

CEQA does apply to discretionary projects. Substantial adverse change in the significance of an historical resource is viewed as a significant effect on the environment. CEQA prohibits the use of a categorical exemption for projects which may cause a substantial adverse change which is defined as demolition, destruction, relocation, or alteration activities which would negatively impact historical significance.

### **California Historical Building Code (1998, Part 8, Title 24, C.C.R.)**

The California Historical Building Code ("CHBC") is intended to provide flexibility to owners of historic structures in meeting code requirements. The CHBC standards and regulations are in part performance-oriented rather than prescriptive as are most house codes. Owners may use the CHBC when permitting repairs, alterations and additions necessary for the preservation, rehabilitation,



relocation, related reconstruction, change of use or continued use of a qualified historical building. The State Historical Building Safety Board has adopted the following definition for a qualified historical building or property:

“A qualified historical building or structure is any building, site, structure, object, district or collection of structures, and their associated sites, deemed of importance to the history, architecture, or culture of an area by an appropriate local, state, or federal governmental jurisdiction.”

Accordingly, buildings included in the City's list of landmarks are eligible to use the CHBC. Under the provisions of the CHBC, new work (i.e., new construction) should conform to prevailing code, while all of the significant elements of the existing structure should be afforded more flexibility. The CHBC alternatives are intended to facilitate the preservation of original or significant architectural spaces and features, to provide for the safety of occupants, and to encourage a cost-effective approach to preservation.

### **Mills Act**

The Mills Act is a California state law which provides that owners may voluntarily enter into historic property contracts with a local government agency, city or county, pursuant to Sections 50280-90 of the California Government Code. These properties then qualify for the property tax incentives contained in Section 439.2 of the California Revenue and Taxation Code. The incentive is the reduction of the property's assessed value, hence, a lower property tax results. Owners of both commercial and residential historic buildings may enter into an historic property contract. A property may qualify as an historical property if it is privately owned and is not exempt from property taxation, and is: a) listed in the National Register of Historic Places; b) located in a National Register historic district; or c) listed in any state, city, or county official register of historical or architecturally significant sites, places, or landmarks. The Mills Act is most beneficial for property owners who have made recent purchases. Long-time owners with Proposition 13 assessments do not usually benefit from the program. Identifying more owners of historic resources that could enter into a Mills Act agreement, educating them on the benefits, and assisting these property owners in the execution of the agreements would help maintain historic resources.

## **LOCAL LEVEL**

### **City of Glendora Historic Preservation Ordinance**

The City of Glendora adopted a Historic Preservation Ordinance in 1988. The Historic Preservation Ordinance created a Historic Preservation Committee with powers, duties, criteria, and procedures for the designation of Historic Resources and Landmarks and procedures for their alteration and demolition.

Section 21.65.090 of the Historic Preservation Ordinance requires a permit for exterior alterations of City designated Historic Resources and Landmarks. Permits are not necessary for minor repairs that

do not alter the historic character of the property. However, repairs and maintenance which would impair the architectural integrity of the property require review, even if a building permit is not required.

The Building Official will report to the Department of Planning and Redevelopment any application for a permit to do work that affects the exterior appearance of a designated historic resource.

If the staff determines that the project will affect the exterior appearance of the property, the application will be referred to the Historic Preservation Committee.

All applications must include all the facts necessary for a full understanding of the applicant's intentions. The application must provide enough specific information so that it can determine if the project will result in substantial changes to the physical appearance of the property. Applications should include any relevant supplemental materials such as accurate drawings, plans, color chips, and sample materials.

The Committee will complete its review within 30 days of the application being accepted as complete and render a decision in writing.

### **City of Glendora General Plan, 1991-2010**

"Preservation and protection of cultural sites, including historic sites" is identified as one of nine goals in the Land Use Element of the General Plan, adopted February 11, 1992. The objective of this goal is "to identify and preserve cultural resources." Associated policies include:

1. Community participation in cultural preservation should be encouraged.
2. Development should be designed to be compatible with adjacent cultural resources.
3. Culturally significant structures should be relocated when retention of such structures on site is not feasible.
4. In the downtown, mixed uses or adaptive reuse of culturally significant buildings shall be encouraged when necessary to make preservation feasible.

**GOALS, OBJECTIVES & POLICIES**

Goals	Objectives	Policies
Preserve and protect Glendora's historic resources as physical reminders of the city's past and as unique focal points to shape the community's identity.	Identify, evaluate, and document historic resources.	Maintain a list of historic resources designated under national, state, and local agencies.
	Protect historic resources from demolition and inappropriate alterations.	Ensure the protection of historic resources through the enforcement of existing codes.
		Historic resources should be relocated when retention of such buildings or structures on site is not feasible.
		In the downtown, mixed uses or adaptive reuse of historic resources shall be encouraged when necessary to make preservation feasible.
		Support the continuing education of city staff in the techniques of historic preservation.
		Provide relief from property taxes through Mills Act contracts.
	Become a Certified Local Government.	Contact the State Office of Historic Preservation regarding Certified Local Government Program and take the appropriate measures for certification.
Use historic preservation concepts as tools to protect, enhance, and revitalize neighborhoods.	Promote neighborhood preservation.	Assist neighborhood groups in forming HPOZ's.
		Develop a public outreach program which demonstrates the benefits of historic preservation.

Historic Preservation Element  
City of Glendora General Plan

Goals	Objectives	Policies
		Development should be designed to be compatible with adjacent historic resources.
	Enhance historic streetscapes through the public improvements.	Preserve and when appropriate restore historic light standards.
		Preserve and when appropriate restore historic street trees.
Increase the public's awareness and appreciation for Glendora's historic resources.		Community participation in historic preservation should be encouraged.
	Recognize private efforts to preserve Glendora's heritage.	Honor successful preservation projects through proclamation.
		Memorialize significant people, places, and events in the history of Glendora through plaques and public art.
	Use Glendora's built environment as a tool for teaching local history.	Promote heritage education in school curriculum.
Apply for Certified Local Government Status from the State Office of Historic Preservation.		

## GLOSSARY

**Alteration.** Any act or process, through private or public action, that changes the specified character-defining or significant physical features or architectural appearance of a historic resource, including the reconstruction, new construction, additions, repair, restoration, rehabilitation, replacement or removal of any resource.

**Adaptive Reuse/Change of Use.** A use of property within a particular zoning district which would otherwise not be an allowed use but which would be allowed where circumstances indicate that a reuse would constitute the only means of making economic use of a designated historic resource and would not significantly impair the integrity of character of the neighborhood in which it is located.

**California Environmental Quality Act (CEQA).** CEQA, enacted in 1971, requires governmental agencies at all levels to consider the impact proposed projects would have on the environment, including objects of cultural and historic significance.

**California Historical Building Code.** The State Historical Building Code is contained in Part 8 of Title 24 C.C.R. and applies to all qualified historical structures, districts, and sites designated as cultural resources. It provides alternative to the Uniform Building Code in cases consistent with building regulations for the rehabilitation, preservation, restoration, or relocation of designated cultural resources.

**California Register of Historical Resources.** The California Register of Historical Resources was created in 1992 to recognize the state's historic resources. The register is administered by the State Office of Historic Preservation.

**Certified Local Government (CLG).** CLGs are designated by the federal government in communities that have approved historic preservation ordinances, commissions, inventories of historic resources, and overall commitment to historic preservation.

**Committee.** The City of Glendora's Historic Preservation Committee.

**Contributing Resource.** A contributing building, site, structure, object, or landscape feature adds to the historic architectural qualities, historic associations, or archeological values for which the district is significant because it was present during the period of significance, and possesses physical integrity reflecting its character at that time.

**Cultural Resource.** See Historic Resource.

**Demolition.** Any act or process that destroys, in part or in whole, an individual cultural resource or a resource within a historic district.

**Designated Historic Resource.** Any building, structure, improvement, natural area feature, object, or site which has been so designated in compliance with the Cultural Heritage Preservation Ordinance.

**Discretionary Action.** Discretionary actions are those which require the exercise of judgement or deliberation when the public agency or body decides to approve or disapprove an activity.

**Federal Rehabilitation Tax Credit.** Buildings listed in the National Register may be eligible for a 20% rehabilitation tax credit. This federally mandated program is administered by the National Park Service in conjunction with the State Offices of Historic Preservation.

**Historic District.** A geographically definable area, possessing a significant concentration, continuity, or linkage of sites, structures, improvements, or objects united by past events, architectural style or design, or aesthetically by plan or physical development. A district may also comprise individual elements separated geographically but linked by association or history.

**Historic Preservation Overlay Zone.** A geographically definable area which contains buildings, sites, structures, objects, and landscape features, or a combination thereof, that are historically significant to the history of the city, state, or nation.

**Historic Resource.** Building, site, district, object, or structure evaluated as historically significant.

**Improvement.** Any structure or object constituting a physical feature of real property, or any part of the feature.

**Local Register.** The properties located within the city that comprise the list of designated cultural and historic resources and historic districts.

**Mills Act.** The Mills Act was created by State legislation in 1976 to encourage the preservation of historic properties. The law provides for a reduction in property taxes on historic properties when an owner enters into a contract with a local government to preserve the property in a manner compatible with its historic character.

**Ministerial Action.** Ministerial actions are those where a public agency or body merely has to determine whether there has been conformity with applicable statutes, ordinances, or regulations.

**National Register of Historic Places.** The National Register of Historic Places is the nation's official list of cultural resources. The register is administered by the National Park Service, a unit of the Department of the Interior.

**Noncontributing Resource.** A noncontributing building, site, structure, object, or landscape feature does not add to the historic architectural qualities, historic associations, or archeological values for which the area is significant because it was not present during the period of significance or due to alterations, disturbances, additions, or other changes, it no longer possesses physical integrity reflecting its character at that time.

**Period of Significance.** The period of time in which the area achieved significance.

**Preservation.** The identification, protection, rehabilitation, restoration, or study of cultural resources.

**Register.** A list, maintained by the City, which contains the address, name and designation date of every historic resource designated by the City.

**Rehabilitation.** The process of returning a property to a state of utility, through repair or alteration, which makes possible an efficient contemporary use while preserving those portions and features of the property which are significant to its historic, architectural, and cultural values.

**Secretary of the Interior's Standards for Rehabilitation.** Identified in the Secretary of the Interior Standards and Guidelines for Historic Preservation Projects (36 C.F.R. 67), with accompanying interpretive guidelines used in the preservation of cultural resources. The Secretary of the Interior's Standards for Rehabilitation are aimed at retaining and preserving those features and materials which are important in defining the historic character of a cultural resources.

**Section 106 Review.** This term refers to the Federal review designed to ensure that historic properties are considered during Federal project planning and execution.

**State Office of Historic Preservation (SOHP).** Each state has such an office, established by the National Historic Preservation Act of 1966 and headed by a State Historic Preservation Officer, responsible for administering state and federal preservation programs. In California, SOHP is a unit of the State Department of Parks & Recreation.

**Uniform Code of Building Conservation (UCBC).** The UCBC establishes life-safety requirements for all existing buildings that undergo alteration or a change in use.