



Historic Preservation Element

Santa Ana General Plan
FINAL, APRIL 2022

A SHARED VISION

Santa Ana is a city that promotes the health and wellness of all residents, with a civic culture that actively embraces the power of diversity. Our city invests in resources that create economic opportunities for the next generation, and it is a community that celebrates our past while working together to create a sustainable future.

OUR CORE VALUES

H HEALTH

The people of Santa Ana value a physical environment that encourages healthy lifestyles, a planning process that ensures that health impacts are considered, and a community that actively pursues policies and practices that improve the health of our residents.

Eq EJ EQUITY

Our residents value taking all necessary steps to ensure equitable outcomes, expanding access to the tools and resources that residents need, and to balance competing interests in an open and democratic manner.

The value of equity that includes "EJ" in the upper corner indicates a policy related to environmental justice.

S SUSTAINABILITY

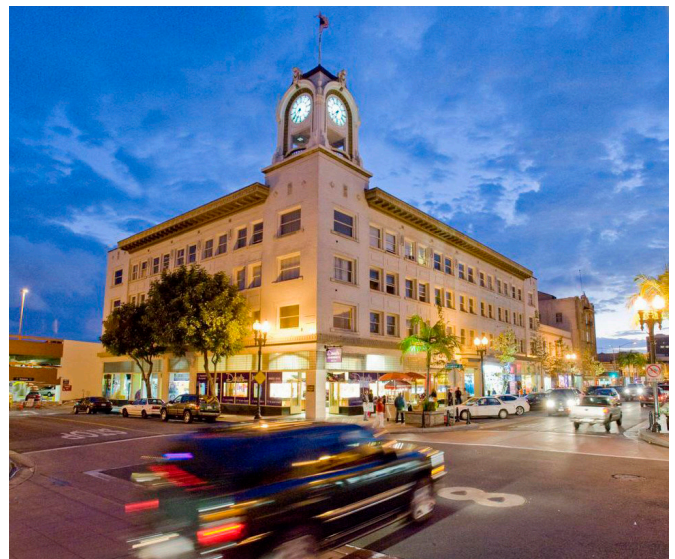
Santa Ana values land use decisions that benefit future generations, plans for the impacts of climate change, and incorporates sustainable design practices at all levels of the planning process.

C CULTURE

Our community values efforts that celebrate our differences as a source of strength, preserve and build upon existing cultural resources, and nurture a citywide culture of empowered residents.

Ed EDUCATION

We are a city that values the creation of lifelong learners, the importance of opening up educational opportunities to all residents and investing in educational programs that advance our residents' economic wellbeing.



▲ W. H. Spurgeon Building [cover photo]

Built in 1913 by the founder of Santa Ana, the Spurgeon Building was the tallest building in Santa Ana. The property was placed on the National Register of Historic Places in 1979. The building's clock tower remains an iconic feature in the city's skyline. The property is a Landmark building on the Santa Ana Register of Historical Properties (#20).



HISTORIC PRESERVATION ELEMENT

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HISTORICAL RESOURCES TECHNICAL REPORT, MAY 2020 (APPENDIX E-A, DEIR)

TRIBAL CONSULTATION CORRESPONDENCE, APRIL 2020 (APPENDIX L, DEIR)

ARCHAEOLOGICAL RESOURCES TECHNICAL REPORT, MAY 2020 (APPENDIX E-B, DEIR)

EIR CHAPTERS: 5.4, CULTURAL RESOURCES; 5.17 TRIBAL CULTURAL RESOURCES

PALEONTOLOGICAL RESOURCES TECHNICAL REPORT, APRIL 2020 (APPENDIX G-B, DEIR)



Old Orange County Courthouse. The 30,000-square-foot courthouse is the oldest court building in Southern California, and it is the historic seat of County government. The building is currently home to the Orange County History Center.

HISTORIC PRESERVATION

The purpose of this Historic Preservation Element is to provide guidance in developing and implementing activities that ensure that identification, designation, and protection of architectural, historical, cultural, and archaeological resources are part of the City's planning, development, and permitting processes. Through General Plan historic preservation policies and programs, Santa Ana's heritage and diversity will continue to be a source of community pride.



INTRODUCTION

Santa Ana was incorporated as a city in 1886. When Orange County separated from Los Angeles County in 1889, Santa Ana was designated the county seat. Historic preservation of the city's cultural and architectural heritage is an essential part of the City of Santa Ana's economic vitality and city identity.

Santa Ana residents take pride in the architectural heritage of the city, including its historical buildings and unique neighborhood character. Sites such as the Old Orange County Courthouse, Pacific Substation, and Yost Theatre reflect the city's rich cultural history and architectural diversity.

The City's preservation efforts are consistent with local implementation programs and local ordinances, such as the Santa Ana Municipal Code, specifically Chapter 30 (Places of Historical and Architectural Significance), Chapter 41 (Zoning Code), and the State Historical Building Code, adopted by reference in Chapter 8 (Building and Structures).

Additional direction is provided in the Citywide Design Guidelines, Chapter 13 (Historic Structures Guidelines), Chapter 8 (Downtown Development Guidelines), and Appendix A (Santa Ana Architectural Styles). In 2014, the City passed the Adaptive Reuse Ordinance to encourage the preservation and use of historical buildings.

Incentives to preserve and rehabilitate historic buildings include the Mills Act and the federal Historic Preservation Tax Incentives program.

The City of Santa Ana has two listed National Register historic districts: Downtown Santa Ana and French Park. The City also maintains zoning protection for the historical resources in French Park through Specific Development 19 (SD-19) and in the Heninger Park neighborhood through SD-40.



▲ Downtown Santa Ana

A view of the Downtown Historic District, including dozens of historic buildings along 4th Street, Sycamore Street, Main Street, and Broadway.

Photo courtesy of Lisandro Orozco



COMMUNITY CONSIDERATIONS



Through the community engagement process for this General Plan, participants identified numerous historic preservation considerations and values that they believe should form the basis of and be addressed by this element. Specifically, participants highlighted the following topics, areas of concern, and community strengths:

- ▶ Rich cultural and architectural history
- ▶ Unique neighborhoods
- ▶ Protect existing neighborhoods from intrusive development
- ▶ Maintain character, sense of place, and identity
- ▶ Pride in neighborhoods
- ▶ Adaptive reuse of buildings



▲ Community Input

Residents voiced a strong desire to celebrate and preserve the city's history during all phases of the General Plan preparation, including events such as the 2016 Celebrate Santa Ana event (pictured above) and focused input such as the 2017 General Plan Advisory Group meeting. This input led to the City's first-ever element dedicated to historic preservation.

◀ Bowers Museum

The city boasts hundreds of historic buildings both inside and outside of local and national historic districts. The Bowers Museum is on Main Street north of Downtown. Its opening in 1936 marked a turning point for arts and cultural institutions in Santa Ana. The museum is a Landmark building on the Santa Ana Register of Historical Properties (#135).



POLICY FRAMEWORK

GOAL HP-1: Historic Areas and Resources

Preserve and enhance Santa Ana’s historic areas and resources to maintain a unique sense of place.

POLICY HP-1.1

ARCHITECTURAL AND DESIGN STANDARDS

Preserve unique neighborhoods and structures in Santa Ana through implementation of the Citywide Design Guidelines and historic preservation best practices.



POLICY HP-1.2

FEDERAL STANDARDS FOR REHABILITATION

Ensure rehabilitation of historic buildings complies with the Secretary of Interior’s Standards for the Treatment of Historic Properties and that new construction in historic districts is compatible with context.



POLICY HP-1.3

HISTORIC DISTRICTS AND DESIGN STANDARDS

Explore opportunities to preserve neighborhoods with largely intact historic buildings and character through the creation of historic districts, identification of historically sensitive areas, or neighborhood context-sensitive design standards.



POLICY HP-1.4

PROTECTING RESOURCES

Support land use plans and development proposals that actively protect historic and cultural resources. Preserve tribal, archeological, and paleontological resources for their cultural importance to communities as well as their research and educational potential.



POLICY HP-1.5

STRUCTURE AND SYSTEMS MAINTENANCE

Encourage maintenance, care, and systems upgrades of historic resources to avoid the need for major rehabilitation, prevent loss of historic resources, and remediate health concerns such as lead based paint and mold.



POLICY HP-1.6

LEAD BY EXAMPLE

Ensure that all City-owned historic resources and cultural facilities reflect exceptional architecture and historically appropriate features to celebrate Santa Ana as a world-class city.



POLICY HP-1.7

PRESERVING HUMAN ELEMENT

Encourage participation in oral history programs to capture Santa Ana’s historic and cultural narrative.



POLICY HP-1.8

REUSE OF HISTORIC BUILDINGS

Support flexible land use standards to facilitate the adaptive reuse of historic buildings with a variety of economically viable uses, while minimizing impacts to the historic value and character of sites and structures.



POLICY HP-1.9

HISTORIC DOWNTOWN

Strengthen the image and identity of Downtown through unifying design and architectural themes that are compatible with existing historic fabric.





The Kellogg House. With its asymmetrical shape, faux tower, and prominently decorated dormer, the Kellogg House is a late example of Queen Anne—style Victorian architecture. The house was originally located in downtown Santa Ana at 122 Orange Street. It was donated to the Heritage Museum of Orange County and moved to the museum's grounds in 1980. Today, it provides hands-on opportunities to educate visitors about the Victorian era.

GOAL HP-2: Cultural and Historic Resources

Promote the City’s cultural and historic resources to advance Santa Ana’s role in Southern California history.

POLICY HP-2.1 RESOURCE STEWARDSHIP

Expand community outreach to educate property owners and businesses regarding responsibilities and stewardship requirements of the city’s historic resources.

H **Eq** **S** **Ed**

POLICY HP-2.2 EDUCATIONAL AWARENESS

Provide educational opportunities to foster community awareness and pride in Santa Ana’s history.

C **Eq** **Ed**

POLICY HP-2.3 COMMEMORATING HISTORY

Support efforts to identify and commemorate historic structures and sites, and historically sensitive areas in Santa Ana through murals, plaques, and educational exhibits.

C **Eq** **Ed**

POLICY HP-2.4 LOCAL AND REGIONAL PARTNERSHIPS

Strengthen relationships and programs with local and regional institutions and organizations to promote the appreciation, maintenance, rehabilitation, and preservation of Santa Ana’s historic and cultural resources.

C **H** **Eq** **S** **Ed**

POLICY HP-2.5 ECONOMIC DEVELOPMENT TOOL

Promote economic development through heritage education and the promotion of tourism.

Ed

POLICY HP-2.6 CENTER CORE

Promote Santa Ana’s identity as the cultural and historic downtown of Orange County.

C **Ed**

► **Howe-Waffle House**

The Howe-Waffle House, built in 1889, is listed on the National Register of Historic Places, as a California Historical Point of Interest, and as a landmark building on the City’s Historic Register.

The house was restored by the Santa Ana Historical Society and is currently used as a house and medical museum, fostering awareness and pride in Santa Ana’s history.



GOAL HP-3: Historic Preservation

Develop, implement, and maintain a nationally recognized historic preservation program.

POLICY HP-3.1 HISTORIC RESOURCE SURVEY

Maintain a comprehensive program to inventory and preserve historic and cultural resources, including heritage landscape and trees.

Eq S Ed

POLICY HP-3.2 INCENTIVIZE PRESERVATION

Support incentive programs that promote restoration, rehabilitation, salvage, and adaptive reuse of historic buildings.

C H Eq S

POLICY HP-3.3 ACCESSIBLE PRESERVATION PROGRAM

Explore strategies to promote a historic preservation program that is robust, equitable, and accessible.

C Eq S Ed

POLICY HP-3.4 PRESERVATION PROGRAM CERTIFICATION

Maintain Santa Ana’s status as a Certified Local Government (CLG) to further the City’s historic resource program and pursue all available funding for preservation.

C S

POLICY HP-3.5 LOCAL PRESERVATION GROUPS

Collaborate with the Santa Ana Historical Preservation Society, community groups, and individuals to promote public awareness and educational opportunities that highlight historic preservation.

C Eq S Ed

POLICY HP-3.6 STAFF DEVELOPMENT

Collaborate with local and regional historic preservation groups to maintain a training program that promotes best practices in preservation techniques.

C Ed



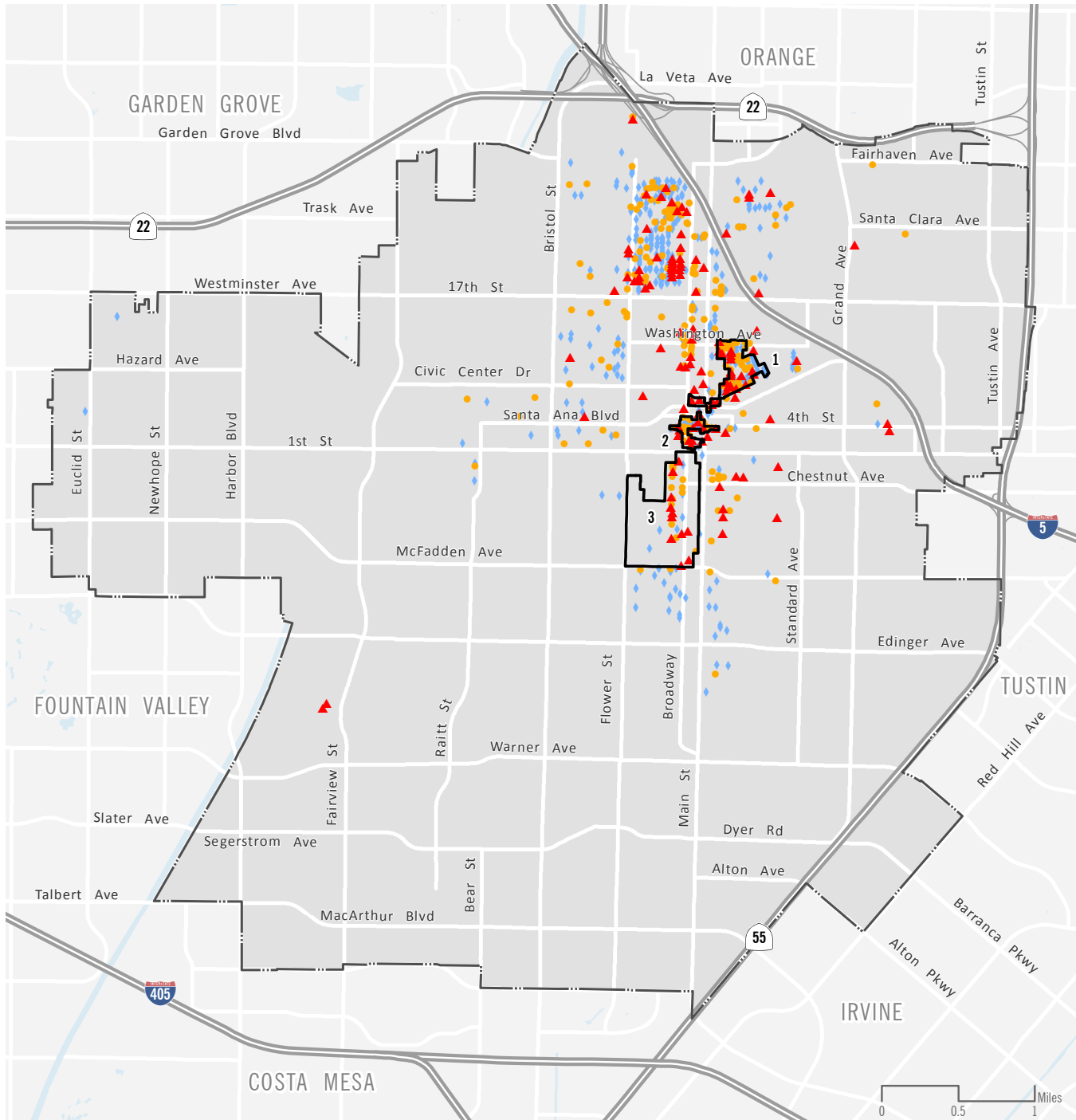
◀ Otis Building

The Otis Building was built in 1889 and still stands today on the corner of 4th and Main. The Otis Building is on the Santa Ana Register of Historical Properties (#187) as a Landmark. The building is also a contributor to the historic fabric of the Downtown Historic District and its placement on the National Register of Historic Places.

Photo courtesy of Santa Ana Public Library, image taken sometime in the 1930s



About the Map. Figure HP-1 shows the different classifications of historic resources and the locations of each type of resource in the city relative to the three established historic resource districts.



Source: City of Santa Ana 2019 Date Published: 6/25/2020

Historic Resource Districts

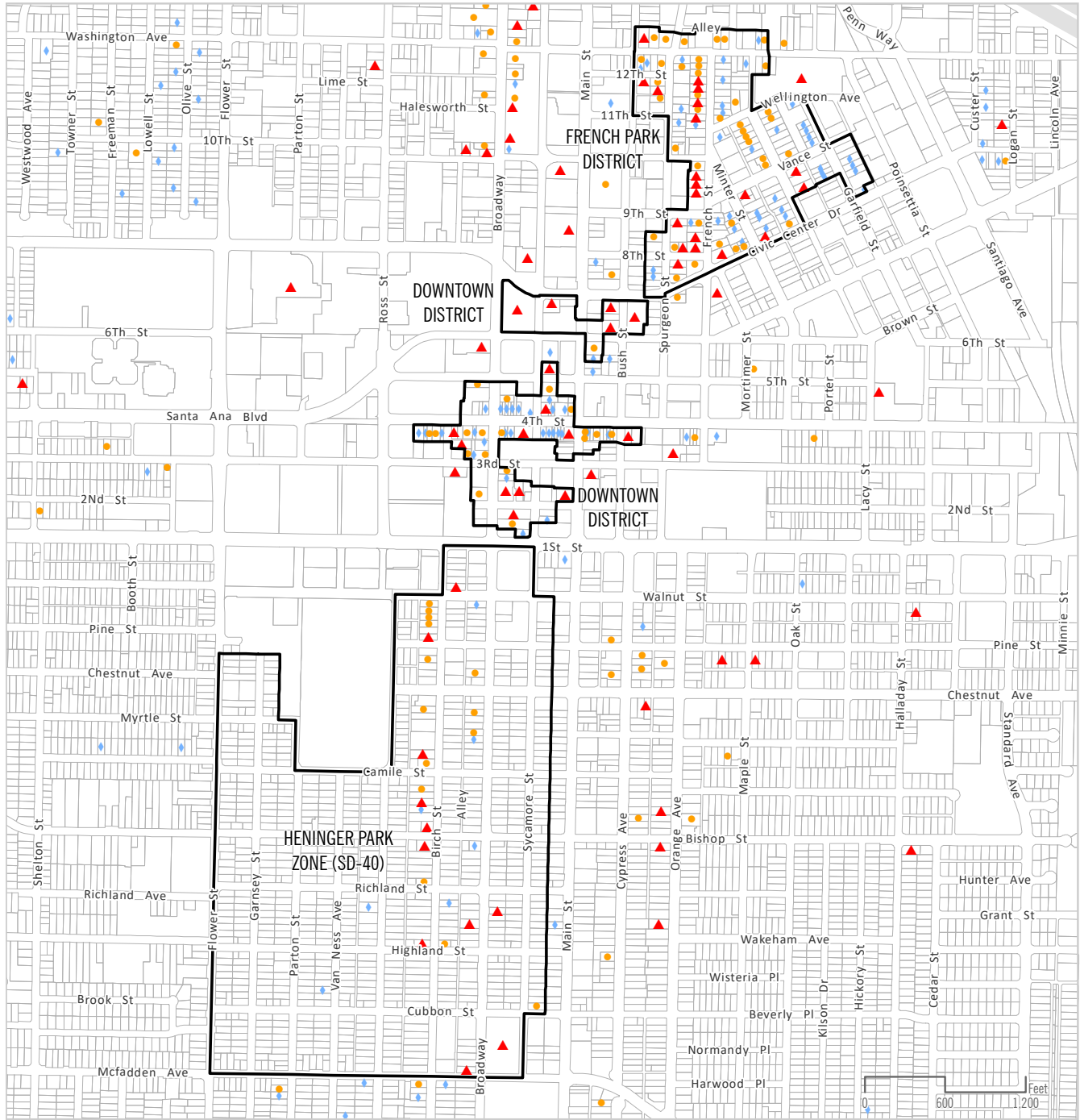
- 1** French Park
- 2** Downtown
- 3** Heninger Park (SD-40)

Historic Registry Category

- ▲ **Landmark:** The building, structure, object or site is on the National or California Register, appears eligible for listing on the National or California Register, has historical/cultural significance to the city, or has a unique architectural significance.
- **Key:** The building, structure, object or site has a distinctive architectural style and quality, is characteristic of a significant period in the history of the city, or is associated with a significant person or event in the city.
- ◆ **Contributive:** The building, structure, object or site contributes to the overall character and history of a neighborhood or district and is a good example of period architecture.



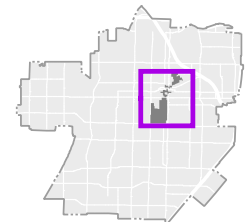
About the Map. Figure HP-2 zooms in on the three established historic districts, and shows the classification and location of historic resources in and around each district.



Source: City of Santa Ana 2019 Date Published: 5/5/2020

Historic Registry Category

- ▲ **Landmark:** The building, structure, object, or site is on the National or California Register, appears eligible for listing on the National or California Register, has historical/cultural significance to the city, or has a unique architectural significance.
- **Key:** The building, structure, object, or site has a distinctive architectural style and quality, is characteristic of a significant period in the history of the city, or is associated with a significant person or event in the city.
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Historic District

**FIGURE HP-2
HISTORIC RESOURCES - DOWNTOWN AREA**



RELATED GENERAL PLAN POLICIES

Each policy in the City of Santa Ana General Plan is listed under the most related goal and element. Some policies, however, also reinforce other goals housed in different elements.

To provide a more complete picture of all of the policies that support the goals of this element, Table HP-1 lists each Historic Preservation goal in the far

left column and, in columns to the right, identifies related policy numbers from other elements.

Goal HP-1, for example, is supported not only by the policies listed in this element (HP-1.1 through HP-1.9), but also by Policy LU-3.5 in the Land Use Element and the six policies identified in the Urban Design Element.

TABLE HP-1. RELATED GENERAL PLAN POLICIES

Historic Preservation Goals	Volume 1 Services & Infrastructure				Volume 2 Natural Environment				Volume 3 Built Environment			
	CM	M	EP	PS	CN	OS	N	S	LU	HE	HP	UD
HP-1: Historic Areas and Resources Preserve and enhance Santa Ana’s historic areas and resources to maintain a unique sense of place.	-	-	-	-	-	-	-	-	LU-3.5	-	Current Element	UD-2.3 UD-2.4 UD-2.6 UD-6.1 UD-6.2 UD-6.3
HP-2: Cultural and Historic Resources Promote the City’s cultural and historic resources to advance Santa Ana’s role in Southern California history.	CM-1.9	-	EP-1.10 EP-3.1 EP-3.11	PS-1.3	-	-	-	-	LU-1.10 LU-2.8	HE-1.7 HE-2.1	Current Element	-
HP-3: Historic Preservation Develop, implement, and maintain a nationally recognized historic preservation program.	-	-	-	-	-	-	-	-	-	-	Current Element	-

Notes:

CM: Community Element

M: Mobility Element

EP: Economic Prosperity Element

PS: Public Services Element

CN: Conservation Element

OS: Open Space Element

N: Noise Element

S: Safety Element

LU: Land Use Element

HE: Housing Element

HP: Historic Preservation Element

UD: Urban Design Element





Pancake Breakfast. Friends and neighbors from across the City partake in a continuation of the historic Santa Ana Festival de Oro Street Breakfast, which was initiated in 1928 (photos from 1933 and 2019). The City seeks not only to protect and preserve its physical historic resources, but also to celebrate and commemorate people and cultures of Santa Ana's past and present.

IMPLEMENTATION

An implementation plan is a coordinated series of actions the City desires to take in the future that are intended to advance, over the long term, the City’s Shared Vision, Core Values, and the General Plan goals and policies. An implementation plan is thus a follow-up measure for this element. Taken as a whole, these programs represent the City’s best thinking today on what actions should be taken to address the considerations and concerns of the community and make sure that the Plan’s aspirations are achieved.

Implementation is in large part contingent upon adequate funding. Many of these actions can be pursued through initiatives already underway.

Other programs will require additional resources. As such, the exact mix and timing of programs the City may pursue will in part be opportunity driven, dependent on the availability of funding, staffing, and other necessary resources. The Time Frame in the Implementation Table below is the target for completion of the Action.

This element may be implemented by amendments to existing plans, ordinances, development standards, and design guidelines; capital investments/projects; and interagency/interjurisdictional coordination. The following table identifies the implementation action, the responsible City agency, and targeted timeline for accomplishment.

TABLE HP-2. HISTORIC PRESERVATION ELEMENT IMPLEMENTATION

Ref #	Implementation Action	Agency / Time Frame
Goal HP-1: Historic Areas and Resources		
Preserve and enhance Santa Ana’s historic areas and resources to maintain a unique sense of place.		
1.1	Development standards update. Amend Specific Development No. 19 and Specific Development No. 40 zoning districts to streamline development processes, incorporate best practices, and make documents user friendly.	PBA 2022-2027
1.2	Historic designation. Develop a process to identify and designate a neighborhood as a Historic District.	PBA 2023
1.3	Mills Act. Restructure historic designation and Mills Act application and administration processes to reflect industry standards and prioritize resources at risk of being lost.	PBA 2023
1.4	Design Guidelines update. Comprehensively update Citywide Design Guidelines to reflect current best practices for sections related to Historic Structures and Downtown Santa Ana.	PBA 2022-2027
1.5	Historic design standards. Update historic design standards for preserving historic setting and context, incorporating best practices related to landscape design, front yard fences, and other property features.	PBA 2024
1.6	Historic resources survey. Survey all City-owned historic resources to identify condition, maintenance and repair needs, and sources of funding for upgrades.	PRCSA/PWA 2022
1.7	Oral history. Seek funding to reinstate local oral history program to capture Santa Ana’s historic and cultural narrative.	PRCSA Ongoing



TABLE HP-2. HISTORIC PRESERVATION ELEMENT IMPLEMENTATION

Ref #	Implementation Action	Agency / Time Frame
1.8	Signage improvement. Seek funding and create incentives program for Downtown Santa Ana façade and signage improvement program.	CDA 2023
1.9	Adaptive reuse. Update the Adaptive Reuse Ordinance to provide more flexibility and options for the reuse of historic buildings citywide.	PBA 2025
1.10	Public realm improvements. Establish public realm plans for all historic districts, including landscaping, street, sidewalk, lighting, curb cut standards, and pedestrian amenities.	PWA 2026
1.11	Municipal code update. Update Chapter 30 of the municipal code (Places of Historical and Architectural Significance) for consistency with national historic standards and industry best practices, including such topics as demolition of historic resources and building signage.	PBA 2024
1.12	Tree preservation. Establish a citywide tree preservation ordinance and program to protect unique natural resources and trees with great cultural capital.	PWA/PBA 2023
GOAL HP-2: Cultural and Historic Resources Promote the City’s cultural and historic resources to advance Santa Ana’s role in Southern California history.		
2.1	Educational resources. Hold bi-annual educational/resource workshops for owners and tenants of historic resources and buildings to ensure responsible stewardship.	PBA 2026
2.2	Public awareness. Promote awareness of the city’s historic resources and their importance in the development of Orange County.	PBA Ongoing
2.3	Wayfinding. Create an interactive, multimedia wayfinding program to highlight historic structures, sites, and events throughout the city.	PBA/ PWA 2028
2.4	City branding. Include historic resources and cultural imagery in future City branding and marketing campaigns.	CMO 2025
2.5	Public art catalog. Create a citywide catalog of public art, including murals, sculptures, and utility box art for use in promoting awareness of Santa Ana’s rich historic and cultural resources.	CDA 2021 & Ongoing
2.6	Active participation. Participate in and support efforts of existing civic and preservation organizations and business groups to promote the appreciation, maintenance, and preservation of historic and cultural resources.	CDA Ongoing
2.7	Native American Cultural Significance. Consult with all affiliated tribes listed with the California Native American Heritage Commission to identify sites of cultural, spiritual, and/or historical significance to their tribes, and work with them to preserve, restore or celebrate these sites, where feasible.	PBA 2023 & Ongoing
GOAL HP-3: Historic Preservation Develop, implement, and maintain a nationally recognized historic preservation program.		
3.1	Educational opportunities. Dedicate resources for staff and policy makers to participate in historic preservation educational and professional development opportunities.	PBA Ongoing
3.2	Historic properties. Update and expand citywide Historic Properties Survey Program to identify potential historic resources for placement on local Register and those that are at risk of losing their historic value, with the first phase to include resource evaluation of the Focus Areas.	PBA 2022 & ongoing



TABLE HP-2. HISTORIC PRESERVATION ELEMENT IMPLEMENTATION

Ref #	Implementation Action	Agency / Time Frame
3.3	Historical places. Proactively nominate all properties that potentially qualify for placement on the Santa Ana Register of Historical Places.	PBA 2024
3.4	Community engagement. Prepare a community engagement plan that targets communities with historic resources that have low participation rates in historic preservation programs including hard to reach communities and affiliated tribes listed with the California Native American Heritage Commission.	PBA 2023
3.5	Media communication. Enhance and maintain a web-based tool to promote Santa Ana’s local historic resources and provide incentives to encourage historic preservation.	PBA 2023
3.6	Historic Resources Commission. Establish minimum qualifications for participation on the Historic Resources Commission.	PBA 2023
3.7	Maintain certification. Maintain Certified Local Government status under the National Parks Service historic preservation program through training and submittal of annual report.	PBA Ongoing
3.8 ^{EJ}	Equitable access. Establish a fee reduction or waiver program for low-income applicants to ensure equitable access and participation in the Mills Act Program.	PBA 2023
3.9	Historic building rehabilitation. Maintain and enhance a low-interest loan program for the rehabilitation of historic buildings.	CDA 2022
3.10	Public awareness. Participate in and support efforts of preservation organizations, affiliated tribes listed with the California Native American Heritage Commission, and business groups to promote public awareness and educational opportunities that highlight historic preservation.	PBA Ongoing

Notes:

CDA - Community Development Agency

CMO- City Manager's Office

HR- Human Resources Department

PBA- Planning and Building Agency

PWA - Public Works Agency

PRCSA - Parks, Recreation and Community Services Agency

PD - Police Department

^{EJ} associated with environmental justice policies





Floral Park. A view of the Floral Park neighborhood at the curving intersection of Heliotrope Drive and North Park Drive. Floral Park features wide-canopied, tree-lined streets and hundreds of homes built from the 1920s to the 1950s, ranging from 1920s-era mansions, smaller vintage abodes, and larger ranch houses on oversized lots. Notable architectural styles include English Tudor, French Norman, Spanish Colonial, and Colonial Revival.

Photo courtesy of Lisandro Orozco

